

# Organizational and Service Review of the Newfoundland and Labrador Public Library System

5 May 2017



Building a better working world



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# 1. Executive summary

The Department of Education and Early Childhood Development (EECD) and the Provincial Information and Library Resources Board (Provincial Board) engaged Ernst & Young LLP (EY) in June 2016 to perform an organizational and service review (the Review) of the Newfoundland & Labrador Public Libraries system (NLPL). The aim of the Review is to identify and prioritize opportunities to improve the public library system across the Province of Newfoundland and Labrador (the Province).

An important aspect of the Review was to engage with the public and other stakeholders to obtain perspectives on the current role of the NLPL. It is clear that the NLPL and the services it provides are very important to the citizens of the Province. It performs the vital role of providing access to information while supporting literacy and education. The library is viewed as a gathering place, a social hub and a place to access community and historical information. Many of the views expressed by members of the public and other stakeholders are shared by the Provincial Board. Unfortunately, the Provincial Board and the NLPL face significant challenges in fulfilling that role.

## Challenge 1 – Funding

The NLPL has been significantly underfunded for some time despite the fact that the amount of funding provided by the Government of Newfoundland and Labrador (Provincial Government) is, on a per capita basis, much higher than that provided by any other provincial government in the country.

- ▶ Total funding (all sources) – Total NLPL funding is at \$22.67 per capita. This is 42% below the national average of \$39.21 per capita, representing a total difference of \$8.83m.
- ▶ Provincial Government funding – The Provincial Government provides almost all of the NLPL's funding through an annual operating grant to the Provincial Board of \$21.70 per capita. This is 95.7% of the NLPL's total funding and is more than twice the national average of \$10.80 per capita, representing a total difference of \$4.35m.
- ▶ Municipal government funding – Municipal governments provide funding to the NLPL at \$2.02 per capita consisting of cash and in-kind contributions. This is 92% below the national average of \$26.10 per capita, representing a total difference of \$12.40m.

## Challenge 2 – Location of libraries

The NLPL has evolved over 80 years in a manner that has resulted in a suboptimal number and location of libraries and a resultant suboptimal use of scarce funding. There are a number of libraries located very close to each other and several in very small communities with declining populations.

## Impact of these challenges

As a result of these challenges, the NLPL is significantly underperforming in key aspects of service delivery including operating hours, collections, programs, technology and facilities.

Improving the NLPL's performance to levels seen in other jurisdictions cannot be achieved through piecemeal efforts at existing funding levels. Attempting to do more with less (or the same) will not lead to successful outcomes. Structural changes at the governance, funding and service delivery levels are needed to deliver significant and sustainable change. A major shift is required – one that sees a public library system as a partnership amongst the Provincial Government, municipal governments and other community partners with shared responsibility for funding and other key matters. Without change, the system will continue to underperform and lose its relevance.

## Key recommendations summary

The key recommendations arising from the Review are summarized below along with references describing where each key recommendation, and additional information related thereto, can be found in this Report. A complete list of all recommendations is in Section 6.

**Recommendation 1: The Provincial Government and the Provincial Board should create a new multi-year strategy that outlines key objectives, initiatives, outcomes and service delivery standards (Governance Recommendation A, page 34).**

The multi-year strategy should reflect and incorporate this Report's recommendations. It will be a tool to engage and align key stakeholders and direct effort and resources.

**Recommendation 2: The Provincial Board should optimize the use of its limited funding by reassessing and adjusting the number and locations of public libraries in the Province (Location Recommendation A, page 30).**

The Provincial Board must deploy its limited funding in an optimal manner. Using the information, the analyses and the approach suggested in this Report, the Provincial Board should establish library location parameters and explore opportunities to consolidate or close libraries not meeting those parameters. Any savings realized should be reinvested in a manner that best improves access and service across the Province.

**Recommendation 3: The Provincial Government should adopt a regional governance and service delivery model in which regional boards have a formal role in governance (Governance Recommendation C, page 34).**

The adoption of this model will be a multi-year transitional effort involving the Provincial Board, regional boards and other partners. A regional model would provide increased opportunity and incentive for municipal and community leaders to participate in governance through representation on regional boards where strategies and priorities would recognize and reflect regional and local community needs.



**Recommendation 4: The Provincial Government and the Provincial Board should invite Municipalities Newfoundland and Labrador and municipal governments to participate in the co-development of a shared funding model (Funding Recommendation A, page 24).**

Under the current funding model, the Provincial Government provides almost all of the NLPL's funding. In most other Canadian jurisdictions, the provincial and municipal governments have jointly established funding models in which they share the responsibility for funding.

A desired future-state funding model should be determined and a strategy put in place to achieve that model over time. Expectations on achieving increases in municipal funding need to be realistic. The immediate focus should be on larger municipalities. Smaller municipalities should continue to provide, and increase where possible, valuable in-kind contributions.

**Recommendation 5: The Provincial Board should continue to explore and implement alternative service delivery methods to improve access to library services (Service Delivery Recommendation I, page 60).**

Alternative service delivery (ASD) methods are integral to the delivery of library services, particularly in rural and remote locations. ASD can be used to mitigate the impact of consolidation or closure decisions in affected communities. The NLPL uses fewer alternative service delivery methods than other Canadian jurisdictions.

**Recommendation 6: The Provincial Board should explore opportunities to reduce or eliminate lease payments (Funding Recommendation B, page 24).**

Significant annual lease costs are incurred for 13 libraries with a significant portion thereof paid to municipal government landlords. The Provincial Board should seek to reduce or eliminate the payments or, where possible, transfer library operations to other provincially or municipally owned properties on a reduced or rent free basis.

**Recommendation 7: The Provincial Board should eliminate unnecessary governance processes for local boards (Governance Recommendation B, page 34).**

The 91 local library boards have no formal role in the governance of the NLPL yet the Provincial Board spends a considerable amount of administrative time and effort on local board governance processes. The Provincial Board should redirect its time and effort to activities that better enable the NLPL to achieve its objectives. Local boards should continue to support the library system through fundraising efforts, sourcing in-kind contributions and as conduits of relevant local information to formal governing bodies.

**Recommendation 8: The Provincial Board should establish a full-time head librarian position (Governance Recommendation D, page 35).**

A full-time head librarian position, staffed by a professional librarian, would contribute leadership in the overall development and delivery of the NLPL's vision and multi-year strategy. The head librarian would be responsible for the regular training and development of library staff and other professional librarians and provide focus and expertise in program development and delivery.

**Recommendation 9: The Provincial Board should increase the number of professional librarians in the NLPL and define their role and responsibilities (Service Delivery Recommendation E, page 52).**

Professional librarians contribute significantly to the delivery of quality library services and programs and to the provision of proper training and support for library staff and patrons. Currently, the number of professional librarians in the NLPL is low relative to other Canadian jurisdictions. The multi-year strategy should identify the appropriate number, location and role and responsibilities of professional librarians in the NLPL.

**Recommendation 10: The Provincial Board should establish service delivery standards (Service Delivery Recommendations A - page 40, B - page 45, C - page 47, D - page 51 and F - page 54).**

The Provincial Board’s multi-year strategy should include service delivery standards developed in consultation with the regional boards. Standards should be established for operating hours, collections, technology, facilities, and other key areas. Standards will serve as targets against which to measure ongoing progress and performance.

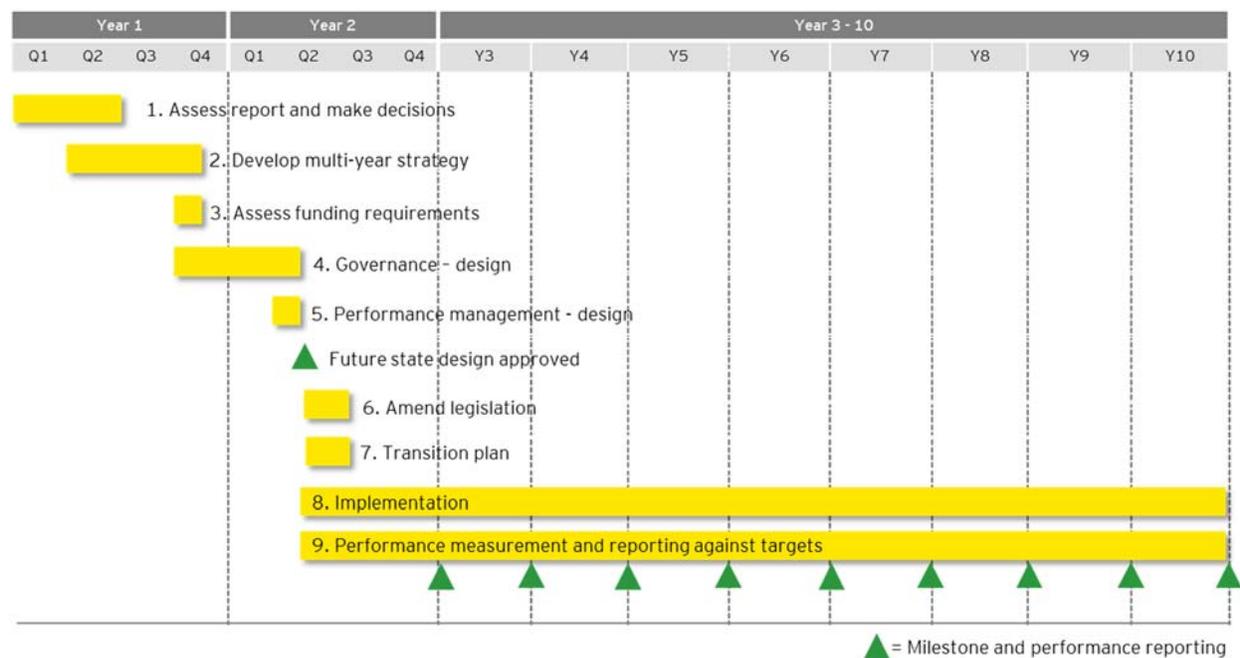
**Recommendation 11: The Provincial Government should amend the *Public Libraries Act* (Governance Recommendation E, page 35).**

The Act should be amended to reflect any changes that might be necessary as a result of this Report or otherwise.

### Roadmap

Many of this Report’s recommendations will require transformational change, spanning governance, funding and service delivery. An illustrative multi-year roadmap is presented below.

Figure 1.1: Transformation roadmap\*



\* Each year span is 1 April to 31 March, consistent with the Provincial Government’s year-end.



## 2. Background

### 2.1 Context

In January 2016, the Provincial Government launched the multi-year Government Renewal Initiative (GRI) with the objective of identifying short-, medium- and long-term measures to assist in addressing the Province’s deficit and carve a path toward a sustainable budgetary framework. Under the GRI, Provincial Government departments, agencies and services were examined for opportunities to increase revenue, reduce expenditure, eliminate waste, and improve operational efficiency through new and innovative approaches to service delivery. A key component of the GRI is an assessment of the role of the Provincial Government in the provision of public services.

As part of its budget 2016 efforts to reduce spending and the deficit, the Provincial Government through the GRI announced a regional library model and the closure of 54 of the Province’s 94 public libraries over a two-year period. The GRI submission identified approximately \$1.652m in savings, which would reduce the Provincial Board’s budget by approximately \$1m, with the remaining \$0.652m being reinvested into the NLPL. However, in response to the concerns raised by the public, the Provincial Government suspended its decision and instead opted to conduct a comprehensive organizational and service review to inform its decision making. In June 2016, the Honourable Dale Kirby, Minister of EECD, requested an organizational and service review of the NLPL.

The Executive Council of the Provincial Government engaged Ernst & Young LLP (EY) to support the Minister by performing the Review. A steering committee consisting of members of both the Provincial Board and the Provincial Government was formed to oversee the conduct of this Review (Figure 2.1).

Figure 2.1: Library Review Governance Structure



## 2.2 Objective

The objective of the Review is to examine the current state of the NLPL, engage stakeholders, explore innovations and leading practices in library service delivery in other jurisdictions and provide recommendations for the improvement of the public library system.

## 2.3 Scope

The scope of the Review included:

- ▶ Stakeholder consultations;
- ▶ Analysis of the current service delivery landscape including locations, types of services offered, usage and service delivery methods;
- ▶ Review of the governance structure;
- ▶ Review of library service standards including operating hours, programs and types of services offered; and
- ▶ Research of trends and leading practices from other jurisdictions.

The scope of the Review did not include:

- ▶ Identification of opportunities for broader regional service delivery design (e.g., sharing resources, facilities, etc., between multiple government entities/service lines). However, if opportunities are identified, they will be provided to the GRI, who has a broader mandate to examine regional service delivery;
- ▶ Detailed programming analysis. Information relating to program offerings, program design and delivery is limited and attendance is not consistently tracked across all sites. In addition, this would call for a needs analysis and programming assessment on a region-by-region, location-by-location basis, which is outside the scope contemplated for this Review;
- ▶ Analysis of the staffing model. Comments related to staffing have been only based on feedback obtained through the public consultations and jurisdictional benchmarks related to the number of professional librarians. A detailed review of the staffing model would require skills and staffing mix analysis across the system, which was outside the scope contemplated for this Review; and
- ▶ Recommendations in relation to the closure of specific libraries.

The scope was designed to generate guidance and identify considerations for the Provincial Government and the Provincial Board related to decisions regarding service delivery in the existing NLPL in the short term and development of a broader longer-term strategy for improving the NLPL.



## 2.4 Approach

A structured three-phase approach was developed and followed to achieve the objectives of the Review. The three phases are 1) understand the current state, 2) perform analysis and identify opportunities for improvement, and 3) report. Key activities included:

- ▶ Public consultations
- ▶ Stakeholder roundtables
- ▶ Internal staff survey
- ▶ Jurisdictional analysis

Each activity is described in more detail below.

### 2.4.1 Public consultations

The public was invited to provide input and opinions regarding the current and future state of the NLPL through public consultation sessions, online public surveys, stakeholder roundtable discussions and front-line staff surveys. The total number of public consultation participants, public survey participants and written submission authors represented 2.1% (2,983 out of 139,885) of registered library patrons.

**Table 2.1: Public consultations overview**

Type	# of sessions	Participants
Public consultation sessions	11	Members of the public, municipal representatives, Members of the House of Assembly (MHAs), union representatives, educators and others.
Stakeholder roundtable discussions and individual interviews	7	Invited stakeholders including professional librarians, Newfoundland and Labrador Library Association (NLLA) representatives, Newfoundland and Labrador English School District (NLESD) representatives as well as local library board representatives. Municipalities Newfoundland and Labrador (MNL) was also invited to participate, but did not attend.
Online consultations	N/A	<ul style="list-style-type: none"> <li>▶ Public survey directed at library patrons and non-users.</li> <li>▶ Staff survey for front-line staff.</li> <li>▶ Written online submissions for members of the public who were unable to attend the public consultation sessions.</li> </ul>

#### 2.4.1.1 Public consultation sessions

Public consultation sessions were held in all four regions of the Province, i.e., Eastern, Central, Western and Labrador, as well as in St. John's. Locations chosen had a reasonably short commute

distance for participants and a facility that could accommodate the anticipated number of participants. In all, 451 people participated in the public consultation sessions. Please refer to Appendix A for additional details.

#### **2.4.1.2 Online survey**

Members of the public were invited to participate in an online survey. This included submitting their views on the challenges and opportunities facing the NLPL, on themes similar to those covered in the public consultations and answering questions on the following topics:

- ▶ The role and importance of the public library in the community;
- ▶ Library locations and hours of operation;
- ▶ Frequency of use;
- ▶ Level of satisfaction with facilities;
- ▶ Library services;
- ▶ Library programming;
- ▶ Opportunities for improvement; and
- ▶ Selection and diversity of library materials.

2,119 surveys were received while the public online survey was open from 30 September to 10 November 2016. The survey was also open to non-users who were asked why they do not avail themselves of available library services.

#### **2.4.1.3 Written submissions**

Members of the public were also invited to make a written submission (online and regular mail options were provided) in two different ways:

- ▶ An online form that asked for answers to the three key consultation questions; and
- ▶ An open-ended submission that could be sent to an email address or by regular mail.

413 written responses were received during the same time frame as the public survey.

### **2.4.2 Stakeholder roundtables**

Roundtables were held to provide a forum for expert stakeholders to discuss issues related to the NLPL and to identify potential opportunities (including existing mechanisms) to sustain it.



**Table 2.2: Stakeholder roundtable sessions overview**

#	Date	Region	Location	Participants
1	12 Oct.	Eastern	St. John's	Attendees:
2	21 Oct.	Central	Gander	<ul style="list-style-type: none"> <li>▶ NLLA</li> <li>▶ Professional librarians</li> </ul>
3	26 Oct.	Western	Corner Brook	<ul style="list-style-type: none"> <li>▶ NLESD</li> <li>▶ Local library board representatives</li> </ul>
4	2 Nov.	Labrador	Labrador City	Invited, but did not attend: <ul style="list-style-type: none"> <li>▶ MNL</li> </ul>
5	27 Oct.	Western	Stephenville	Provincial Board directors/managers
6	3 Nov.	Eastern	St. John's	NLESD Senior Management
7	4 Nov.	Eastern	St. John's	Provincial Board

### 2.4.3 Internal staff survey

Front-line staff were asked to provide their views on the challenges and opportunities facing the NLPL and to answer questions specific to the library in which they work. The questions related to:

- ▶ The role and importance of the public library in the community;
- ▶ Library locations and hours of operation;
- ▶ Frequency of use;
- ▶ Library services;
- ▶ Library programming; and
- ▶ Selection and diversity of library materials.

124 surveys were completed by library staff across the Province. This represented 81% of the staff contacted to complete the survey.

### 2.4.4 Jurisdictional analysis

EY contacted 12 other Canadian jurisdictions to obtain performance data and system information. All Canadian provinces (AB, BC, MB, NB, NS, ON, PE, QC, SK) and three territories (NT, NU, YT) were contacted and asked to populate a standard template pertaining to the following key areas:

- ▶ Service standards (number of libraries per capita, location, funding model, expenditure on collections, hours of operation, facility size, technology)
- ▶ Operations (population served, patron count, service utilization, annual funding, operating and capital expenditures)

- ▶ Service delivery model description (including alternative service delivery options)
- ▶ Governance structure (types and number of provincial, regional, local boards, reporting and accountability structure)

Data was received from all provinces and territories with the exception of North West Territories and the Yukon. For comparability purposes, all provincial data was used to establish a national comparator group. A comparator group was also defined to serve as a benchmark against which to compare information related to the Province and the NLPL. The comparator group comprised provinces with demographic, geographic and economic profiles most similar to the Province and included Saskatchewan, Manitoba, Nova Scotia and New Brunswick (the Provincial Comparators).

Appendix B contains details regarding the reporting period submitted by each jurisdiction.



### 3. System overview

#### Governance

The responsibility for providing and administering the NLPL lies with the Provincial Board, a Crown Corporation established by the Provincial Government in 1990, under authority of the *Public Libraries Act*. Four regional advisory boards support the Provincial Board, and local boards support each individual public library site.

#### System size and locations

The Provincial Board currently funds and operates 94 public libraries in four administrative regions across the Province. The Provincial Board’s 2015/2016 Annual Report indicates that there are 139,885 registered library patrons in the NLPL. It also indicates that the population served by the current 94 libraries is 92.5% of the Province’s total population.

Public libraries in the NLPL are housed in a variety of settings, e.g., 33% of the libraries are located within schools run by the NLESD. Those libraries benefit from free rent and reduced maintenance costs as a result of the co-location but face some access challenges in relation to the *Safe and Caring Schools Policy*. Another 38% of libraries operate out of municipally or provincially owned buildings and some benefit from reduced maintenance costs through in-kind contributions offered by the host such as snow clearing, landscaping or utilities. The remaining 29% of sites operate out of buildings owned or leased by the Provincial Board. The size, location, hours of operation and staffing of public libraries vary across the NLPL.

The Provincial Resource Library, which comprises three libraries in St. John’s, has the highest patron count (44,209; 32%). The Eastern division represents the second largest library patron count (36,455; 26%) split across 29 libraries.

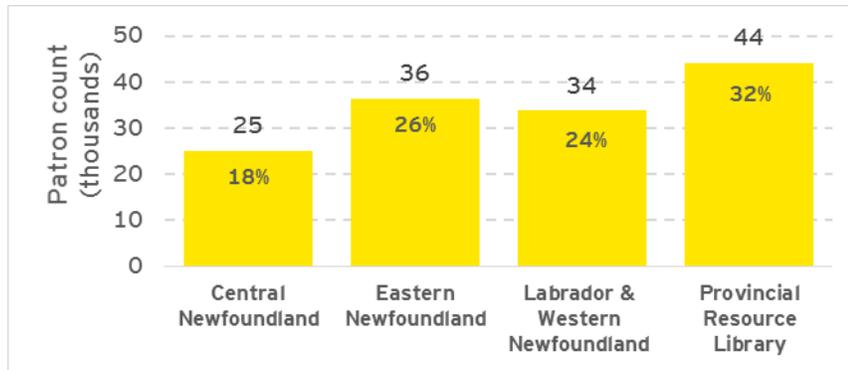
**Table 3.1: Number of libraries by region**

Administrative region	2015/2016
St. John’s	3
Eastern	29
Central	33
Western and Labrador	29

**Table 3.2: Library location overview**

Library locations	2015/2016
School buildings	31
Municipal buildings	32
Provincial government buildings	4
Provincial Board owned or leased buildings	27

Figure 3.1: Allocation of patrons by region



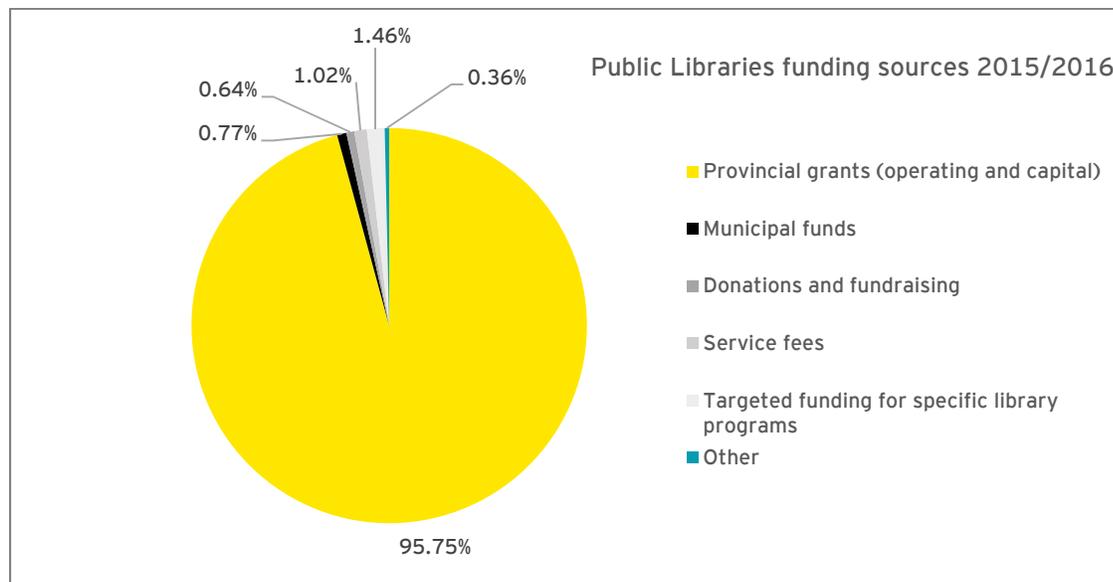
A set of service standards was developed by the Provincial Board in 1980, but was abandoned in the 1990s and has not been used since.

### Funding and expenditures

Prince Edward Island and the Province are the only jurisdictions in Canada with a one-payer funding system. All other jurisdictions have a multi-funder system, where municipalities play a significant role in funding the public library system.

The Provincial Government provides 95.75% of all funding for the NLPL through an annual operating grant to the Provincial Board. In 2015/2016, the Provincial Board received \$11.5m in funding from the Provincial Government and \$500k from other sources such as service fees, donations and fundraising. Local boards received \$70,700 (<1%) directly from municipalities.

Figure 3.2: NLPL funding sources

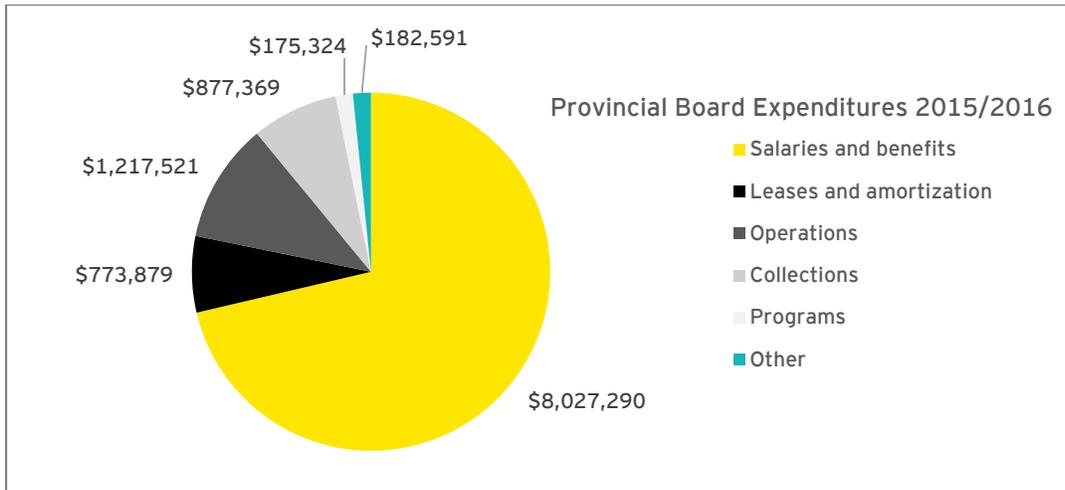


Source: Provincial Board Annual Report 2015/16.



The vast majority of the Provincial Board's budget is spent on salaries and benefits. Other key areas of expenditure include leases, services and programs.

Figure 3.3: Provincial Board expenditure overview



Source: Provincial Board Annual Report 2015/16.

### Services

The Provincial Board offers a suite of core services at all NLPL sites across the Province including the circulation of print and eLibrary materials, interlibrary loans (ILL), public computer access and WiFi connections. Use of digital service offerings has been increasing, while traditional collection circulation rates have been declining steadily over the past five years.

Table 3.3: Public library system core service utilization trends overview

Core service suite	Five-year change (2015/2016 over 2011/2012)	Change from previous year (2015/2016 over 2014/2015)
Print circulation	-9%	-1%
eLibrary circulation	556%	4%
Interlibrary loans	-25%	1%
Total circulation	-0.3%	-0.5%
Public computer access sessions	-26%	-3%
WiFi sessions	125%	17%

Half of the NLPL library sites have been automated through the implementation of a library management system (Horizon), but there is no plan to migrate the remaining sites to the Horizon system.

## 4. What we heard

Stakeholder consultations, a primary component of the Review process, provided insights and perspectives on the history, role, current state and improvement opportunities for the NLPL.

### 4.1 Public consultations

Throughout the public consultation process, there was a consistent and passionate expression of the importance of libraries to the communities they serve. Feedback and input focused on several key areas:

1. The negative impact of the proposed public library closures in rural areas where public libraries:
  - a. Serve as community/social hubs; and
  - b. Provide the only economical point of access to information.
2. Limited financial savings from public library closures would not justify the community's loss of access to services.
3. Opportunities for future improvement, including:
  - a. Increased and more convenient hours of operation;
  - b. Greater diversification of service and program offerings; and
  - c. Increased advertising and promotion of available services and programs.

Note: Detailed results of the public consultation sessions can be accessed by visiting <http://www.nlpl.ca/what-we-heard.html>. Detailed results of the public survey and written submissions are included in Appendix C of this Report.

### 4.2 Staff survey

An online survey was issued to front-line staff to obtain perspectives on the importance of libraries, service usage, current challenges and opportunities for improvement. The survey results are summarized below.

Three key areas in relation to the importance and role of libraries are:

- ▶ Supporting literacy through access to books, periodicals and technology;
- ▶ Supporting life-long learning through collections and programming; and
- ▶ Offering a community hub- a free, welcoming space for social interaction.

Services most utilized are:

- ▶ Access to collections (including books, periodicals, DVDs, CDs) and technology (public computers and WiFi); and



- ▶ Children's and adult programming, with the children's programming being most often and widely utilized across the Province.

Opportunities for future improvement should be focused on:

- ▶ More effective and frequent staff training;
- ▶ Improved collection quality, particularly in rural areas where collection replenishment is limited;
- ▶ Larger and better adapted library spaces; and
- ▶ Increased local board effectiveness in terms of fundraising and promotion of library services.

Note: Detailed results of the front-line staff survey are included in Appendix D.

### 4.3 Stakeholder roundtables

Stakeholders represented at the roundtables included the NLLA, professional librarians, the NLESD and local library boards. The roundtable discussions focused on identifying the strengths and weaknesses of the NLPL and opportunities to improve it. These topics are discussed more fully below.

#### Strengths

The strengths most often communicated by stakeholder representatives related to the social value of a public library in that it provides:

- ▶ A free community space (often the only such option in rural communities); and
- ▶ A free space for disadvantaged or vulnerable members of society, including low-income families, the unemployed, at-risk youth, and seniors, with access to programming, resources and information they may otherwise not be able to access.

Additional strengths related to service delivery and existing partnerships also cited by stakeholders included:

- ▶ The relationship with the NLESD whereby public libraries are housed in schools, i.e., lower operating costs and the support provided to school-based programs;
- ▶ The excellent and long-standing relationship with Canada Post, which enables a robust interlibrary loan service. This service is particularly relied on in rural communities where collection replenishment occurs at a much slower rate than in urban centres;
- ▶ A growing eLibrary service that provides a viable alternative service delivery (ASD) option to patrons who may not be able to access a brick-and-mortar site; and
- ▶ The dedication and passion of staff, many of whom make personal investments of time to plan programming and deliver books to patrons.

#### Weaknesses

Stakeholders identified weaknesses in four major areas: funding, staffing, service delivery and system structure.

## Funding

- ▶ Limited municipal contribution to public library funding. Some municipalities offer in-kind contributions and small monetary stipends; however, there is limited municipal contribution relative to that seen in many other Canadian jurisdictions;
- ▶ Key functions, e.g., staff training, are limited due to restricted travel budgets and inadequate technology and support to deliver remote training programming;
- ▶ 51% of public libraries still use manual processes to administer their collections;
- ▶ The *Public Tender Act*, as written, does not allow for the purchasing of collection materials at the lowest price; and
- ▶ The lack of an advertising budget impairs the ability to attract new patrons and to increase utilization of programs and services among existing patrons.

## Staffing

- ▶ There are not enough professional librarians in the system to support the delivery of quality programming and services;
- ▶ A professional librarian is not performing the role of provincial librarian;
- ▶ It is difficult to recruit qualified staff in rural areas due in part to shifting demographics and the limited number of working hours offered in certain locations;
- ▶ There are limited succession planning or knowledge transfer programs in place; and
- ▶ There are not enough dedicated staff positions to fulfill key administrative functions such as human resources and public relations/marketing.

## Service delivery

- ▶ The current web presence needs improvement – the website and catalogue are outdated and not user friendly;
- ▶ There are limited resources to manage social media tools that, if managed properly, could also be leveraged for promotional purposes;
- ▶ Limited operating hours at the majority of rural sites challenges both access and quality of programming;
- ▶ There is a wide variation of programming offerings across the NLPL due to a lack of standardization, insufficient staff qualifications and training and different levels of initiative and effort on the part of individual staff members;
- ▶ Some school-based libraries experience issues related to public access due to conflicts with the *Safe and Caring Schools Policy*;
- ▶ Varying levels of cooperation between library staff and school administration across school-based locations resulting in varying levels of activity; and



- ▶ Collection development is not always strategic or aligned with evolving user needs and expectations.

### **System structure**

- ▶ Many smaller public libraries have limited operating hours and relatively static collections. This negatively impacts the ability to provide quality programming and service; and
- ▶ The current board structure is inefficient and there is no training for local board members. This results in many local boards being less effective than they otherwise could be.

### **Opportunities for improvement**

The stakeholders communicated several considerations and opportunities for improvement, including:

- ▶ The need for increased Provincial Government commitment and support;
- ▶ Ownership and responsibility for the NLPL needs to be shared with local levels where there is the greatest knowledge and understanding of patrons' needs and how to meet those needs;
- ▶ Libraries need to reconsider the kind of space and technology they offer so they can better adapt to their function as community hubs;
- ▶ More outreach and services are required for at-risk communities and citizens, including isolated areas, seniors, the unemployed and youth;
- ▶ Collaboration opportunities with the College of the North Atlantic, which has underutilized infrastructure across the Province, could be explored;
- ▶ More extensive collaboration opportunities with the NLESD, both in terms of the co-location of additional sites and achieving joint objectives, could be explored;
- ▶ Establish "Friends of the Library" organizations to support fundraising and promotion at local levels;
- ▶ Enabling a greater use of volunteers would support more diverse program delivery and help local staff at the smaller public libraries;
- ▶ Program offerings need to evolve and some key programs (e.g., early literacy) should be offered more broadly; and
- ▶ Alternative service delivery models need to be considered to improve access for rural and remote communities.

## 5. Current state analysis

### 5.1 Funding of the public library system

We have examined the NLPL's current funding model to identify opportunities for improvement. As part of this examination, we compared the NLPL's funding model and funding levels to those of other Canadian jurisdictions.

Key findings include:

- ▶ The overall funding per capita of the NLPL is significantly below both the national average and the Provincial Comparator average;
- ▶ Funding has declined, in real dollar terms, over the past six years;
- ▶ The Provincial Government's funding, on a per capita basis, is the highest in the country; and
- ▶ Municipal funding<sup>1</sup> per capita is, by a considerable margin, the lowest in the country (excluding Prince Edward Island).

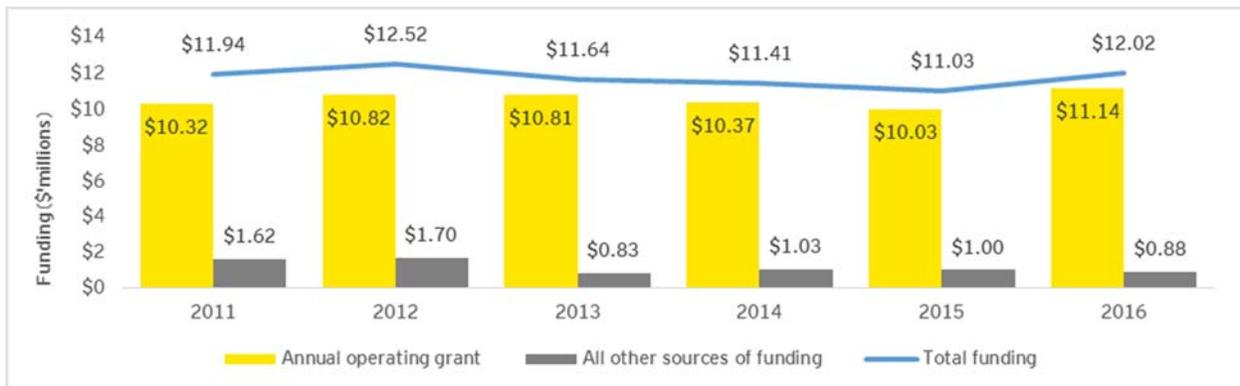
#### 5.1.1 Analysis

##### Funding model and sources of funding

The NLPL is primarily funded by the Provincial Government in the form of an annual operating grant to the Provincial Board.

- ▶ Over the period 2012-2016, the Provincial Government has contributed, on an average annual basis, 94% of total public library system funding.
- ▶ Annual funding has increased by only 1% since 2011 but real funding levels have declined after taking inflation<sup>2</sup> into account.

Figure 5.1: Funding of Newfoundland and Labrador's public library system (2011-2016)



<sup>1</sup> Comparison among Canadian provinces.

<sup>2</sup> CPI Canada inflation rate of 10.2% between 2010 and 2016.



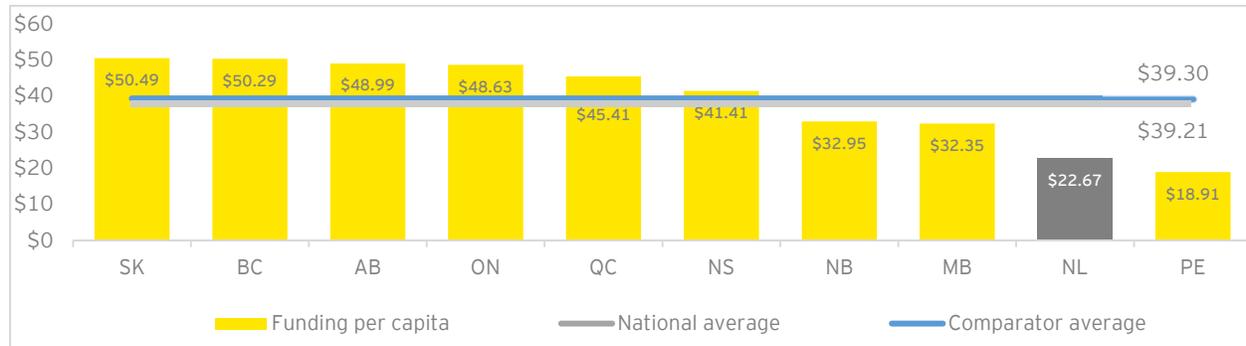
The “All other sources of funding” shown in Figure 5.1 includes<sup>3</sup>:

- ▶ Municipal government contributions in the form of direct funding or in-kind contributions, which generally are provision of facilities, maintenance and snow clearing;
- ▶ Service fees from boardroom rentals, photocopier and fax usage, sales of paper and used books;
- ▶ Donations; and
- ▶ Fundraising.

### 5.1.2 Funding level assessment<sup>4</sup>

Total funding per capita of the NLPL from all sources is very low compared to virtually all other provinces. Total funding per capita of the public library system is \$22.67. This is \$16.54 per capita (42%) below the national average of \$39.21 and \$16.63 per capita (42%) below the Provincial Comparator average of \$39.30.

**Figure 5.2: Total annual public library system funding per capita (all sources), provincial comparison**



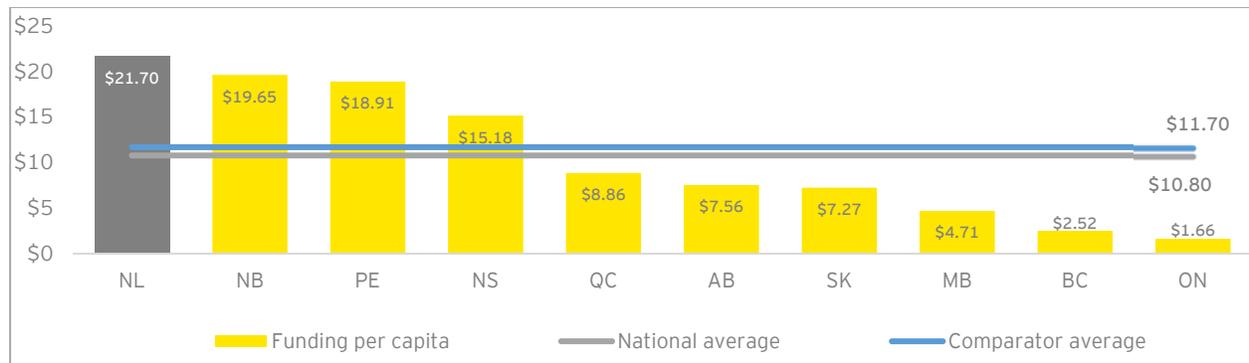
To provide perspective, in order for NLPL funding per capita levels to equal the national and Provincial Comparator averages, annual funding would require an increase of approximately \$8.83m.

<sup>3</sup> Provincial Board annual report.

<sup>4</sup> Provincial Board annual reports and Jurisdictional scan.

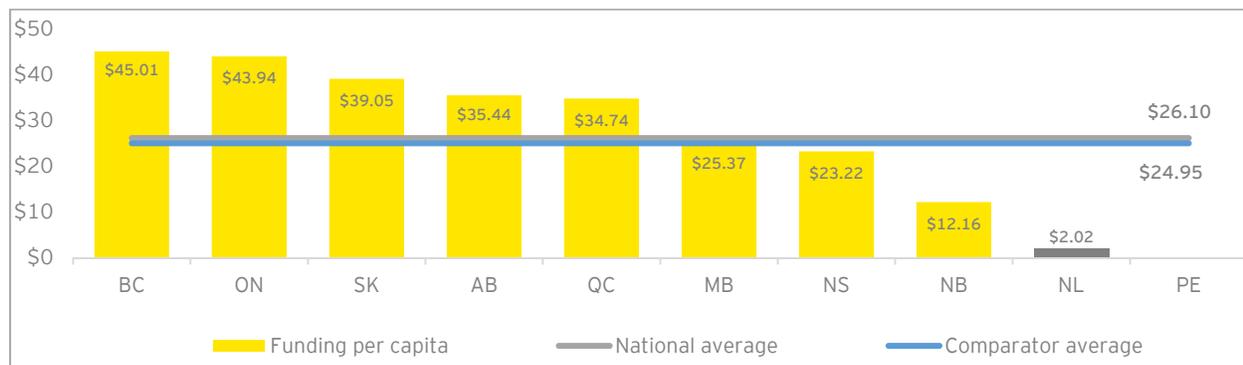
As shown in Figure 5.3 below, the Provincial Government provides almost all of the NLPL's funding through an annual operating grant to the Provincial Board of \$21.70 per capita. This is 95.7% of the NLPL's total funding and is more than twice the national average of \$10.80 per capita, representing a total difference of \$4.35m.

**Figure 5.3: Provincial Government contribution - funding per capita, provincial comparison**



As shown in Figure 5.4, the primary difference between the Province's total funding level and the national average is a lower level of funding at the municipal level. The municipal contribution per capita in the Province was \$2.02, while the national average was \$26.10. This is 92% below the national average, representing a total difference of \$12.40m.

**Figure 5.4: Municipal contribution - funding per capita, provincial comparison**



Municipalities across Canada contribute more than 80% of total system funding. For example, the Halifax Regional Municipality recently provided an average of \$17.7m in funding per year over a three-year period to its public library system. In 2015/2016, municipalities in this Province contributed \$70,700 in cash (less than 1% of total funding) and provided in-kind contributions of \$1m, which brings the total municipal contribution to 8.2%.

The Province's funding model, whereby substantially all funding is provided by a provincial government, is practically unique in Canada. Only Prince Edward Island has a similar funding model.



Alternative funding models in other Canadian jurisdictions include:

- a) *Division of responsibilities*. Municipalities are responsible for library buildings, overhead, supplies, programming and computer hardware. The provincial government is responsible for staffing, books and other material as well as the operation of the libraries' circulation and management systems (NB and PE).
- b) *Sharing ratio*. The split of funding is determined by a prescribed "sharing ratio" that can differ based on community type (NS).
- c) *Municipalities directly fund their local library*. Funding is primarily provided by municipalities. The provincial government "tops up" funding through a per capita based operating grant that is contingent on the local library achieving certain standards (BC, AB, SK, MB and ON).

Funding model establishment and evolution are directly related to the governance structures in place. These matters are explored more fully in this Report.

### Library leases

Currently, lease costs are incurred for 13 of the 94 public libraries and one regional office representing \$689,886 (5.8% of the total systems budget) in annual expenditure. Eight of those 13 are municipally owned properties with annual lease payments totalling \$253,956, e.g., the \$201,168 annual lease with the City of Corner Brook.

Any savings resulting from reductions in lease payments could be used for other purposes in the NLPL (e.g., expand hours of operation, invest in collections).

### 5.1.3 Recommendations

**Funding Recommendation A: The Provincial Government and the Provincial Board should invite Municipalities Newfoundland and Labrador and municipal governments to participate in the co-development of a shared funding model.**

Under the current funding model, the Provincial Government provides almost all of the NLPL's funding. In most other Canadian jurisdictions, the provincial and municipal governments have jointly established funding models in which they share the responsibility for funding.

A desired future-state funding model should be determined and a strategy put in place to achieve that model over time. Expectations on achieving increases in municipal funding need to be realistic. The immediate focus should be on larger municipalities. Smaller municipalities should continue to provide, and increase where possible, valuable in-kind contributions.

**Funding Recommendation B: The Provincial Board should explore opportunities to reduce or eliminate lease payments.**

Significant annual lease costs are incurred for 13 libraries with a significant portion thereof paid to municipal government landlords. The Provincial Board should seek to reduce or eliminate the payments or, where possible, transfer library operations to other provincially or municipally owned properties on a reduced or rent-free basis.

**Funding Recommendation C: The Provincial Board should establish a dedicated not-for-profit fundraising foundation to support the NLPL.**

Other jurisdictions have successfully established foundations that generate significant amounts of contributions to help fund public library systems. A foundation would be a mechanism to secure corporate and philanthropic financial support.

As initiatives to redeploy existing funding are implemented and increases in funding are achieved, the Provincial Board will be in a better position to focus on improving the NLPL's performance. Such changes will require a strategy and a multi-year implementation effort with funding and service delivery improvements being realized over that multi-year time frame.

## 5.2 The location of public libraries

The history of the development of the NLPL is one of determination and dedication that spans over eight decades. Challenges were faced at all stages, particularly with regard to serving small rural communities, most of which were spread out along the coastal areas of the Province. The challenge of serving remote rural areas of the Province remains today. In light of this challenge, we have performed an assessment of the current locations of the Province's public libraries to identify areas for improvement.

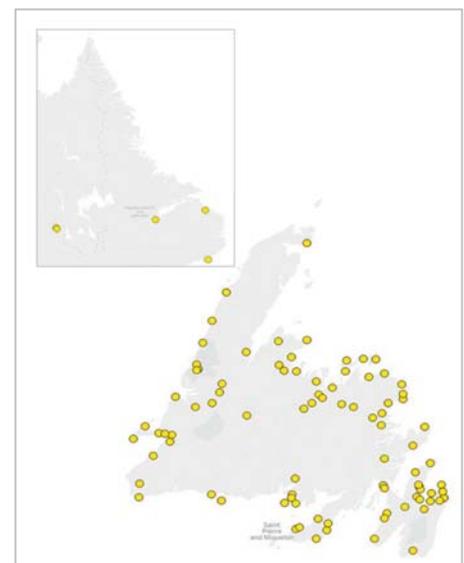
Key findings include:

- ▶ The current physical footprint (Physical Footprint) provides coverage to 92.4% of the Province's population located within a 30-minute driving distance of a library (84.7% based on a 15-minute driving distance).
- ▶ The Province has significantly more libraries per population than the national and Provincial Comparator group averages.
- ▶ Many libraries are very close to one another, offering many communities and citizens multiple public library options.
- ▶ Several communities with physical libraries have very small and declining populations, calling into question the sustainability of libraries in certain communities.

### 5.2.1 Analysis

The current NLPL portfolio consists of 94 libraries serving 84.7% and 92.4% of the population<sup>5</sup> based on a 15- and 30-minute driving distance<sup>6</sup>, respectively. The appropriateness of the Physical Footprint has been and is currently being debated by many

Figure 5.5: Physical Footprint - libraries in Newfoundland and Labrador



<sup>5</sup> Population served analysis is representative of 510,514 residents from the Statistics Canada 2011 Census; please refer to Appendix H for further details.

<sup>6</sup> Driving distance threshold modelling details and assumptions are included in Appendix G.



stakeholders. The Provincial Board and the Provincial Government have significant decisions to make regarding the Physical Footprint, the use of scarce resources and the locations of future investments in physical infrastructure.

We have presented a series of analyses below to assist the Provincial Board to identify opportunities to consolidate, expand, close or otherwise adjust the portfolio of physical libraries and make decisions regarding alternative service delivery methods in the Province. The analyses have been categorized as follows:

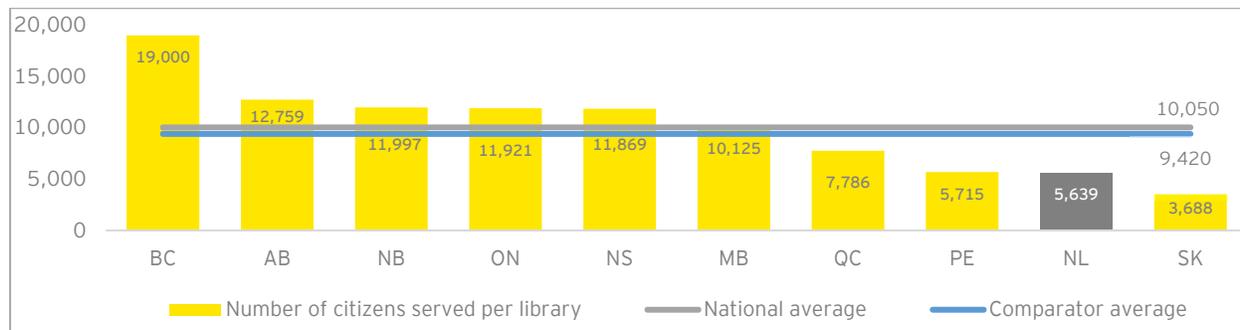
- A. Provincial benchmarking
- B. Service coverage (population served by existing libraries)
- C. Libraries serving small populations
- D. Libraries in close proximity to other libraries

The methodology used to assign population to libraries assigns population to the closest library when two or more options exist and, therefore, doesn't necessarily reflect patron preference.

A. Provincial benchmarking

The following analysis shows the number of citizens served per public library in each Canadian province.

**Figure 5.6: Number of citizens served per library**



With 94 public libraries serving an overall population<sup>7</sup> of 530,100 (2016 projection), the Province has one public library per every 5,639 residents. Compared to other Canadian provinces, the Province has more libraries per resident than all but Saskatchewan.

While the above analysis may seem to indicate that the Province may have too many libraries for its population, drawing conclusions solely at this level of analysis is not necessarily appropriate. Additional analysis has been provided below to enable identification of opportunities for consolidation, closure, expansion or other adjustments.

<sup>7</sup> Current population numbers are based on the Statistics Canada 2011 Census.

## B. Service coverage (population served by existing libraries)

For the purposes of demonstrating which citizens in the Province are currently served by the NLPL, a specific driving distance in minutes was used.

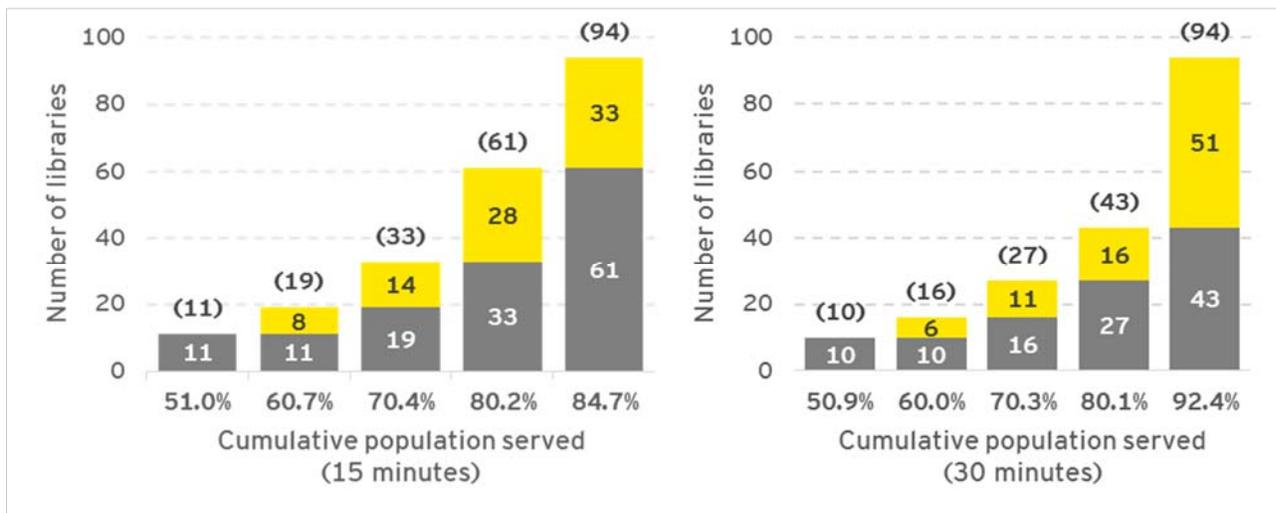
Under the current 94 locations in the NLPL:

- ▶ 84.7% of the Province's population is served based on a 15-minute driving distance.
- ▶ 92.4% of the Province's population is served based on a 30-minute driving distance.

Figure 5.7 illustrates the relative population coverage by the public libraries in the current NLPL:

- ▶ Based on a 15-minute driving distance, 80% of the Province's population is served by 61 of the 94 public libraries. The remaining 33 public libraries provide coverage for an additional 5% of the population.
- ▶ Based on a 30-minute driving distance, 80% of the Province's population is served by 43 of the 94 public libraries. The remaining 51 public libraries provide coverage for an additional 12% of the population.

Figure 5.7: Cumulative percentage of population coverage by number of public libraries



Appendix H further breaks down Figure 5.7 by showing specific libraries and their population coverage.

## C. Libraries serving small populations

The analysis above illustrates that there are a significant number of libraries serving small populations. There is no policy in place that sets the minimum population size that would warrant investment by the NLPL in a physical library structure.

There are other jurisdictions in Canada where location establishment service standards exist such as Nova Scotia and New Brunswick. In Nova Scotia, for a community to consider a new public branch library, it must have a minimum population base of 1,500 and be 5-15 km from the nearest public

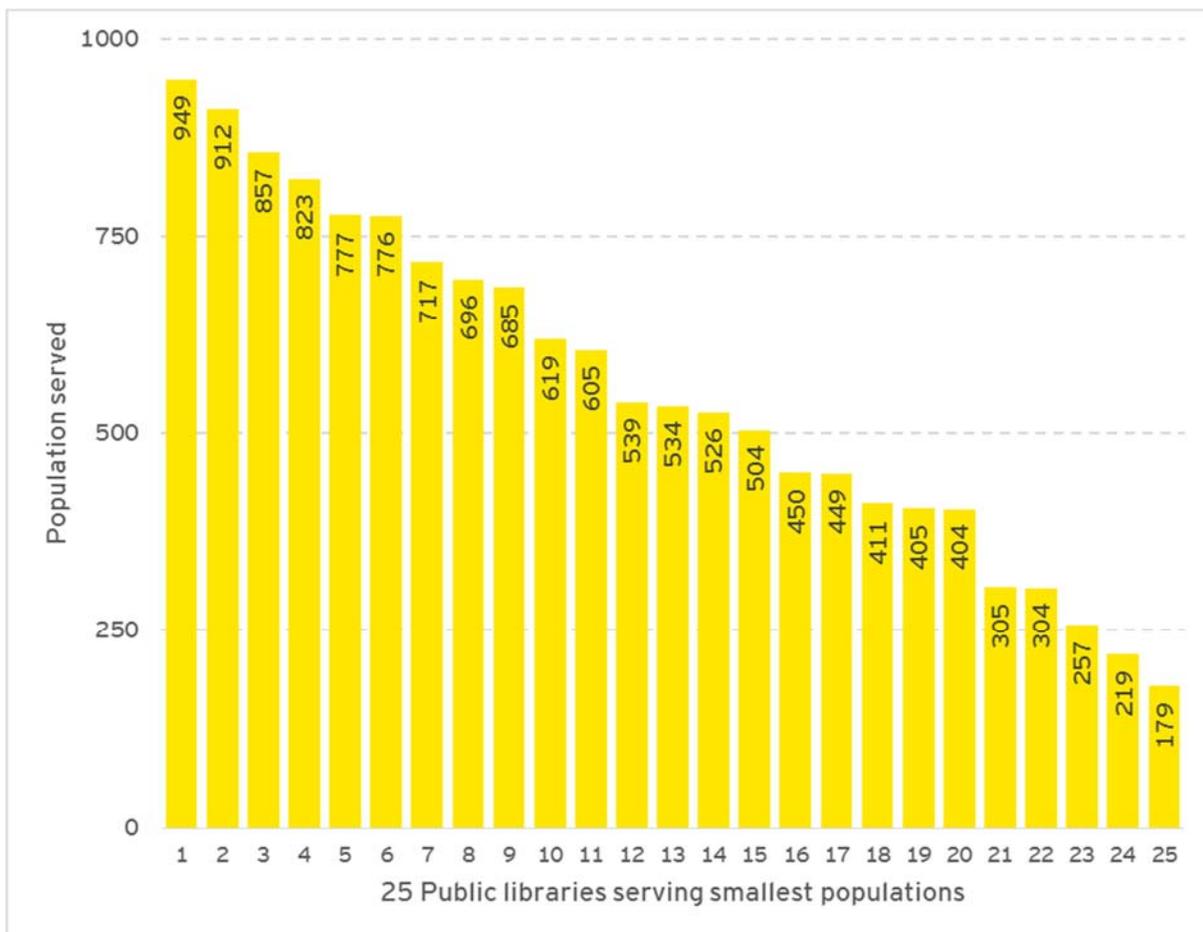


library. In New Brunswick, there are multiple brackets based on size of population, the lowest of which is a community with a population of 800 to 999 and at least 20 km from the nearest public library.

Based on the above, a value of 1,000 or less in population served and using a 15-minute driving distance were chosen to provide an illustrative view of the number of libraries serving areas of smaller populations in the Province. This information, combined with the other analyses and information provided in this Report, should help inform the Provincial Board's decision-making process with respect to consolidation, closure, expansion or other adjustments.

The illustrative analysis of libraries serving smaller populations in the Province is provided below.

**Figure 5.8: Public libraries serving populations less than 1,000**



There are important demographic trends and projections that the Provincial Board should consider in making decisions regarding consolidation, closure, expansion or other adjustments. Using 2011 Statistics Canada Census data as the baseline, we compared population changes for municipalities of varying population sizes for 2006, 2011 and projected population changes for 2016 and 2021. This analysis showed that an increase in population is projected in larger population centres, while communities with smaller populations (5,000 or less) are projected to decline, with the greatest rate of decline in communities having less than 2,000 people.

**Table 5.1: Population trends and projections by community population**

Population range	2006	2011	2016 Projected	2021 Projected
> 10,000	3%	11%	6%	4%
5,001 - 10,000	0%	6%	2%	1%
2,001 - 5,000	-6%	-7%	-3%	-10%
501 - 2,000	-5%	-6%	-3%	-8%
≤ 500	-6%	-13%	-6%	-14%

The trend of regionalization is likely to continue and will have significant impacts on the demographic landscape of the Province. This should be considered in decisions made with respect to the locations of libraries in the Province.

**D. Libraries in close proximity to other libraries**

A proximity analysis was performed to identify libraries that are too close to each other. Figure 5.9 shows several examples:

- ▶ There are eight libraries that are within a 15-minute driving distance to one or more other libraries.
- ▶ There are 33 libraries that are within a 30-minute driving distance to one or more other libraries.

**Figure 5.9: Number of public libraries within specified proximity of one another**



We have not performed this analysis for the Province's highest density population area where there are six libraries in close proximity (i.e., St. John's, Conception Bay South, Mount Pearl, Pouch Cove, Holyrood and Torbay). The high population density of this area would distort the results of the analysis. These libraries, however, should not be excluded from the Provincial Board's assessment of the optimal number and location of libraries.



Appendix I contains the adjusted list of public library locations and the number of other libraries situated within 15 and 30 minutes from each location.

Additional analysis was performed to identify instances where communities have proximity to multiple public libraries based on 15- and 30-minute driving distances.

- ▶ There are 47 communities within a 15-minute driving distance to two or more libraries.
- ▶ There are 196 communities within a 30-minute driving distance to two or more libraries.

The Provincial Board can use the foregoing analyses to help it identify opportunities for consolidation, closure, expansion or other adjustments.

## 5.2.2 Recommendations

**Location Recommendation A: The Provincial Board should optimize the use of its limited funding by reassessing and adjusting the number and locations of public libraries in the Province.**

The Provincial Board must deploy its limited funding in an optimal manner. The Provincial Board should establish library location parameters and explore opportunities to consolidate or close libraries not meeting those parameters. Any savings realized should be reinvested in a manner that best improves access and service across the Province.

To achieve this, the Provincial Board should:

- A. Identify a desired “minimum population served” threshold for a public library site as a basis for further analysis.
- B. Identify a proximity threshold and use it as a basis to identify libraries that are in close proximity to one another. This will help identify opportunities for consolidation, closure and reinvestment or pooling of resources (e.g., people, materials and hours) and increase access and services for multiple communities in the catchment area.
- C. Identify and assess libraries that have low usage/utilization. The Provincial Board should identify sites with low utilization statistics and where possible determine cause (e.g., limited community demand, low or inconvenient operating hours).

In all cases of consolidation or closure, the Provincial Board should assess potential impacts on access and consider whether alternative service delivery mechanisms, including partnership arrangements, could be established to help mitigate any negative impacts.

## 5.3 Governance of the public library system

We have examined the current governance model of the NLPL and compared it to those of other Canadian jurisdictions to identify opportunities for improvement.

Key findings include:

- ▶ The current governance structure is unduly complex, which may impact board effectiveness and require unnecessary administrative efforts.
  - a. *Local boards*: There are 91 local boards, comprising over 700 board members;
  - b. *Regional boards*: There are four regional boards including one for the St. John's region. Regional boards have up to 33 board members each; and
  - c. *Provincial Board*: There is one Provincial Board comprising of 14 board members.
- ▶ Only the Provincial Board has a formal role in governance. Regional and local boards act in an advisory capacity.
- ▶ The Provincial Board does not have a dedicated position of head professional librarian.

### 5.3.1 Analysis

#### The Provincial Board

Public library services in the Province are governed and operated by the Provincial Information and Library Resources Board (Provincial Board), a Crown Corporation established by the Provincial Government through the *Public Libraries Act* (the Act). Functions of the Provincial Board are defined in section 6 of the Act and include:

- ▶ Manage and operate libraries;
- ▶ Establish and close libraries;
- ▶ Provide a resource collection available to the various libraries in the Province;
- ▶ Manage a centralized cataloguing and processing service;
- ▶ Provide centralized administrative services; and
- ▶ Distribute funding to libraries.

Fourteen members sit on the Provincial Board. Six voting members are appointed by the Lieutenant Governor in Council and a total of eight are appointed by the four regional boards. Regional representatives include four voting members and four non-voting "observers". Members of the Provincial Board are appointed for a three-year term and are eligible for unlimited number of reappointments.

Board members serve in a volunteer capacity, without compensation, but are reimbursed for travel and other out-of-pocket expenses incurred while attending board meetings or in the discharge of duties assigned by the Provincial Board.



The Provincial Board employs 197 staff, including an Executive Director. The Provincial Board does not have a dedicated head professional librarian position.

### Regional and local library boards

Aside from the Provincial Board, there are currently 95 boards, including 4 regional and 91 local. An overview of board structure and membership is provided below.

**Table 5.2: Board structures, members and meeting requirements**

	Provincial Board	Regional boards	Local library boards
Number	1	4	91
Members per board	14	29-33	Up to 9
Total members	14	Up to 94	Up to 828
Appointed by	Lieutenant Governor and regional boards	Local library boards	Provincial Board
Annual board meetings <sup>8</sup>	4	2	4

Regional and local boards do not play a role in governing the NLPL and have no formal decision-making authority. These boards act in an advisory capacity only, providing input to the Provincial Board; however, they require formal appointment processes and considerable organizational and administrative efforts. Despite not having a formal role in governance, the 700+ volunteers who sit on regional and local boards play a valuable role in fundraising, volunteer support and maintenance.

<sup>8</sup> *Public Libraries Act*, section 34 states that each regional board shall meet at least twice a year and other boards shall meet at least four times a year.

## Canadian jurisdictional comparison

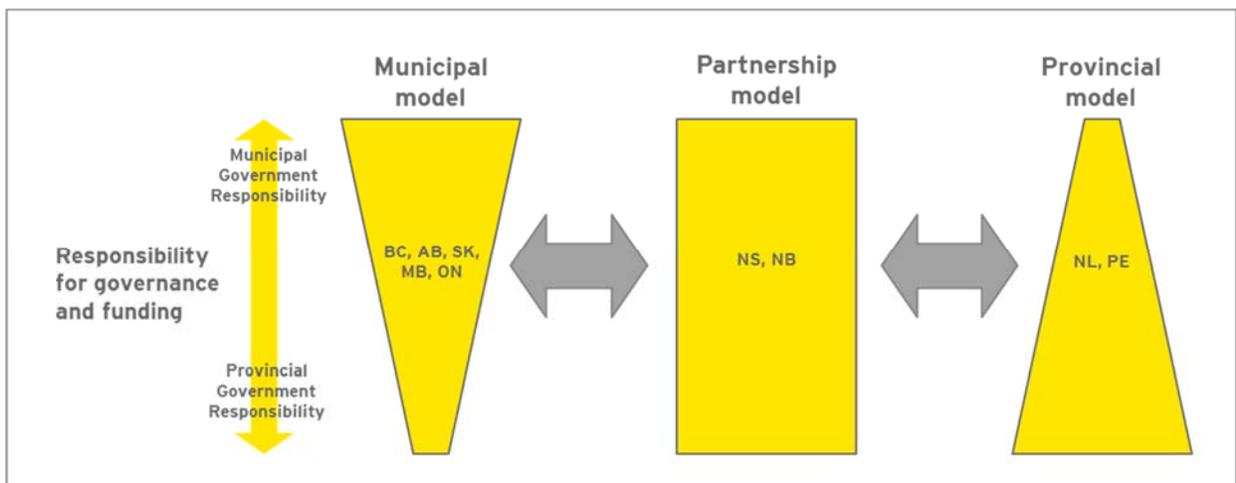
Generally speaking, governance models in Canada have varying levels of governance and funding accountability, from primarily municipal to primarily provincial. In between, there is the partnership model, with shared responsibility and accountability between the province and the municipalities. The Province's governance system is primarily provincially driven (top-down) and is unlike the other Canadian provinces except Prince Edward Island.

A description of the different governance models follows:

- ▶ **Municipal** – Governing bodies are typically local library boards. Funding comes from municipal levels. Boards have active interaction and representation from municipal council/community leaders.
- ▶ **Partnership** – Shared responsibility for governance between provincial and municipal levels. This shared governance structure can also have regional boards with governance responsibilities. Funding responsibility is shared between provincial and municipal levels. Boards have active interaction and representation from municipal councils, community leaders and provincial government.
- ▶ **Provincial** – Top-down governance comes from the provincial government (or Provincial Board) level. There is limited regional or local engagement in governance functions. Funding comes predominantly from the provincial government with limited funding from municipalities.

There are many nuances within each provincial jurisdiction; however, each jurisdiction can generally be categorized as shown below. The relative levels of funding by provincial and municipal governments have a direct correlation with the governance models.

Figure 5.10: Spectrum of governance models observed in Canada



Newfoundland and Labrador sits at one end of the spectrum as a “Provincial model”. All responsibilities for governance and operations rest with the Provincial Board, with limited formal involvement from regional and municipal/local levels.

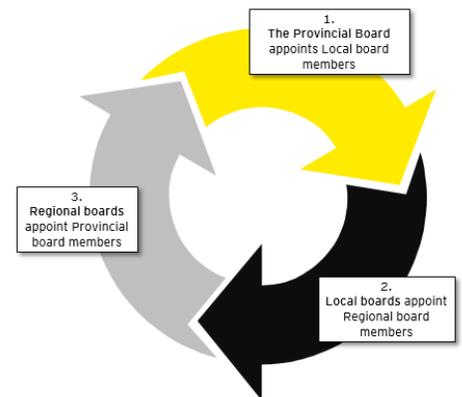


## The *Public Libraries Act* (1990, Chapter P-40)

The Act was revised in 1996. While a thorough review of the Act is outside the scope of this Report, it was reviewed to gain an understanding of the purpose, composition, function and delineation of accountability across the provincial, regional and local boards described in this section. This task proved challenging, as the Act is difficult to interpret and vague in describing the purpose and function of the different boards and does not reflect the current library system.

Several additional observations were noted:

- ▶ A circular appointment process is in place between the provincial, regional and local boards (illustrated opposite); and
- ▶ There are no limits on how many times a person can be reappointed to the Provincial Board.



### 5.3.2 Recommendations

**Governance Recommendation A: The Provincial Government and the Provincial Board should create a new multi-year strategy that outlines key objectives, initiatives, outcomes and service delivery standards.**

The multi-year strategy should reflect and incorporate this Report's recommendations. It will be a tool to engage and align key stakeholders and direct effort and resources.

**Governance Recommendation B: The Provincial Board should eliminate unnecessary governance processes for local boards.**

The 91 local library boards have no formal role in the governance of the NLPL, yet the Provincial Board spends a considerable amount of administrative time and effort on local board governance processes. The Provincial Board should redirect its time and effort to activities that better enable the NLPL to achieve its objectives. Local boards should continue to support the library system through fundraising efforts, sourcing in-kind contributions and as conduits of relevant local information to formal governing bodies.

**Governance Recommendation C: The Provincial Government should adopt a regional governance and service delivery model in which regional boards have a formal role in governance.**

The adoption of this model will be a multi-year transitional effort involving the Provincial Board, regional boards and other partners. It will require careful pacing to ensure that each regional board has sufficient resourcing, knowledge, skills and capacity to fulfill its duties.

A strengthened regional governance and service delivery model will provide the following benefits:

- ▶ There will be increased opportunity and incentive for municipal and community leaders to participate in governance through representation on regional boards;

- ▶ Service delivery decisions and priorities will recognize and reflect regional and local community needs;
- ▶ Regional service managers and dedicated professional librarians could be based in each region; and
- ▶ There will be a platform for provincial, municipal and community partners to collaborate and build strategies to increase funding levels.

The future-state model should see regional boards responsible for setting strategies and priorities for service delivery in their respective regions, preparing budgets, allocating funds, and assessing and recommending library openings and closures.

The Provincial Board should retain certain responsibilities to support the development of a coordinated, efficient and effective province-wide library system. These include:

- ▶ Setting provincial strategies and policy;
- ▶ Allocating Provincial Government funding;
- ▶ Setting provincial standards and monitoring performance;
- ▶ Performing certain administrative, financial and IT functions; and
- ▶ Performing certain operational functions including elements of cataloguing that are best managed centrally and interlibrary loans.

**Governance Recommendation D: The Provincial Board should establish a full-time head librarian position.**

A full-time head librarian position, staffed by a professional librarian, would contribute leadership in the overall development and delivery of the NLPL's vision and multi-year strategy. The head librarian would be responsible for the regular training and development of library staff and other professional librarians and provide focus and expertise in program development and delivery.

**Governance Recommendation E: The Provincial Government should amend the *Public Libraries Act*.**

The Act should be amended to reflect any changes that might be necessary as a result of this Report or otherwise.

## 5.4 Service delivery and standards

Elements of service delivery provided by public libraries, including hours of operation, collections, staffing, facilities and technology, can be measured against standards or benchmarks. Several Canadian jurisdictions use standards to support system planning, evaluation and reporting.

Global or national library associations or bodies have become reluctant to offer prescriptive system-wide standards, recognizing that broad application of global standards is flawed in that it does not recognize unique local circumstances and needs.



Provincial standards (NLPL Standards), standards documented in other Canadian jurisdictions, and comparisons between jurisdictions have been used to describe current system performance in this Report.

The NLPL Standards were last revised and published in 1980 based on the work of a joint committee of professional librarians and members of the Provincial Board. The NLPL Standards focused on five key areas of service delivery: Cooperation and utilization of other library services; Materials; Personnel; Services; and Facilities. The NLPL Standards were meant to improve service delivery and were aimed at libraries serving 1,000 people or more. Currently, the NLPL has 25 public libraries serving 1,000 people or less based on a 15-minute driving threshold.

The NLPL Standards have not been used for operational or reporting purposes since the 1990s. In addition, outcome-based measures are not utilized by the Provincial Board. For the purposes of this Report, the NLPL Standards have been used in certain analyses for indicative measurement. The analyses can also serve as inputs to the Provincial Board if it chooses to establish new standards.

#### 5.4.1 Operating hours

The number and timing of operating hours is a key measure of access in public library service delivery. A well-designed operating schedule can significantly influence the demand and usage of library services and the outcomes achieved.

Key findings include:

- ▶ On average, the Province's public libraries operate at 24% less hours annually as compared to other Canadian jurisdictions and 23% less hours annually as compared to the Provincial Comparators;
- ▶ Of the public libraries to which the NLPL Standards are applicable, 39% do not meet the NLPL Standards for operating hours;
- ▶ Offered operating hours (daytime, evenings and weekends) differ among similar public libraries;
- ▶ The amount of operating hours differs among similar public libraries;
- ▶ Operating hours in some school-based public libraries are restricted due to the *Safe and Caring Schools Policy*;
- ▶ Feedback from public consultation sessions and stakeholder roundtables primarily focused on the need for more convenient operating hours, noting limited access for mornings and weekends; and
- ▶ The public and front-line staff surveys indicated general satisfaction with hours of operation.

## Analysis

The amount and timing of operating hours offered by different public libraries varies significantly across the NLPL.

**Table 5.3: Weekly hours of operation**

Weekly operating hours	Number of libraries		% of libraries	
	Winter	Summer	Winter	Summer
10 - 12	5	5	5.3%	5.3%
13 - 15	28	28	29.8%	29.8%
16 - 20	26	27	27.7%	28.7%
21 - 25	10	9	10.6%	9.6%
26 - 30	9	9	9.6%	9.6%
31 - 35	6	8	6.4%	8.5%
36 - 40	2	1	2.1%	1.1%
41 - 45	2	4	2.1%	4.3%
46 - 52	6	3	6.4%	3.2%
<b>Total</b>	<b>94</b>	<b>94</b>	<b>100%</b>	<b>100%</b>

Specific differences include:

- ▶ Currently, none of the public libraries are open on Sundays and 35 (37%) have operating hours on Saturdays;
- ▶ Public libraries serving larger populations offer more than 40 operating hours per week, including daytime, evening and weekend hours. For example, the A.C. Hunter library in St. John's operates 52 hours per week during winter and 48.5 hours per week during summer. Libraries in Mount Pearl, Stephenville, Gander, Grand Falls-Windsor and Corner Brook offer between 37.5 and 51 hours per week; and
- ▶ By contrast, many public libraries (58 in winter, 59 in summer) serving smaller communities are open 20 or less hours per week.

Currently, 31 of 94 public libraries are co-located with public schools. For these locations:

- ▶ 17 locations offer public operating hours of 20 or less per week;
- ▶ The most offered by any co-located public library is 26 hours per week;
- ▶ 16 locations do not offer morning access; and
- ▶ 22 locations are open 3-4 days a week with only 4 offering weekend hours.

The schedule of operating hours for public libraries co-located with public schools varies significantly. Constraints are caused by the requirement that schools have to comply with the *Safe and Caring*



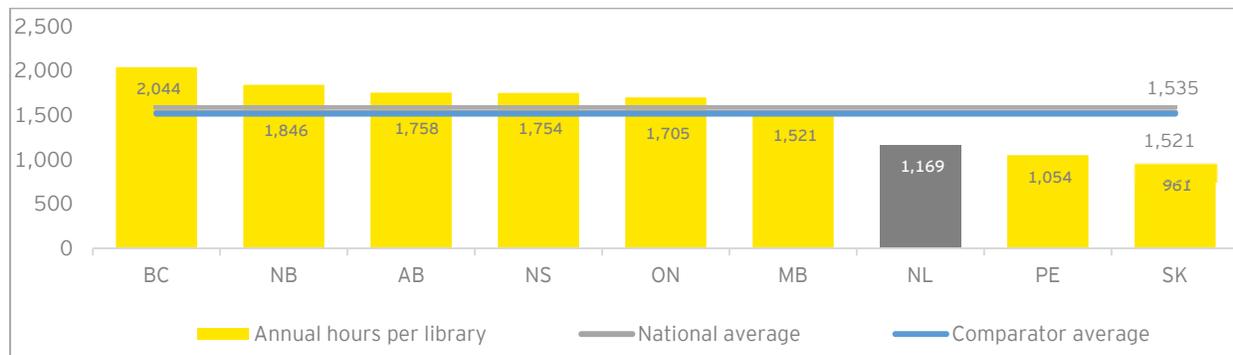
*Schools Policy*, which restricts public access to school premises during school hours. A number of library-based schools do not have separate entrances or washroom facilities, which limits their ability to offer library services to the general public during the school day.

### Jurisdictional comparison

In comparing the NLPL to other Canadian jurisdictions, there is a notable variance in average annual library operating hours per library:

- ▶ On an annual basis, the average annual hours (1,169) offered by public libraries in the Province is 24% less than the national average (1,535) and 23% less than the Provincial Comparator average (1,521 hours).

**Figure 5.11: Total average annual library hours of operation per library, provincial comparison**



Source: Jurisdictional scan; only provinces that provided information are shown.

## Comparison to the NLPL Standards

Actual operating hours offered by many of the public libraries in the Province do not meet the NLPL Standards (Table 5.4).

- ▶ The NLPL Standards do not include an hours of operation standard for public libraries serving communities of 1,000 people or less. The NLPL Standards are therefore applicable to 74 of the 94 public libraries in the Province.
- ▶ In 2015/2016, 39% of applicable public libraries did not meet the NLPL Standards for minimum hours of operation.

**Table 5.4: Standard minimum hours by population band as defined by the NLPL Standards**

Population bands	Minimum hours of operation (standard)	Total libraries within defined population bands	Actual operating hours		Libraries that meet the standard		Libraries that do not meet the standard	
			Range offered	Avg.				
< 1,000	No standard	20	10-25	15.4	N/A	N/A	N/A	N/A
1,000 - 1,999	15.0	23	13-30.5	18.6	22	96%	1	4%
2,000 - 2,999	18.0	16	12-26	17.4	7	44%	9	66%
3,000 - 3,999	21.0	10	12-33	21.8	6	60%	4	40%
4,000 - 4,999	25.0	4	20-28	24.3	2	50%	2	50%
5,000 - 5,999	30.0	6	15-42	25.6	2	33%	4	67%
≥ 6,000	40.0	15	20-51	37.8	6	40%	9	60%
<b>Total</b>					<b>45</b>	<b>61%</b>	<b>29</b>	<b>39%</b>

Sources: *Standards for Public Libraries in Newfoundland*, Newfoundland Public Libraries Board, 1980; *Local Library Open Hours by Site, Summer and Winter (2012-2016)*, Provincial Board statistics.



## Public consultations

Different viewpoints were expressed in relation to operating hours through the stakeholder consultation process. In summary:

- ▶ Public and front-line staff surveys - operating hours were not identified as a strong concern. Among library users, 92% were somewhat satisfied with library hours and only 19% indicated that increased hours would encourage them to visit or use programs and services more often. Staff had a similar view on hours; 85% of staff surveyed were somewhat satisfied with library hours.
- ▶ Public consultation sessions and stakeholder roundtables - access to public libraries and hours of operation were key themes. The main focus was the need for more operating hours to access the library and its services and programs, as well as more varied hours including evenings and weekends to allow for flexibility around work schedules and other activities. This was emphasized for public libraries that are located within public schools.

## Recommendations

### **Service Delivery Recommendation A: The Provincial Board should establish service delivery standards – hours of operation.**

The Provincial Board's multi-year strategy should include service delivery standards developed in consultation with the regional boards. Standards should be established for operating hours. Consideration should also be given to minimum days of operation, time of day, and weekend hours. Standards will serve as targets against which to measure ongoing progress and performance.

## 5.4.2 Collections

Access to library collections, including books, CDs/DVDs and periodicals, is a core public library service, providing citizens with timely and economical access to information and supporting the achievement of literacy outcomes.

Key findings include:

- ▶ There are no standards in place to guide the level of annual investment in collections;
- ▶ Investment in collections is low relative to that seen in other Canadian jurisdictions. Current holdings are below national and Provincial Comparator averages. Annual investment is the lowest of all Canadian provinces and declining;
- ▶ The NLPL offers 2.28 materials per capita compared to the national average of 2.74 and the Provincial Comparator average of 2.60;
- ▶ Annual expenditure on collections per capita of \$1.66 in 2016 is the lowest in Canada, 62% lower than the national average (\$4.31 per capita) and 61% lower than the Provincial Comparator average (\$4.20 per capita);
- ▶ Over the span of the last five years, total spending on library collection development has declined by 22.2%;

- ▶ The NLPL Standards for collection size show that 69% of public libraries satisfy book collection size standards, 59% meet audiovisual materials collection size standards, and 11% achieve periodical collection size standards; and
- ▶ Public consultation participants stated that the collections are dated, limited and the rate of replenishment is low in rural libraries, resulting in lower variety and quality. As a result, additional reliance is placed on the interlibrary loan service. The utilization rate of interlibrary loans in rural areas (libraries serving populations less than 5,000) is 26% greater than the provincial rate (0.24 items per capita in rural libraries vs. 0.19 items per capita across the Province).

## Analysis

Newfoundland and Labrador public libraries hold materials in a variety of formats, including<sup>9</sup>:

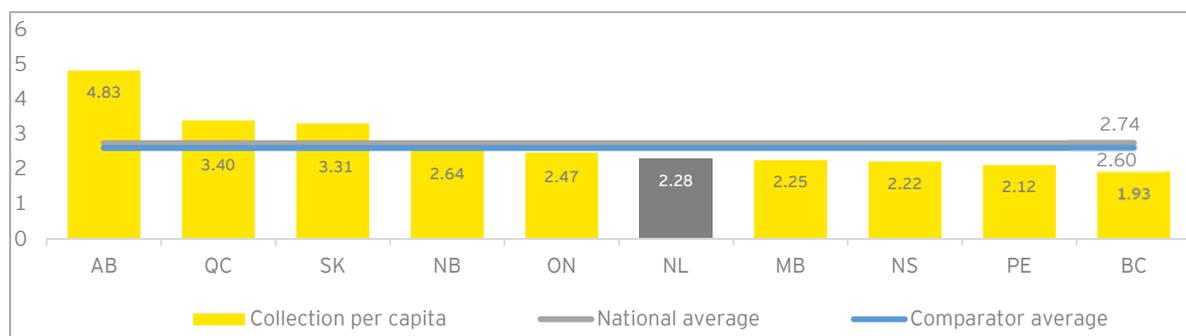
- ▶ Books: adult/juvenile fiction, adult/juvenile non-fiction, reference books, juvenile reference books, picture books, paperbacks;
- ▶ Audiovisual: CDs/cassettes, DVDs/video; and
- ▶ Magazines/subscriptions.

Supplementing collections distribution is the books by mail and interlibrary loan service. Books by mail is a library service offered to communities where there is no public library within 24 km (15 miles) of where a person lives in the Province, and the service is offered throughout the Province. Access to the NLPL’s collections is available through interlibrary loans, which are provided by all public libraries in the Province.

## Jurisdictional comparison

The NLPL’s current collection size was compared to other Canadian jurisdictions. At 2.28 materials per capita, the NLPL collection size is 17% lower than the national average of 2.74 and 12% lower than the Provincial Comparator average of 2.60.

Figure 5.12: Average materials per capita by jurisdiction



Source: Jurisdictional scan.

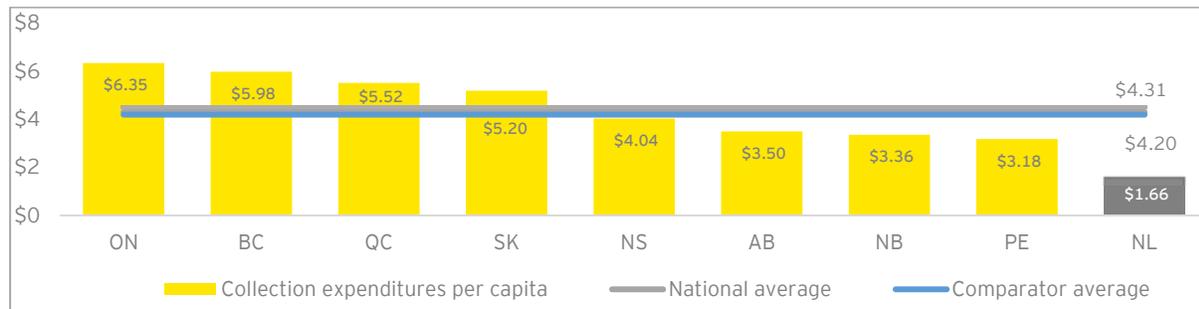
<sup>9</sup> Provincial Board statistics, 2016.



The Province's current collection size was compared to other Canadian jurisdictions:

- ▶ Currently, expenditure on collections in Newfoundland and Labrador is the lowest among all Canadian provinces; and
- ▶ At \$1.66 per capita, it is 62% lower than the national average (\$4.31 per capita) and 61% lower than the Provincial Comparator average (\$4.20 per capita).

**Figure 5.13: Average collection expenditures per capita by jurisdiction**

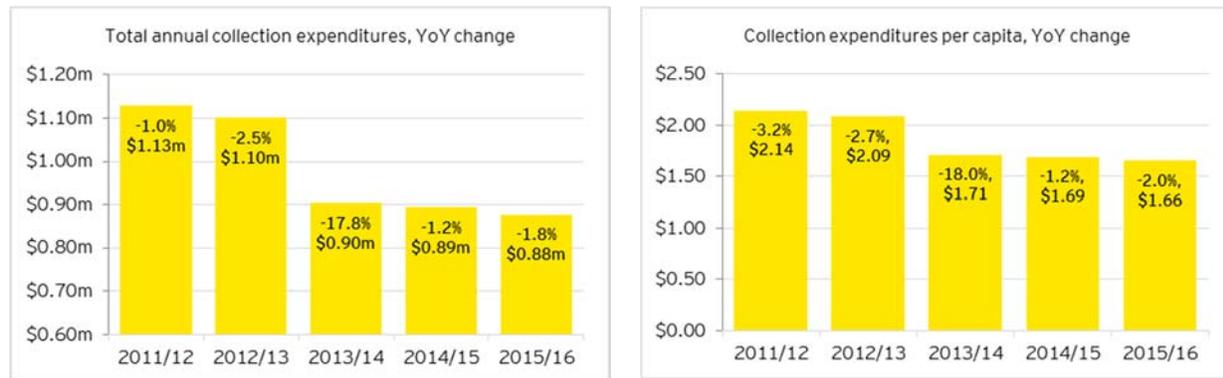


Source: Jurisdictional scan; only provinces that provided information are shown.

Expenditure on collections is declining from an already low base:

- ▶ Total expenditure on collections has decreased by 22.2% over the span of five years; and
- ▶ Collection spending per capita has declined by 22.8% in the same period.

**Figure 5.14: Total annual and per capita collection expenditures, year-over-year change**



An investment in collections of \$4.2m would be required for the Province to reach the national average, and \$2.9m would be required to reach the Provincial Comparator average.

**Table 5.5: Collections investment required in order to reach national and Provincial Comparator averages**

Investment required to...	NL difference from comparator	Population*	Average cost of 1 item**	Required investment
Reach the <u>national average</u> collection per capita	0.46	530,100	\$17.11	\$4.2m
Reach the <u>Provincial Comparator average</u> collection per capita	0.32	530,100	\$17.11	\$2.9m

\* Population estimates are sourced from <http://www.statcan.gc.ca/tables-tableaux/sum-som/I01/cst01/demo02a-eng.htm>

\*\*Calculated based on 32,513 items at a total cost of \$556,210 (Provincial Board Annual Report 2015/2016)

A significant increase in annual collections expenditures would be required to bring the Province (\$1.66 per capita) in line with the per capita national (\$4.31) and Provincial Comparator (\$4.20) averages. An annual increase of \$1.4m would be required to meet the national average and \$1.35m to meet the Provincial Comparator average.

**Table 5.6: Annual collections investment required to meet national level**

Increase in annual collection expenditures required to...	NL difference from comparator	Population*	Required increase in annual collection expenditure
Reach the national average per capita	\$2.65	530,100	\$1.4m

\*Population estimates are sourced from <http://www.statcan.gc.ca/tables-tableaux/sum-som/I01/cst01/demo02a-eng.htm>

The above is illustrative of increases in investment in collection materials only. It does not take into account the additional space, processing, and staff costs that might be incurred to store and manage the increased collections. Significant planning would be required to effectively accommodate such significant increases in investment over a period of time.

### Comparison to the NLPL Standards

The NLPL Standards for public libraries include a standard for minimum collection (Table 5.7).



**Table 5.7: Minimum collection per capita standard**

Population	Book stock	Phonodiscs/tapes	Periodical titles
< 1,000	No standard	No standard	No standard
1,000 - 1,999	3,000	100	30
2,000 - 2,999	6,000	200	35
3,000 - 3,999	7,000	300	40
4,000 - 4,999	8,000	400	45
5,000 - 9,999	10,000	1/10 population	50
10,000	20,000	1/10 population	50
> 10,000	2 per capita	1/10 population	50

Not all public libraries satisfy the NLPL Standards for each of the four collection size categories.

**Table 5.8: Adherence to collection standards**

Population	Total number of libraries within the category	Share of libraries that satisfy the books standard	Share of libraries that satisfy the phonodiscs/tapes standard	Share of libraries that satisfy the periodicals standard
< 1,000	20	No standard	No standard	No standard
1,000 - 1,999	23	96%	65%	4%
2,000 - 2,999	16	56%	25%	0%
3,000 - 3,999	10	70%	70%	10%
4,000 - 4,999	4	100%	75%	0%
5,000 - 9,999	10	80%	70%	10%
≥ 10,000	11*	9%**	73%	45%
<b>Total</b>	<b>94</b>	<b>69%</b>	<b>59%</b>	<b>11%</b>

\*St. John's Libraries (A.C. Hunter, Marjorie Mews and Michael Donovan) were evaluated as a cluster serving a population of 106,172 (Census, 2011).

\*\*The book collection of St. John's libraries cluster (207,919 items) is close to the standard of 2 items per capita (212,344 items), but is indicated as formally not satisfying the standard. The book collection size is more than 90% of the standard for public libraries in Corner Brook, Bay Roberts and Grand Falls-Windsor.

Several Canadian jurisdictions have standards or guidelines in place that determine the minimum and/or recommended size of the collection depending on the population served. The largest component of collection and the most common standard cited is in relation to books. The NLPL Standards offer a range of 2-3 items per capita, compared to Quebec's 2-3 items per capita (with higher values for good and excellent), Nova Scotia's 2.5 items per capita (3 excellent) and New Brunswick's 3-7 items per capita. Based on these comparisons, the NLPL Standards are relatively

consistent with these other jurisdictions. The summary of the collection size standards is presented in Appendix E.2.

The NLPL Standards do not provide guidance on the share of the annual Provincial Government budget that should be spent on library collections. In several jurisdictions (e.g., NS, NB, MB), such standards are provided.

### **Stakeholder consultations**

Views were expressed throughout stakeholder consultations indicating that improvements are required in the following areas:

- ▶ Both the public and front-line staff survey results identified collections as an area requiring improvement;
- ▶ Public survey results identified books and collections as the area of library service they were least satisfied with;
- ▶ Front-line staff survey results showed that less than half of library staff felt that the current library collection meets patrons' needs; and
- ▶ With regard to rural libraries, public consultation session participants stated that collections are dated, limited and the rate of replenishment is low, resulting in lower variety and quality. As a result, additional reliance is placed on the interlibrary loan service.

### **Recommendations**

#### **Service Delivery Recommendation B: The Provincial Board should establish service delivery standards – collections.**

The Provincial Board's multi-year strategy should include service delivery standards developed in consultation with the regional boards. Standards by collection category should be established for both collection size and annual investment. Standards will serve as targets against which to measure ongoing progress and performance.

### **5.4.3 Programs**

Quality programming is a key factor in attracting patrons to public libraries and provides opportunity for people of all ages and backgrounds to participate and grow in a public library setting. Programming contributes toward the achievement of literacy and education objectives and outcomes.

Programs are typically designed by professional librarians and delivered by front-line staff. Some programs are delivered by volunteer representatives of various organizations.

A detailed assessment of all programming is outside the scope of this Review. However, broader observations and findings have been developed from the input received from the public consultation process and from targeted analysis conducted thereafter.



Key findings include:

- ▶ Although a few children's programs are widely offered, program offerings are generally not standardized across the system;
- ▶ Programs are generally offered and available to all age groups in public libraries and are free of charge;
- ▶ Program usage varies by age group and patrons are largely satisfied with the current program offerings;
- ▶ Gaps exist in terms of teen/youth programming;
- ▶ "Specialized programs/events" such as author visits, readings and seasonal events are offered in some public libraries;
- ▶ Public awareness of program offerings varies across the system;
- ▶ Existing programs vary in quality and offerings are largely dependent on the level of motivation of individual front-line staff, rather than patron requirements; and
- ▶ Training and funding levels are not sufficient to support program development and delivery.

## Analysis

Across the NLPL, various programs are offered for preschoolers, children, teens/youth and adults. The type, design, delivery and amount of programming offered at each library vary significantly.

Use of and satisfaction with library programming was indicated by the respondents to the public survey:

- ▶ **Preschool/children's programming:** 40% of survey respondents indicated having used children's programs (including story time) in the last year, with these programs having the highest satisfaction rating (90%). All modes of public input consistently stated that children's programming is "essential". Losing access to these programs was a point of significant concern due to their ability to promote a love for reading and increase literacy levels from an early age.
- ▶ **Youth programming:** Only 13% of survey respondents indicated that they had used a youth-focused program in the last year, yet these programs had the highest satisfaction levels (85%). From the consultations and written submissions, it is understood that this demographic is most difficult to attract into the library. Some libraries offer tutoring or Homework Haven, which provides specialized support to youth with their schoolwork. Programs such as Writers' Workshops and Teen Summer Book Club were identified as key to continuing to develop skills, interests and literacy among this age group.
- ▶ **Adult programming:** 52% of survey respondents reported using adult programs in the last year with an overall satisfaction rating of 85%. Adult program offerings can be quite varied (e.g., computer training, crafts/colouring/knitting, book clubs, tax clinic, language support, newcomer programs). 14% of respondents used programs for patrons with specific needs (e.g., job aid, literacy) with a high degree of satisfaction of 85%.

Front-line staff raised similar points in both the staff survey and the in-person public consultations.

- ▶ Gaps were identified in teen/youth programming as well as programs for patrons with specific needs (literacy, job aid), with 28% of staff indicating that programs in both of these categories either didn't exist, were never used, or staff were unsure of how often they were used.
- ▶ Staff indicated a strong desire to do more on the programming front and to be able to respond to the community's needs and interests.

Currently, programming is most often determined by front-line staff or a professional librarian and delivered by staff or in some cases volunteers. It was noted in public consultation sessions that there is often personal time and personal out-of-pocket expenses incurred by staff in order to ensure that programs are delivered to an appropriate level of quality.

Some libraries have developed informal partnerships with various organizations and local groups (e.g., public health nurses, Family Resource Centre, RCMP) who come to the library to deliver sessions on various topics.

In the public consultations, both the public and staff stated that operating hours sometimes hinder attendance, as programs may be offered at times that may not be convenient for potential participants. Space was also cited as an issue, especially in rural sites where only a single program session can be conducted at a time.

Promotion and marketing of programs in the Province has been cited as a challenge by the public, staff and professional librarians. While some libraries use social media (e.g., Twitter, Facebook) and the local library website, programs are most often promoted through word of mouth, a posting on the bulletin board/wall/door of the library, or in another public location (e.g., local store). Based on feedback from the consultations, there are still many library patrons who do not regularly use social media or have access to a computer, so ensuring that there is an effective means of advertising programs remains important to attracting patrons.

Program sign-up and attendance is not necessarily required or tracked by all libraries, so it is difficult to understand how often or how well programs are attended.

## Recommendations

### **Service Delivery Recommendation C: The Provincial Board should standardize programming.**

The Provincial Board should review and develop standardized programming for the NLPL. The Provincial Board, in consultation with regional boards, should determine which programs should be offered across the entire NLPL and which should be delivered on a more limited scale based on individual community needs.

## 5.4.4 Technology as a service

Access to the internet and technology via public access computers or wireless internet network (WiFi) is one of the core services offered by the NLPL. This service plays an important role in providing access to information and resources to meet a variety of patrons' needs.



#### Key findings include:

- ▶ Access to public computers and WiFi is available across all public libraries and is offered at no cost;
- ▶ Additional services and equipment, such as printers or fax machines, are available at selected sites for a fee;
- ▶ Between 2012 and 2016, the utilization of public access computers declined by 26%, while the usage of WiFi increased by 125%. This trend is in part due to patrons utilizing their own hardware (tablets, laptops, etc.);
- ▶ Usage of the NLPL's public computer workstations is at 507 per 1,000 population served, or 20% lower than the national average of 633 and 16% lower than the Provincial Comparator average of 603;
- ▶ The number of annual WiFi connections is 467 per 1,000 population served, or 32% less than the national average;
- ▶ Most survey respondents confirmed that they had, over the past year, utilized public access computers and WiFi, and the staff survey indicated that technology is one of the top utilized services; and
- ▶ There is no current standard in place for technology infrastructure (e.g., number of workstations), maintenance, support and upgrade of the technology.

#### Analysis

Currently, 468 public computers are located throughout the NLPL, providing patrons with access to the internet, Microsoft Office, Open Office and a wide range of general-use applications. Access to public computers and WiFi connections is available in almost all of the NLPL public libraries free of charge<sup>10</sup>. Additionally, printing services, scanning services and equipment rentals (such as training labs, digital cameras) are offered at selected sites and service charges apply<sup>11</sup>.

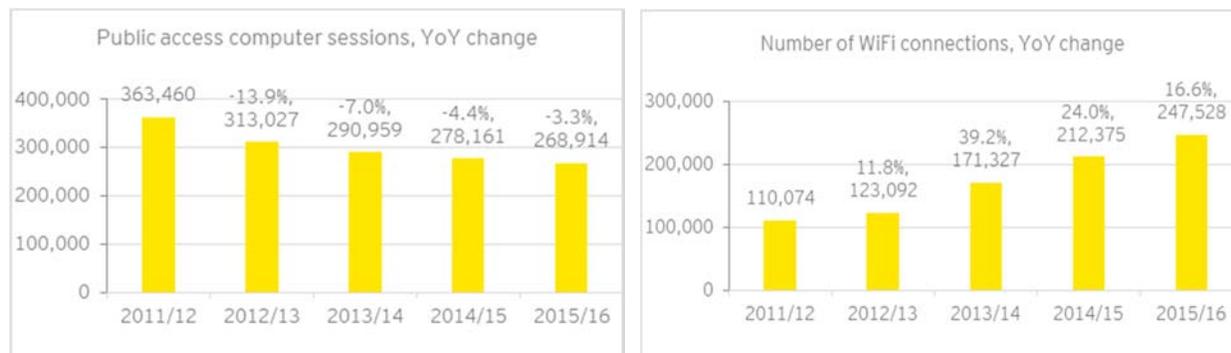
Over the past five years, the utilization of public access computers declined by 26% while the usage of WiFi increased significantly by 125%. This trend is in part due to patrons using their own hardware (tablets, laptops, etc.).

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<sup>10</sup> Libraries in Ramea and Wesleyville, which are co-located with schools, do not offer WiFi at the school's request.

<sup>11</sup> Internet and Computer Technology Policy, Provincial Board (last updated 2008). Retrieved from <http://www.nlpl.ca/home/policies.html>

Figure 5.15: Public computer and WiFi sessions, year-over-year change



Source: Provincial Board annual reports, 2011-2016.

### NLPL Standards

Many aspects of the NLPL Standards do not reflect modern library service delivery and do not provide guidance on any technology requirements. In other Canadian jurisdictions, key aspects of technology provision and support, such as the number of public computers per site or maintenance/upgrade schedules, are outlined in the provincial standards/guidelines (refer to Appendix E.3 for details).

### Jurisdictional comparison

A review of available standards from other jurisdictions was undertaken to identify those with technology components.

- ▶ A Manitoba standard requires at least 1 workstation per 1,000 population served. Using this standard and the Provincial population of 530,100<sup>12</sup>, a calculated benchmark for the NLPL would be 530 workstations. The NLPL's 468 workstations represent a 62 workstation (11.7%) shortfall from the calculated benchmark.

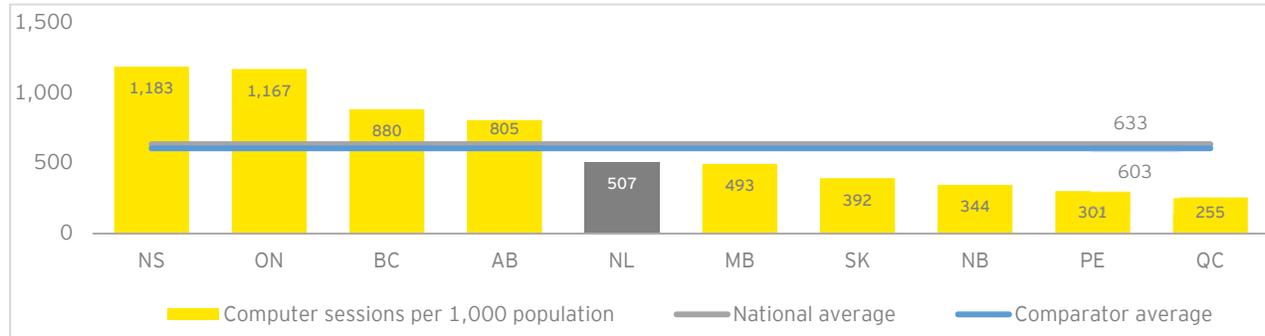
A comparison of the NLPL's technology usage to that in other Canadian jurisdictions was undertaken with the following findings:

- ▶ The number of annual public access workstation sessions for the NLPL is 507 per 1,000 population served, 20% less than the national average of 633 and 16% less than the Provincial Comparator average of 603; and
- ▶ The number of annual WiFi connections for the NLPL is 467 per 1,000 population served, 32% less than the national average of 687.

<sup>12</sup> Statistics Canada <http://www.statcan.gc.ca/tables-tableaux/sum-som/l01/cst01/demo02a-eng.htm>

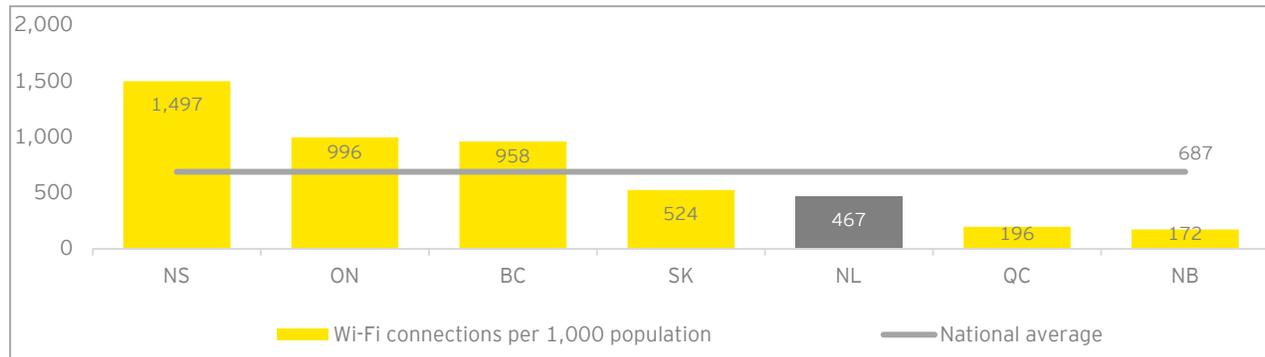


Figure 5.16: Average public computer sessions per 1,000 served by jurisdiction



Source: Jurisdictional scan.

Figure 5.17: Average WiFi connections per 1,000 served by jurisdiction



Source: Jurisdictional scan; only provinces that provided information are shown.

### Public consultations

Viewpoints were expressed in relation to technology through the stakeholder consultation process. In summary:

- ▶ 54% of public survey respondents reported using computers with public internet access and 50% reported using WiFi access;
- ▶ Staff survey results indicated that computers with public internet access and WiFi were the most used services along with books and collections (over 95% reported that these services are used multiple times a week); and
- ▶ Feedback from the public and stakeholder consultation sessions indicated that there are not enough public access workstations at high usage sites and some workstations may not be operational.

## Recommendations

### **Service Delivery Recommendation D: The Provincial Board should establish service delivery standards – technology.**

The Provincial Board's multi-year strategy should include service delivery standards developed in consultation with the regional boards. Standards developed should include those for technology infrastructure (number of workstations), maintenance, support and upgrade of the technology. Standards will serve as targets against which to measure ongoing progress and performance.

### 5.4.5 Staffing

197 full- and part-time permanent employees work in the NLPL. The system is also supported by 149 substitute employees. Employees work in local libraries, in regional offices that support local libraries and at the Provincial Board headquarters in Stephenville. Head office staff support both the local libraries and the regions, liaise with the EECD and run key system-wide operations (e.g., payroll, finance, IT, recruiting, etc.).

The scope of this Review did not include assessing the staffing mix or staff competencies in public libraries. It should be noted, however, that throughout the stakeholder consultations, the role of professional librarians and the need for more public librarian positions in the system was a consistent theme and hence the focus of this section.

Key findings include:

- ▶ Twelve professional librarians are employed in the NLPL, which is 83% less than the Canadian average in terms of the number of professional librarians per 100,000 population served.

### Analysis

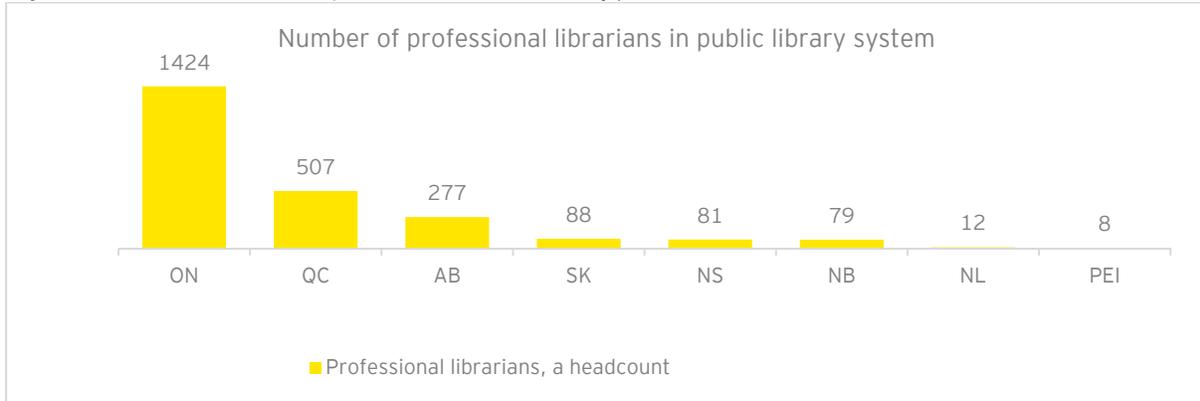
Library staff comprise the majority of employees in the NLPL. There is a total of 171 library staff, which represents 87% of the total employee base and they are located throughout local libraries and regional offices to support the NLPL.

Professional librarians are defined as staff with a Master's degree in Library and Information Science (MLIS). Typically, professional librarians are responsible for the design and development of library programming, training/management of library staff and performing specialized functions that require specialized training. Such functions may include collections development, archiving and reference or research.

There are 12 professional librarians within the NLPL, 11 in professional librarian positions and one in an Administrative Officer position. This represents 6.1% of all employees in the NLPL and falls 69% below the Canadian national average. The NLPL has 2.26 librarians per 100,000 population while the national average is 7.22 (excluding BC and MB, who did not provide the information).

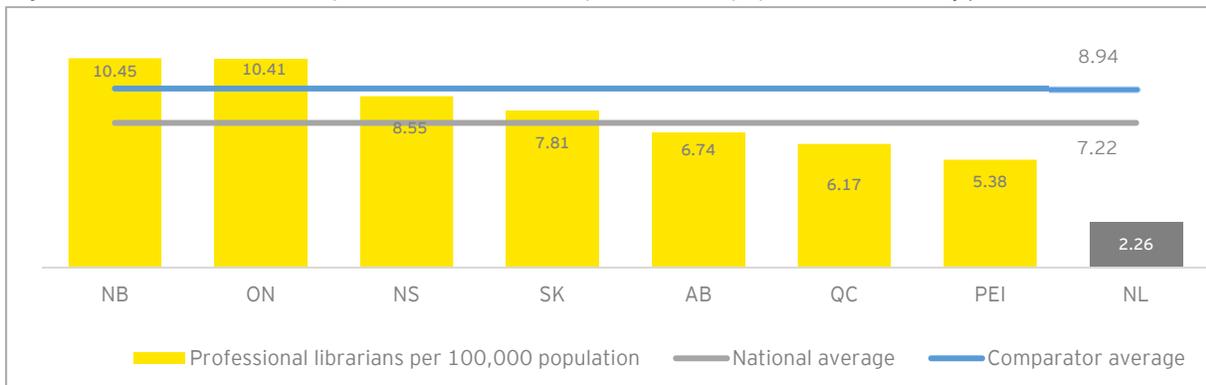


**Figure 5.18: Total number of professional librarians by jurisdiction**



Source: Jurisdictional scan; only provinces that provided information are shown.

**Figure 5.19: Total number of professional librarians per 100,000 population served by jurisdiction**



Source: Jurisdictional scan; only provinces that provided information are shown.

Throughout the consultations, concerns regarding collection development, programming design, and availability of regular training for staff were voiced consistently. This was attributed in significant part to the limited number of professional librarians in the system.

## Recommendations

**Service Delivery Recommendation E: The Provincial Board should increase the number of professional librarians in the NLPL and define their role and responsibilities.**

Professional librarians contribute significantly to the delivery of quality library services and programs and to the provision of proper training and support for library staff and patrons. Currently, the number of professional librarians in the NLPL is low relative to other Canadian jurisdictions. The multi-year strategy should identify the appropriate number, location and role and responsibilities of professional librarians in the NLPL.

## 5.4.6 Library systems

Libraries have always required efficient systems to manage key tasks including cataloguing and circulation, among others. These processes have traditionally been performed manually. Like most process and procedure-based tasks, automated systems have been developed to enhance efficiency and accuracy, manage performance and support decision making.

Key findings include:

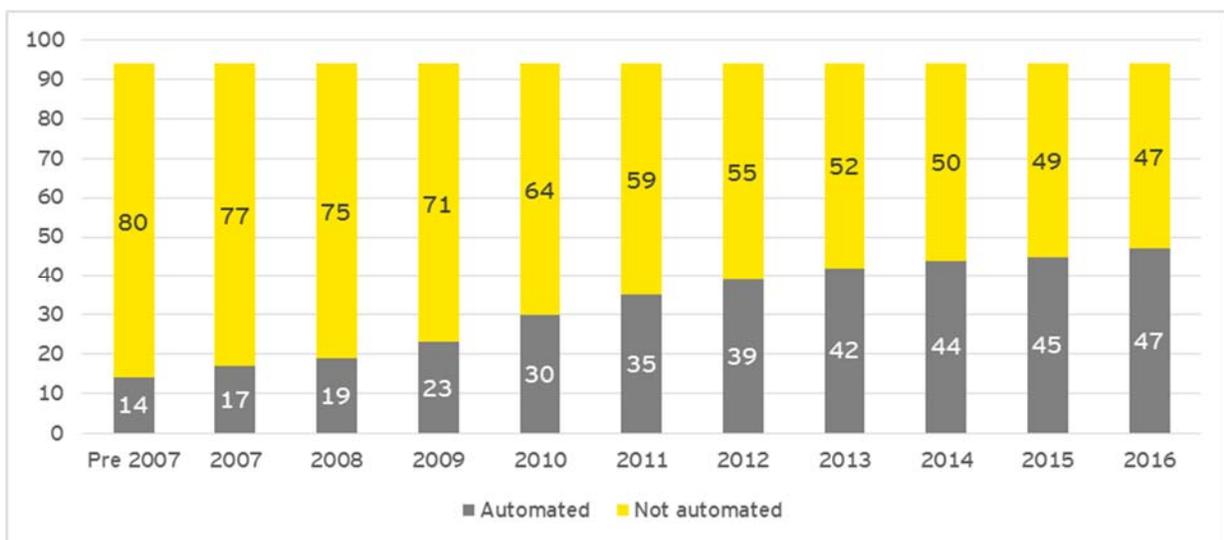
- ▶ 47 of 94 sites have not been automated and remain paper based. The non-automated sites serve 23% of the total population served by the NLPL; and
- ▶ Staff and stakeholders indicated that the lack of system-wide automation presents challenges in delivering books by mail and interlibrary loan services, system-wide reporting and performance management.

### Analysis

Automating a library can provide certain efficiencies in managing its processes and procedures. For example, it can support the acquisition of materials, cataloguing, circulation, and tracking of library materials, as well as provide the library with an accurate view of operations and the ability to report on key statistics. It is also a stepping stone in moving toward more modern innovations such as self-checkouts, scanning of items for cataloguing or borrowing.

In 2007, the Provincial Board began the roll-out of an electronic management system (Horizon) to automate the NLPL. To date, it has been implemented in 50% of the NLPL public libraries. The implementation was focused on larger libraries in order to maximize coverage of population served. Forty-seven public libraries (50%) still rely on paper processes for circulation management. These non-automated sites serve 23% of the population served by the NLPL.

Figure 5.20: Number of libraries automated vs. not automated





During stakeholder roundtables, several points were raised by staff in relation to the difficulties of not having system-wide automation, including:

- ▶ Accurate data and information is not available, impacting the ability to report accurately, manage performance and make decisions in relation to budgets and priorities; and
- ▶ The effectiveness of providing key services, such as books by mail and interlibrary loans, is reduced. This is due to the inability to access the full collection catalogue.

Library automation also serves as a precursor to conveniences such as self-checkout of materials and is foundational for alternative service delivery methods (e.g., self-serve lockers).

From the public's perspective, automation of the library did not factor into their view of the quality of programs or services or their ability to use and borrow materials from the library.

## Recommendations

**Service Delivery Recommendation F: The Provincial Board should keep the NLPL system automation strategy "on hold" pending further review.**

The Provincial Board should determine where automation fits into its new multi-year strategy. The Provincial Board should consider automation costs, funding availability, competing priorities and its decision in relation to library locations before additional libraries, if any, are automated.

### 5.4.7 Facilities

A public library is not just a room with books, but also a social hub, a place for reading, study and personal development. As a result, the library's size, layout, and furnishings play an important role in attracting patrons and providing a suitable space for all those purposes.

Key findings include:

- ▶ While the need for infrastructure upgrades was acknowledged by staff through the survey and the public in consultations, it was not identified as a priority for improvement; and
- ▶ The majority of provincial libraries (61%) do not satisfy the Provincial Board's minimum space size standard.

## Analysis

### Stakeholder consultations

Different views were provided through certain stakeholder consultation methods:

- ▶ 55% of public survey respondents indicated that they were dissatisfied with infrastructure (i.e., physical conditions and space) of the public libraries; and
- ▶ Front-line staff survey respondents did not identify renovation/update of the buildings as an area that provides the most significant opportunities for library system improvement.

## NLPL Standards

The NLPL Standards provide guidance in relation to the minimum space size, seating capacity and shelving per linear foot per population served.

- ▶ The NLPL Standards do not regulate the public libraries serving communities with a population of less than 1,000 people. Currently, 25 public libraries serve less than 1,000 people based on a 15-minute driving distance.

**Table 5.9: Minimum space requirements defined by the NLPL Standards**

Population	Book stock	Shelving in linear ft.	Seating capacity	Total space
< 1,000	No standard	No standard	No standard	No standard
1,000 - 1,999	3,000	300	8 (240 ft <sup>2</sup> / 22.2 m <sup>2</sup> )	1,500 ft <sup>2</sup> / 139.2 m <sup>2</sup>
2,000 - 2,999	6,000	600	16 (480 ft <sup>2</sup> / 44.5 m <sup>2</sup> )	1,700 ft <sup>2</sup> / 157.9 m <sup>2</sup>
3,000 - 3,999	7,000	700	24 (720 ft <sup>2</sup> / 66.88 m <sup>2</sup> )	1,900 ft <sup>2</sup> / 176.5 m <sup>2</sup>
4,000 - 4,999	8,000	800	32 (960 ft <sup>2</sup> / 89.1 m <sup>2</sup> )	2,500 ft <sup>2</sup> / 232.2 m <sup>2</sup>
5,000 - 9,999	10,000	1,000	40 (1k ft <sup>2</sup> / 92.9 m <sup>2</sup> )	3,000 ft <sup>2</sup> / 278.2 m <sup>2</sup>
≥ 10,000	20,000	2,000	50 (1.5k ft <sup>2</sup> / 139.9 m <sup>2</sup> )	4,000 ft <sup>2</sup> / 371.6 m <sup>2</sup>
	10 books/linear ft.		30 ft <sup>2</sup> / 2.7 m <sup>2</sup> / reader	

Currently, only 29 out of 74 (39%) of public libraries satisfy the space size standard.



**Table 5.10: Number of libraries that meet the space requirements standard**

Population	Space standard (ft <sup>2</sup> )	Average size of the libraries within the category (ft <sup>2</sup> )	Total number of libraries within the category	Number of libraries that satisfy the standard
< 1,000	No standard	988	20	
1,000 - 1,999	1,500	1,778	23	10
2,000 - 2,999	1,700	1,197	16	5
3,000 - 3,999	1,900	1,943	10	5
4,000 - 4,999	2,500	1,602	4	1
5,000 - 9,999	3,000	3,609	10	4
≥ 10,000	4,000	7,171	11	4
Grand total			94	29/74 (39%)

Some other Canadian jurisdictions have standards/guidance in place regulating the seating capacity and facility size. Quebec and Nova Scotia provide different instructions depending on the service level of the public library (e.g., for Nova Scotia it is defined as minimum, average, excellent). Some jurisdictions have larger space requirements (ON, NB) and fewer seating spaces (NS, QC). Please refer to Appendix E.4 for the summary of jurisdictional facilities standards.

## Recommendations

### **Service Delivery Recommendation G: The Provincial Board should establish service delivery standards – facilities.**

The Provincial Board’s multi-year strategy should include service delivery standards developed in consultation with the regional boards. Standards developed should include seating and space guidance based on population served. Standards will serve as targets against which to measure ongoing progress and performance.

### **Service Delivery Recommendation H: The Provincial Board should explore opportunities to move libraries that are in unsuitable facilities to facilities better suited for intended use.**

Alternative facilities that are better suited for intended use may be available at reasonable or no cost from potential partners such as municipalities, colleges and other federal or provincial entities.

## 5.4.8 Alternative service delivery

Over the course of its history, the NLPL established book depositories, the travelling library (by boat), books on wheels, books by mail, and interlibrary loans, among other service delivery methods, several of which are still offered today.

The challenge of serving remote rural areas of the Province stands today. Newfoundland and Labrador is not alone. This is a challenge faced in many other jurisdictions, both in and outside of Canada.

People in these communities have interests and needs similar to those in larger centres. However, it is not feasible or realistic to try and provide the same level and type of library services to all citizens.

In addition to the clear and persistent challenge of serving rural areas of the Province, there are other trends at play that are impacting how library services are being delivered. There has been a tremendous growth of information quantity and availability of digital media. Library facilities are no longer facilities solely for providing collection-based materials; they are places of social and cultural significance, offering various programming and services to communities.

Whether due to trends, challenges or expectations, library systems have had to rethink how library services are delivered. Physical libraries and the spaces they provide are becoming more important. Alternative service delivery models cannot and will never completely replace physical libraries, but they should complement them. Many library systems continue to utilize existing and offer new alternative service delivery models to provide better access to library services to citizens.

As the Province has done in the past, it must continue to explore different ways of delivering its library services to provide the best possible access to library services within the constraints of available funding.

This section provides an assessment of the methods of alternative service delivery currently provided by the NLPL.

Key findings include:

- ▶ Patron usage patterns are changing. The last five years showed a decline of traditional materials circulation (books, DVDs, etc.) and significant increase of eLibrary service circulation.
- ▶ The NLPL does not provide the same extent or variety of alternative services as other Canadian jurisdictions.

## **Analysis**

Library systems throughout Canada and around the world have used alternative service delivery methods for the provision of public library services. There are several reasons for this:

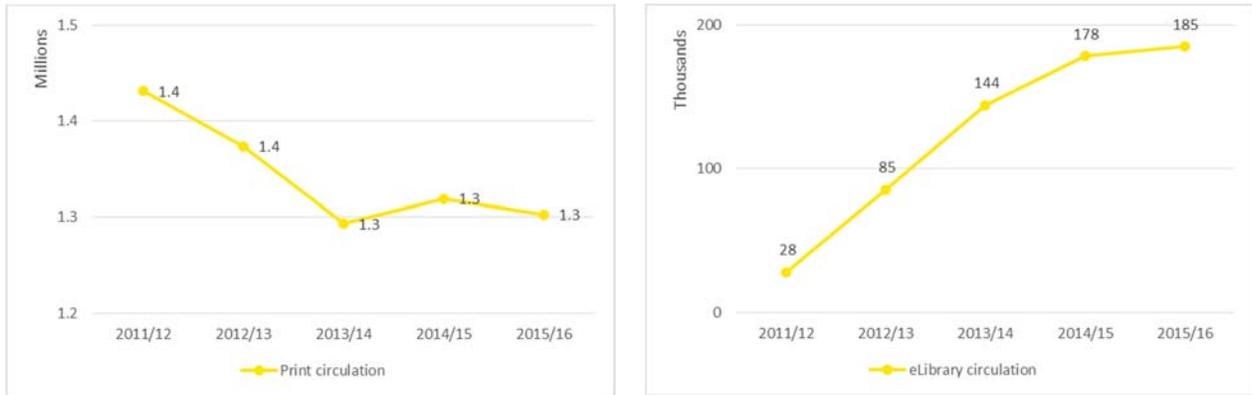
- ▶ Changing needs and expectations of patrons
- ▶ Providing access to rural and remote locations

Newfoundland and Labrador is no exception. The Provincial Board has implemented several alternative service delivery methods to meet changing expectations and provide greater access to citizens, including books by mail, eLibrary, among others. Currently available ASD options are presented in Appendix J.

The impact of these trends is evidenced by circulation statistics. During the last five years, the demand for traditional print circulation services experienced a 9% decrease. During that same time, eLibrary circulation has increased almost 6.6 times. Those numbers confirm changes in citizen expectations and usage patterns and are likely indicative of future patterns. eLibrary resources are summarized in Appendix K.



Figure 5.21: Print vs. eLibrary circulation trends 2012-2016



The NLPL currently provides a range of alternative service delivery methods. These include books by mail, eLibrary, home reader service, talking books service and interlibrary loans. A full description of these services is presented in Appendix J. All of these services are offered to patrons at no charge.

Many jurisdictions across Canada facing similar trends and expectations have established their own systems of alternative service delivery.

The table below summarizes the list of the services most commonly available within other Canadian provinces:

**Table 5.11: Alternative service delivery in Canadian provinces**

Alternative service delivery models	Definition	Canadian provinces									
		NL	NS	NB	SK	QC	PE	ON	MB	AB	BC
Mobile libraries	Book mobile, or vehicle designed for use as a mobile library.		✓	✓		✓		✓	✓	✓	✓
Books-by-mail services	The service allows requested materials to be mailed to the borrower.	✓	✓	✓	✓	✓		✓		✓	✓
eLibrary	The collection of full texts of materials in digital format.	✓	✓	✓		✓	✓	✓	✓	✓	✓
Homebound services	The service is for residents confined at home, hospital or other institutions. Library employees select and deliver library materials.	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Interlibrary loans	The service which allows a patron to borrow materials from other lending libraries in the province and across Canada.	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Library vending machines	The lending library kiosks, with pick-up lockers and a returns bin.				✓			✓		✓	✓
Talking books service	The service which provides special collections to any registered individual who cannot read or access regular print material due to disability.	✓	✓	✓	✓	✓	✓	✓		✓	✓
Borrow anywhere/return anywhere	The service which allows materials to be borrowed from any library across the province and be returned to any library.		✓	✓	✓	✓	✓	✓	✓	✓	✓

Source: Jurisdictional scan; only provinces that provided information are shown.

Some jurisdictions indicated offering alternative services in addition to those noted in the above table. For example, Nova Scotia offers self-checkouts and pick-up lockers. New Brunswick has a “collection deposit service” of lending of small collections of library materials to partnership facilities (daycares, preschools, literacy centres, etc.) on a regularly scheduled basis. Some Ontario locations utilize kiosk services with a combination of vending machines, pick-up lockers, and return bins.

Most of the alternative services methods noted above are considered commonplace, and are provided in many other jurisdictions outside Canada.

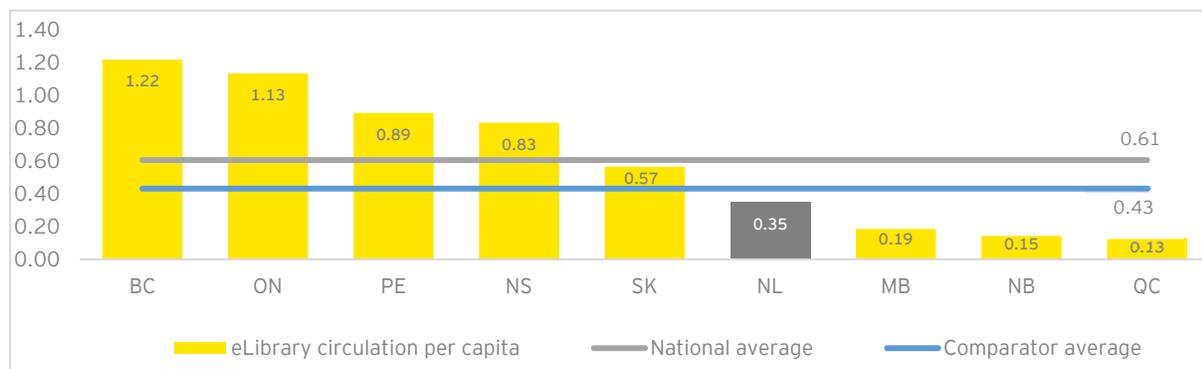
In comparing what is provided in other Canadian jurisdictions, there are several methods not utilized by the Province.



- ▶ Mobile services – the Province offered a mobile service from 1968-1983, at which point it discontinued due to the harsh climate and underdeveloped road system at the time.
- ▶ Library vending machines – specialized equipment used to dispense materials (books, CDs/DVDs, etc.).
- ▶ Borrow anywhere/return anywhere – common enhancement to provide additional flexibility to citizens to borrow and return materials anywhere.
- ▶ Pick-up lockers – allows patrons to reserve materials in the library catalogue, with pick-up at a locker location. Can be used to provide convenience for after-hours pick-up or could be used in areas where no library exists.
- ▶ Kiosk services – consists of several complementary components: lending library kiosks (vending), holds pick-up lockers and a returns bin.
- ▶ Collection deposit service (alternative service point) – this is an example of partnering with other facilities/organizations and is utilized successfully in New Brunswick. Small collections of library materials are provided to facilities on a regularly scheduled basis. A designated employee or volunteer from the receiving facility arranges and manages the borrowing, care and return of the library materials. Partnering facilities/organizations could include retirement residences and nursing homes, daycares, preschools, community centres, and municipal or provincial service points.

Despite significant increases in eLibrary usage over the past five years, the eLibrary circulation per capita in the Province is only 0.35, which is 43% lower than the national average (0.61) and 19% lower than the Provincial Comparator average (0.43).

Figure 5.22: eLibrary circulation per capita, jurisdictional comparison



Source: Jurisdictional scan; only provinces that provided information are shown.

## Recommendations

**Service Delivery Recommendation I: The Provincial Board should continue to explore and implement alternative service delivery methods to improve access to library services.**

Alternative service delivery (ASD) methods are integral to the delivery of library services, particularly in rural and remote locations. ASD can be used to mitigate the impact of consolidation or closure

decisions in affected communities. The NLPL uses fewer alternative service delivery methods than other Canadian jurisdictions.

Consideration should be made toward implementing alternative service delivery changes through pilot programs. Based on pilot experience and outcomes, decisions can be made to continue/expand vs. discontinue/retract.



## 6. Recommendations and roadmap

### 6.1 Recommendations summary

The following is a consolidated list of recommendations and considerations from the Review.

#### Funding of the public library system

**Funding Recommendation A: The Provincial Government and the Provincial Board should invite Municipalities Newfoundland and Labrador and municipal governments to participate in the co-development of a shared funding model.**

Under the current funding model, the Provincial Government provides almost all of the NLPL's funding. In most other Canadian jurisdictions, the provincial and municipal governments have jointly established funding models in which they share the responsibility for funding.

A desired future-state funding model should be determined and a strategy put in place to achieve that model over time. Expectations on achieving increases in municipal funding need to be realistic. The immediate focus should be on larger municipalities. Smaller municipalities should continue to provide, and increase where possible, valuable in-kind contributions.

**Funding Recommendation B: The Provincial Board should explore opportunities to reduce or eliminate lease payments.**

Significant annual lease costs are incurred for 13 libraries with a significant portion thereof paid to municipal government landlords. The Provincial Board should seek to reduce or eliminate the payments or, where possible, transfer library operations to other provincially or municipally owned properties on a reduced or rent-free basis.

**Funding Recommendation C: The Provincial Board should establish a dedicated not-for-profit fundraising foundation to support the NLPL.**

Other jurisdictions have successfully established foundations that generate significant amounts of contributions to help fund public library systems. A foundation would be a mechanism to secure corporate and philanthropic financial support.

As initiatives to redeploy existing funding are implemented and increases in funding are achieved, the Provincial Board will be in a better position to focus on improving the NLPL's performance. Such changes will require a strategy and a multi-year implementation effort with funding and service delivery improvements being realized over that multi-year time frame.

#### The location of public libraries

**Location Recommendation A: The Provincial Board should optimize the use of its limited funding by reassessing and adjusting the number and locations of public libraries in the Province.**

The Provincial Board must deploy its limited funding in an optimal manner. The Provincial Board should establish library location parameters and explore opportunities to consolidate or close libraries

not meeting those parameters. Any savings realized should be reinvested in a manner that best improves access and service across the Province.

To achieve this, the Provincial Board should:

- A. Identify a desired “minimum population served” threshold for a public library site as a basis for further analysis.
- B. Identify a proximity threshold and use it as a basis to identify libraries that are in close proximity to one another. This will help identify opportunities for consolidation, closure and reinvestment or pooling of resources (e.g., people, materials and hours) and increase access and services for multiple communities in the catchment area.
- C. Identify and assess libraries that have low usage/utilization. The Provincial Board should identify sites with low utilization statistics and where possible determine cause (e.g., limited community demand, low or inconvenient operating hours).

In all cases of consolidation or closure, the Provincial Board should assess potential impacts on access and consider whether alternative service delivery mechanisms, including partnership arrangements, could be established to help mitigate any negative impacts.

### **Governance**

**Governance Recommendation A: The Provincial Government and the Provincial Board should create a new multi-year strategy that outlines key objectives, initiatives, outcomes and service delivery standards.**

The multi-year strategy should reflect and incorporate this Report’s recommendations. It will be a tool to engage and align key stakeholders and direct effort and resources.

**Governance Recommendation B: The Provincial Board should eliminate unnecessary governance processes for local boards.**

The 91 local library boards have no formal role in the governance of the NLPL, yet the Provincial Board spends a considerable amount of administrative time and effort on local board governance processes. The Provincial Board should redirect its time and effort to activities that better enable the NLPL to achieve its objectives. Local boards should continue to support the library system through fundraising efforts, sourcing in-kind contributions and as conduits of relevant local information to formal governing bodies.

**Governance Recommendation C: The Provincial Government should adopt a regional governance and service delivery model in which regional boards have a formal role in governance.**

The adoption of this model will be a multi-year transitional effort involving the Provincial Board, regional boards and other partners. It will require careful pacing to ensure that each regional board has sufficient resourcing, knowledge, skills and capacity to fulfill its duties.

A strengthened regional governance and service delivery model will provide the following benefits:

- ▶ There will be increased opportunity and incentive for municipal and community leaders to participate in governance through representation on regional boards;



- ▶ Service delivery decisions and priorities will recognize and reflect regional and local community needs;
- ▶ Regional service managers and dedicated professional librarians could be based in each region; and
- ▶ There will be a platform for provincial, municipal and community partners to collaborate and build strategies to increase funding levels.

The future-state model should see regional boards responsible for setting strategies and priorities for service delivery in their respective regions, preparing budgets, allocating funds, and assessing and recommending library openings and closures.

The Provincial Board should retain certain responsibilities to support the development of a coordinated, efficient and effective province-wide library system. These include:

- ▶ Setting provincial strategies and policy;
- ▶ Allocating Provincial Government funding;
- ▶ Setting provincial standards and monitoring performance;
- ▶ Performing certain administrative, financial and IT functions; and
- ▶ Performing certain operational functions including elements of cataloguing that are best managed centrally and interlibrary loans.

**Governance Recommendation D: The Provincial Board should establish a full-time head librarian position.**

A full-time head librarian position, staffed by a professional librarian, would contribute leadership in the overall development and delivery of the NLPL's vision and multi-year strategy. The head librarian would be responsible for the regular training and development of library staff and other professional librarians and provide focus and expertise in program development and delivery.

**Governance Recommendation E: The Provincial Government should amend the *Public Libraries Act*.**

The Act should be amended to reflect any changes that might be necessary as a result of this Report or otherwise.

**Service delivery and standards**

**Service Delivery Recommendation A: The Provincial Board should establish service delivery standards – hours of operation.**

The Provincial Board's multi-year strategy should include service delivery standards developed in consultation with the regional boards. Standards should be established for operating hours. Consideration should also be given to minimum days of operation, time of day, and weekend hours. Standards will serve as targets against which to measure ongoing progress and performance.

**Service Delivery Recommendation B: The Provincial Board should establish service delivery standards – collections.**

The Provincial Board's multi-year strategy should include service delivery standards developed in consultation with the regional boards. Standards by collection category should be established for both collection size and annual investment. Standards will serve as targets against which to measure ongoing progress and performance.

**Service Delivery Recommendation C: The Provincial Board should standardize programming.**

The Provincial Board should review and develop standardized programming for the NLPL. The Provincial Board, in consultation with regional boards, should determine which programs should be offered across the entire NLPL and which should be delivered on a more limited scale based on individual community needs.

**Service Delivery Recommendation D: The Provincial Board should establish service delivery standards – technology.**

The Provincial Board's multi-year strategy should include service delivery standards developed in consultation with the regional boards. Standards developed should include those for technology infrastructure (number of workstations), maintenance, support and upgrade of the technology. Standards will serve as targets against which to measure ongoing progress and performance.

**Service Delivery Recommendation E: The Provincial Board should increase the number of professional librarians in the NLPL and define their role and responsibilities.**

Professional librarians contribute significantly to the delivery of quality library services and programs and to the provision of proper training and support for library staff and patrons. Currently, the number of professional librarians in the NLPL is low relative to other Canadian jurisdictions. The multi-year strategy should identify the appropriate number, location and role and responsibilities of professional librarians in the NLPL.

**Service Delivery Recommendation F: The Provincial Board should keep the NLPL system automation strategy "on hold" pending further review.**

The Provincial Board should determine where automation fits into its new multi-year strategy. The Provincial Board should consider automation costs, funding availability, competing priorities and its decision in relation to library locations before additional libraries, if any, are automated.

**Service Delivery Recommendation G: The Provincial Board should establish service delivery standards – facilities.**

The Provincial Board's multi-year strategy should include service delivery standards developed in consultation with the regional boards. Standards developed should include seating and space guidance based on population served. Standards will serve as targets against which to measure ongoing progress and performance.



**Service Delivery Recommendation H: The Provincial Board should explore opportunities to move libraries that are in unsuitable facilities to facilities better suited for intended use.**

Alternative facilities that are better suited for intended use may be available at reasonable or no cost from potential partners such as municipalities, colleges and other federal or provincial entities.

**Service Delivery Recommendation I: The Provincial Board should continue to explore and implement alternative service delivery methods to improve access to library services.**

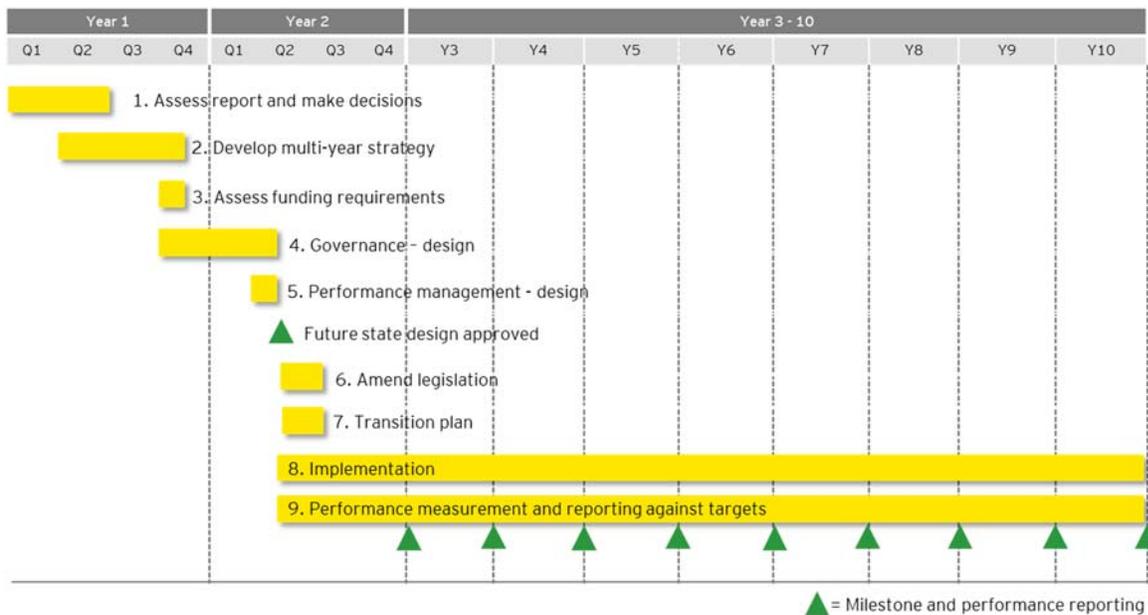
Alternative service delivery (ASD) methods are integral to the delivery of library services, particularly in rural and remote locations. ASD can be used to mitigate the impact of consolidation or closure decisions in affected communities. The NLPL uses fewer alternative service delivery methods than other Canadian jurisdictions.

Consideration should be made toward implementing alternative service delivery changes through pilot programs. Based on pilot experience and outcomes, decisions can be made to continue/expand vs. discontinue/retract.

## 6.2 Roadmap

Many of this Report's recommendations will require transformational change, spanning governance, funding and service delivery. An illustrative multi-year roadmap to consider and implement the recommendations set forth in this Report is presented in Figure 6.1 with additional detail in Table 6.1 below. This is intended to provide the Provincial Board with an overview of required key activities, decision points and milestones.

Figure 6.1: Transformation roadmap\*



\* Each year span is 1 April to 31 March, consistent with the Provincial Government's year-end.

Table 6.1: Activity details

Ref	Activity/milestone	Description
1	Assess report and make decisions	<ul style="list-style-type: none"> <li>▶ The Provincial Board to assess the Review's findings and recommendations and make key decisions including the libraries to be consolidated or closed in order to optimize the use of current funding.</li> </ul>
2	Develop multi-year strategy	<ul style="list-style-type: none"> <li>▶ The Provincial Board to develop its multi-year strategy reflecting the Review's findings and recommendations. Needs should be assessed and goals, objectives and service delivery standards established.</li> </ul>
3	Assess funding requirements	<ul style="list-style-type: none"> <li>▶ Calculate funding requirements to achieve short- and long-term goals set out in the multi-year strategy.</li> <li>▶ Identify new funding partners and define funding strategies.</li> <li>▶ Incorporate into overall multi-year strategy.</li> </ul>



Ref	Activity/milestone	Description
4	Governance – design	<ul style="list-style-type: none"> <li>▶ Define clear responsibility, accountability and authority for all components of newly developed governance structure.</li> <li>▶ Define regions – number and geographic catchment.</li> <li>▶ Define regional boards – membership and representation.</li> </ul>
5	Performance management – design	<ul style="list-style-type: none"> <li>▶ Design and integrate performance management processes to measure and report performance and the achievement of desired outcomes.</li> </ul>
6	Amend legislation	<ul style="list-style-type: none"> <li>▶ Amend the <i>Public Libraries Act</i> as required.</li> </ul>
7	Transition plan	<ul style="list-style-type: none"> <li>▶ Plan for the transition to the new governance model.</li> </ul>
8	Implementation	<ul style="list-style-type: none"> <li>▶ Implement the new governance model.</li> <li>▶ Execute strategies to address funding gap.</li> <li>▶ Implement service delivery improvements.</li> </ul>
9	Performance measurement and reporting against targets	<ul style="list-style-type: none"> <li>▶ Institute regular monitoring and reporting of performance against targets.</li> <li>▶ Refresh strategy.</li> </ul>

# Appendices

**Appendix A:** Public consultation sessions

**Appendix B:** Jurisdictional analysis

**Appendix C:** Public survey results

**Appendix D:** Staff survey results

**Appendix E:** Service delivery and standards

**Appendix E.1:** Hours of operation

**Appendix E.2:** Collections

**Appendix E.3:** Technology

**Appendix E.4:** Facilities

**Appendix F:** Cumulative population served by the NLPL

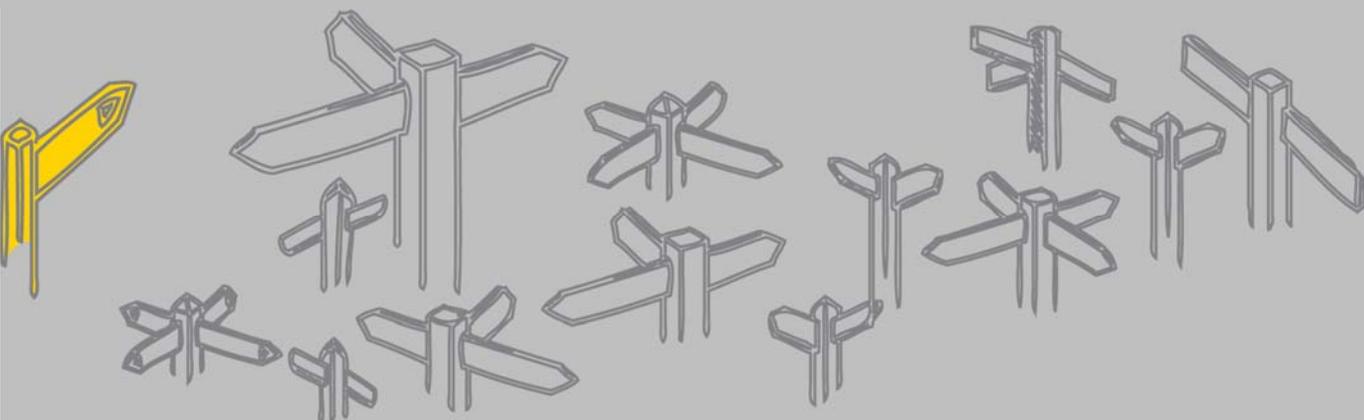
**Appendix G:** Driving distance threshold modelling details and assumptions

**Appendix H:** Cumulative population served by the NLPL - additional detail

**Appendix I:** Libraries in close proximity to other libraries

**Appendix J:** ASD available in Newfoundland and Labrador

**Appendix K:** Resources/subscriptions available through eLibrary in Canadian jurisdictions





## Appendix A: Public consultation sessions

The location, date and number of participants for each public consultation session are presented in the table below.

Location	Date	Number of participants
Bay Roberts	5 October	50
St. John's	6 October	84
Marystown	11 October	20
Clarenville	13 October	23
Springdale	18 October	16
Grand Falls-Windsor	19 October	45
Twillingate	20 October	42
Rocky Harbour	26 October	29
Stephenville	27 October	51
Labrador City	4 November	26
St. John's	8 November	65

## Appendix B: Jurisdictional analysis

The reporting periods for which provincial and territorial contacts submitted data for the jurisdictional analysis are provided below. The request specified "most recent available" data.

Jurisdiction	Reporting period
Alberta	2014
British Columbia	2015
Manitoba	2015
New Brunswick	2012/2013
Newfoundland and Labrador	2015/2016
Nova Scotia	2015/2016
Nunavut	2015/2016
Ontario	2014
Prince Edward Island	2015/2016
Quebec	2014
Saskatchewan	2014



## Appendix C: Public survey results

This section provides the results of the public survey. It is important to note that these results do not represent a statistically valid sample as only 1.5% (2,119 out of 139,885) of registered library patrons participated.

### Demographic profile of survey respondents

The following table provides a demographic profile of the survey respondents.

**Table C.1: Demographic profile of survey respondents (n=2,119)**

<b>Gender</b>	<b>% (n=2,054)</b>
Female	78%
Male	21%
Transgender	<1%
<b>Age</b>	<b>% (n=2,057)</b>
Under 18	5%
18-24	3%
25-34	18%
35-44	20%
45-54	21%
55-64	18%
65 or older	16%
<b>Highest level of education</b>	<b>% (n=2,037)</b>
Less than high school	3%
Some high school	3%
High school	13%
Some college/university	17%
College, university and/or higher education (degree/diploma/certificate)	65%
<b>Household income</b>	<b>% (n=1,367)</b>
Under \$15,000	6%
\$15,000-\$29,999	13%
\$30,000-\$44,999	16%
\$45,000-\$59,999	11%
\$60,000-\$74,999	15%
\$75,000 or more	39%

Employment status	% (n=1,928)
Employed full-time (at least 30 hours per week)	44%
Employed part-time (less than 30 hours per week)	12%
Employed seasonally	6%
Unemployed	6%
Retired	26%
Student	7%

*\*Prefer not to say responses relating to age, education, household income and employment status were excluded.*

As shown in Table C.1, the survey was completed by a larger proportion of females (78%) than males (21%), of varying ages, many with college/university (65%), who were working full-time (44%) or retired (26%). Note that over one-third (35%) of survey respondents did not provide their household income and were excluded from the table above.

Survey respondents identified a wide range of communities in which they resided. Top mentions are reported in the table below<sup>13</sup>. Respondents represented 199 different communities throughout the Province. Note that 15% of survey respondents did not provide the community in which they lived.

**Table C.2: In which community do you live? (n=2,119)**

Community	%
St. John's	14%
Buchans	4%
Labrador City	4%
Bishop's Falls	2%
Wabush	2%
Stephenville	2%
Corner Brook	2%
Conception Bay South	2%
Twillingate	2%
Fogo Island	2%
Mount Pearl	2%
Norris Arm	2%
No answer provided	15%

<sup>13</sup> All other responses were provided by 1% or less respondents.



## Importance of local libraries

Survey respondents were asked why local libraries are important to their communities. Top responses were related to materials/technology available at the library and the library as a community/social place.

**Table C.3: In your view, why is your local library important to your community?\*** (n=2,119)

Reasons	%
<b>Access to materials/technology</b>	<b>68%</b>
General access to materials/technology	47%
Free access to materials/technology	32%
<b>Community/social/cultural place</b>	<b>40%</b>
Community place (socializing, interaction, public space)	32%
Inclusive space (inviting/everyone is welcome)	10%
Special events, general (e.g., author visits, book reads, holiday events, specials)	4%
Carriers of culture (e.g., host of community knowledge, passing down culture)	3%
<b>Programming</b>	<b>34%</b>
Children's/youth programs (general)	19%
Educational programming (general)	11%
Offers programming (general)	11%
Adult programs (general)	3%
Offer programs for seniors	2%
Offer programs/support for new Canadians	1%
<b>Variety of benefits of libraries (e.g., reading space, place to get help)</b>	<b>29%</b>
Good resources/source of information	13%
Provides comfortable/quiet reading space	9%
Place for help/support (e.g., librarian assistance, homework and research help, resumes)	8%
Provides family time	3%
Promotes personal development and wellness	2%
Environmentally sustainable/reduces waste	<1%
<b>Literacy/learning</b>	<b>25%</b>
Promotes early reading/literacy	17%
Promotes learning	11%
<b>Libraries are essential</b>	<b>9%</b>
A need/essential service, unspecific (e.g., because we need it/use it a lot/depend on it)	8%

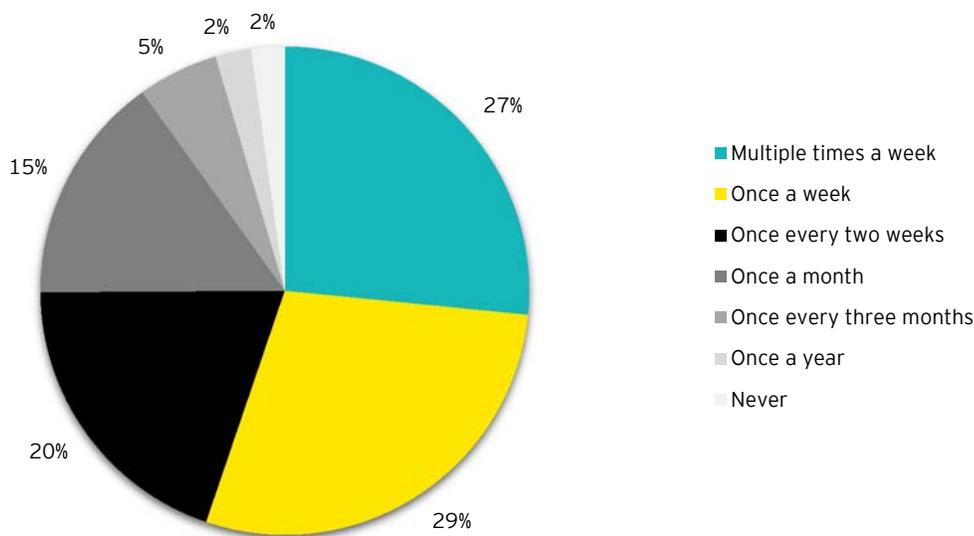
Reasons	%
Libraries are a human right	<1%
<b>Economic reasons</b>	<b>4%</b>
Tourism (e.g., support for tourism, tourist services, increase tourism)	2%
Provides economic benefits (e.g., source of jobs, bettering economy generally, job aid programs)	1%
<b>Other</b>	<b>3%</b>
Other	2%
Libraries are not/no longer important/relevant	1%
Don't know/refusal	<1%

\*Multiple responses allowed; percentages may exceed 100%.

### Library use: frequency/timing of use

As shown in the figure below, the majority of survey respondents (76%) reported using the library at least once every two weeks.

Figure C.1: How often do you visit your public library? (n=2,119)



Survey respondents were divided into four groups, based on the frequency of library use:

- ▶ Frequent users: reported using the library at least once a week – 56%;
- ▶ Regular users: reported using the library every two weeks or once a month – 35%;
- ▶ Infrequent users: reported using the library once or a few times a year – 7%; and
- ▶ Non-users: reported that they had never visited the public library – 2%.



The vast majority of survey respondents (91%) could be categorized as either *frequent users* or *regular users*, and only a very small minority of survey respondents reported never visiting their local public library.

### 1. Non-users (n=47)

Non-users (n=47) were asked why they don't use a library. Reasons included: use the internet to read books, no interest in reading, hours of operation are not convenient, lack of interest/interesting programs, and limited book collection. This sub-group of respondents was asked a series of questions to further explore why they are not using the library and whether they may use the library in the future. In general, non-users:

- ▶ Did not use eLibrary services;
- ▶ Were satisfied with the current location of their local library; and
- ▶ Often could not say what could be done to encourage them to visit/use programs and services from a library. Some suggestions offered included improvements to the facility and access (e.g., bigger building, better building, more parking, more hours), if lectures were offered, more books, more and/or availability of e-books, and more children's/preschool activities.

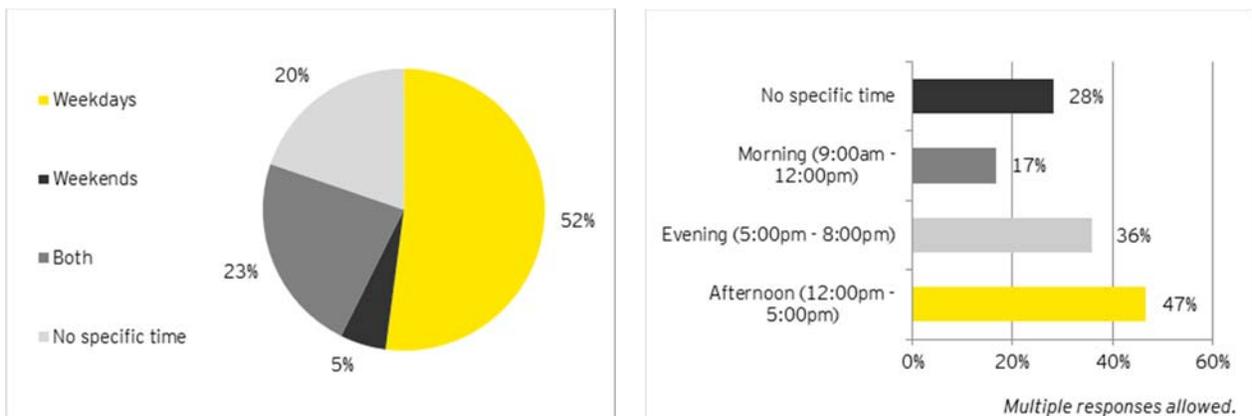
The remaining findings presented in this section represent responses from library users (n=2,072) who represented 98% of all survey respondents.

### 2. Timing of library use among library users (n=2,072)

Library users (n=2,072) were asked when they typically visited their local library. Many survey respondents reported visiting on weekdays or on both weekdays/weekends (57% in total) and in the afternoon (47%) and/or evening (36%). Few reported strictly visiting their library on the weekends (5%) or in the morning (17%).

Figure C.2: When do you typically visit your local library?

Subset: Library users (n=2,072)



Among the 52% of library users ( $n=1,079$ ) who reported typically visiting their local library on weekdays:

- ▶ 56% visited in the afternoon (12:00 p.m. to 5:00 p.m.);
- ▶ 38% visited in the evening (5:00 p.m. to 8:00 p.m.);
- ▶ 19% visited in the morning (9:00 a.m. to 12:00 p.m.); and
- ▶ 16% visited at no specific time<sup>14</sup>.

Generally, library users were at least somewhat satisfied (92%) with the days of the week the library is open (65% *satisfied*; 27% *somewhat satisfied*) and with the library's hours of operation (91% at least somewhat satisfied: 62% *satisfied*; 29% *somewhat satisfied*).

Just over one-third of all library users (34%,  $n=712$ ) surveyed indicated that there were additional hours outside of current operating hours that they would prefer to use their library. Responses included<sup>15</sup>:

- ▶ Evenings – 40%;
- ▶ Weekends – 21%;
- ▶ Sunday – 16%;
- ▶ Saturday – 13%;
- ▶ Mornings – 13%;
- ▶ Afternoons – 10%;
- ▶ Mondays – 7%; and
- ▶ Longer hours (unspecified) – 7%<sup>16</sup>.

### **3. Use of eLibrary services by library users ( $n=2,072$ )**

As seen below, a slight majority (56%) of library users are also users of eLibrary services. A significantly higher percentage of users who frequent the library once a month or every two weeks are also users of eLibrary services (61%) compared to 53% of those who visit the library at least once a week and 56% who are infrequent library users visiting once every three months or once a year.

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<sup>14</sup> Multiple responses allowed; percentages may exceed 100%.

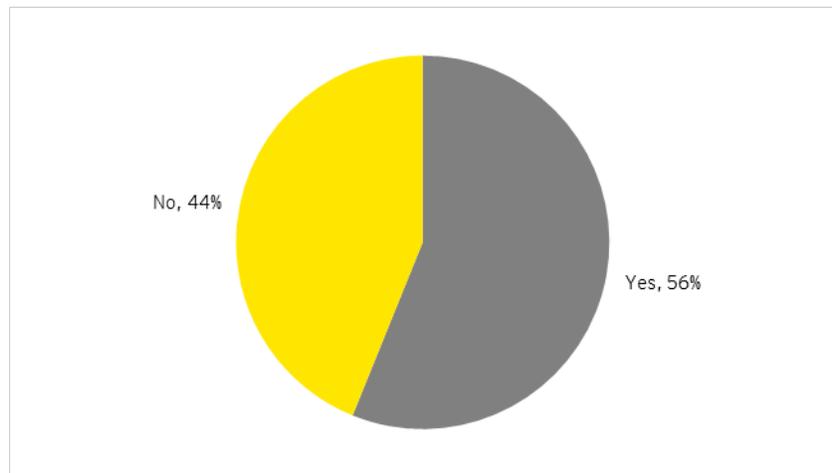
<sup>15</sup> Note that libraries across the Province vary in their hours of operation - including times of day and days of the week that libraries are open.

<sup>16</sup> All other responses provided by less than 5% of survey respondents. Multiple responses allowed; percentages may exceed 100%.



Figure C.3: Do you use eLibrary Services?

Subset: Library users (n=2,072)



#### 4. Library used most often by library users (n=2,072)

Library users (n=2,072) were asked to identify the library that they used most often, and these results were examined by type of library user: frequent user<sup>17</sup>, regular user<sup>18</sup>, and infrequent user<sup>19</sup>.

Table C.4: Library used most often by type of library user (frequent, regular, infrequent)

Subset: Library users (n=2,072)

Library used most often	Frequent users (n=1,170)	Regular users (n=739)	Infrequent users (n=163)	Overall (n=2,072)
A.C. Hunter (St. John's)	11%	25%	19%	17%
Buchans	7%	2%	3%	5%
Labrador City	3%	5%	10%	4%
Centreville	4%	3%	2%	4%
Corner Brook	4%	4%	2%	4%
Bishop's Falls	3%	2%	1%	3%
Marjorie Mews Public Library (St. John's)	2%	3%	3%	2%
Wabush	2%	1%	3%	2%
Stephenville	2%	2%	4%	2%
Twillingate	2%	1%	2%	2%
Glenwood	2%	1%	1%	2%

<sup>17</sup> Reported using the library at least once a week.

<sup>18</sup> Reported using the library every two weeks or once a month.

<sup>19</sup> Reported using the library once or a few times a year.

Library used most often	Frequent users (n=1,170)	Regular users (n=739)	Infrequent users (n=163)	Overall (n=2,072)
Hermitage	2%	2%	1%	2%
Lark Harbour	2%	2%	3%	2%
Conception Bay South	1%	2%	2%	2%
St. Lawrence	2%	2%	1%	2%
Mount Pearl	1%	2%	1%	2%
Clarenville	1%	2%	5%	2%

As shown above, the A.C. Hunter library was the most frequently cited library among survey respondents. Among the subset of frequent users (who frequented the library at least once a week) the A.C. Hunter and Buchans libraries were used most often.

In general, the libraries most often used corresponded to the communities in which survey respondents reported residing.

**Table C.5: Library used most often/community**

**Subset: Library users (n=2,072)**

Library used most often by library users (n=2,072)	Community in which survey respondents resided (n=2,072)
A.C. Hunter (St. John's) – 17%	St. John's – 14%
Buchans – 5%	Buchans – 4%
Labrador City – 4%	Labrador City – 4%
Centreville – 4%	Centreville – 1%
Corner Brook – 4%	Corner Brook – 2%
Bishop's Falls – 3%	Bishop's Falls – 2%
Wabush – 2%	Wabush – 2%
Stephenville – 2%	Stephenville – 2%
Mount Pearl – 2%	Mount Pearl – 2%
Twillingate – 2%	Twillingate – 2%

### 5. Satisfaction with library locations/facilities among library users (n=2,072)

Library users (n=2,072) were asked several questions about the location, condition, and physical space of their local libraries. In general, survey respondents were satisfied with the current location of their local library (97% were at least *somewhat satisfied*), and with their library's physical space and conditions (93% were at least *somewhat satisfied*).



## Experience with programs/services at the library

Library users (n=2,072) were asked about their use of various programs and services provided by the library.

### 1. Library programs

The table below provides an overview of the use of library programs.

**Table C.6: Overview of use of various programs at the library within the past year**

**Subset: Library users (n=2,072)**

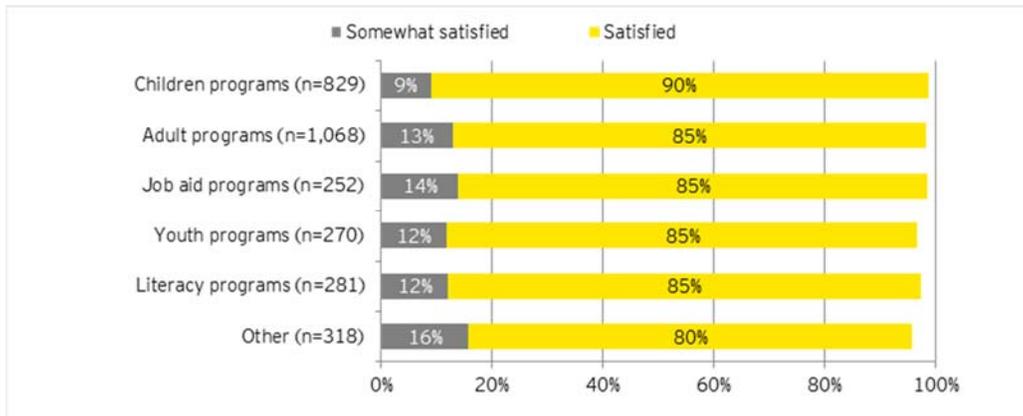
Program/services	% yes			
	Frequent users (n=1,170)	Regular users (n=739)	Infrequent users (n=163)	Overall (n=2,072)
Adult programs	60%	45%	30%	52%
Children's programs	47%	32%	25%	40%
Literacy programs	18%	9%	5%	14%
Youth programs	18%	8%	5%	13%
Job aid programs	16%	8%	8%	12%
Other programs (n=279)	14%	14%	10%	13%
<i>Services other than programs</i>	87%	81%	71%	84%
<i>Educational programs (e.g., classes, workshops)</i>	8%	8%	18%	9%
<i>Book clubs</i>	4%	8%	<1%	5%
<i>SEED Library program</i>	2%	2%	6%	2%
<i>Summer reading program</i>	1%	1%	6%	1%
<i>Recreational program</i>	1%	1%	6%	1%
<i>Other - unspecified</i>	-	2%	-	1%

\*Multiple responses allowed; percentages may exceed 100%.

Library users who reported using various programs at the library within the past year were asked to indicate how satisfied they were with each program. In general, satisfaction levels with library programs were quite high (96% to 99% were at least *somewhat satisfied*).

Figure C.4: Level of satisfaction with library programs

Subset: Library users who have used each program within the past year



## 2. Library services

The table below provides an overview of the use of library services.

Table C.7: Overview of use of various services at the library within the past year

Subset: Library users (n=2,072)

Program/services	% yes			
	Frequent users (n=1,170)	Regular users (n=739)	Infrequent users (n=163)	Overall (n=2,072)
Books and collections	94%	92%	71%	91%
Computers with public internet access	66%	39%	28%	54%
WiFi	59%	39%	28%	50%
Quiet reading/study areas	53%	40%	26%	46%
Interlibrary loans	52%	44%	16%	46%
eLibrary services	42%	49%	47%	45%
Home readers	12%	9%	2%	10%
Books by mail	8%	5%	4%	6%
Other (n=184)	9%	9%	9%	9%
<i>Mentions other than services (e.g., programs, clubs, meetings)</i>	53%	39%	43%	47%
<i>Audiovisual collections</i>	28%	19%	29%	24%
<i>Printing services</i>	12%	12%	29%	13%
<i>Book club kit/materials</i>	1%	14%	7%	7%



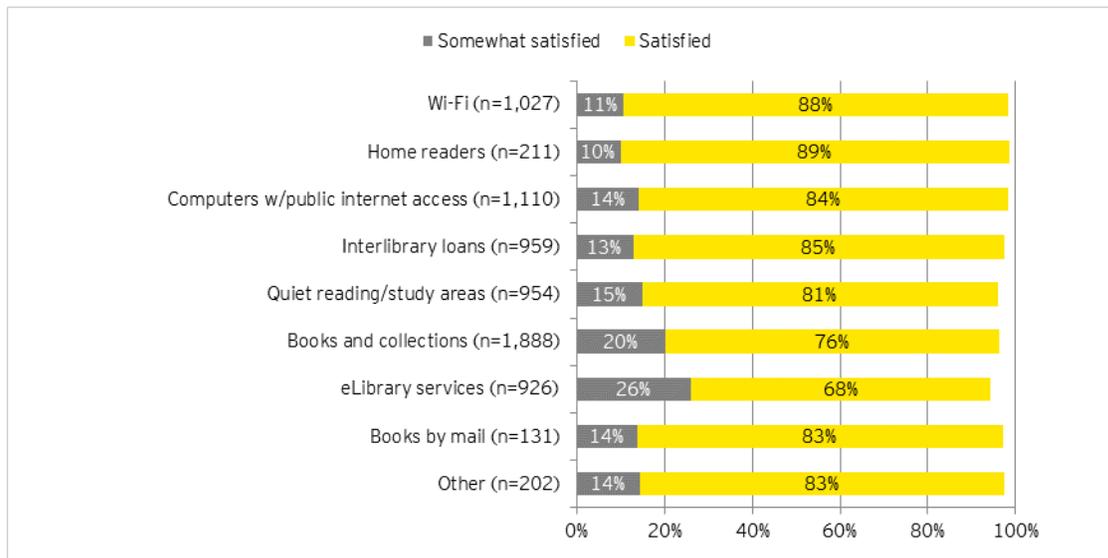
Program/services	% yes			
	Frequent users (n=1,170)	Regular users (n=739)	Infrequent users (n=163)	Overall (n=2,072)
Workshops/classes/presentations	4%	7%	-	5%
Librarian/technology support	3%	6%	-	4%
Author visits and readings	7%	-	-	4%
Book fair/sales	2%	4%	-	3%

\*Multiple responses allowed; percentages may exceed 100%.

Library users who reported using various services at the library within the past year were asked to indicate how satisfied they were with each service. In general, satisfaction levels with library services were quite high (94% to 99% were at least *somewhat satisfied*).

Figure C.5: Level of satisfaction with library services

Subset: Library users who have used each service within the past year



### Future use of libraries

Library users (n=2,072) were asked several questions to assess their perceptions of the future use of libraries including what could be done to encourage them to visit or use programs/services from the library and what (if anything) needs to change to improve programs/services at their library.

As shown in the table below, survey respondents cited a number of needed changes related to the library's operations and infrastructure (38%), as well as improvements to programming (17%) and materials and/or technology (13%). Over one-third of library users reported that nothing could be done to encourage more frequent visits/use of the library.

**Table C.8: What could be done to encourage you to visit or use programs and services from a library more often?**

*Subset: Library users (n=2,072)*

	Frequent users (n=1,170)	Regular users (n=739)	Infrequent users (n=163)	Overall (n=2,072)
<b>Operational/infrastructure changes</b>	36%	40%	36%	38%
Increase/better hours of operations	20%	18%	16%	19%
Better public relations/more community involvement	9%	13%	10%	11%
Improve infrastructure/facilities/maintenance (e.g., accessibility, building appearance, repairs)	4%	4%	7%	4%
Add comfortable/quiet reading space	2%	2%	1%	2%
Increase funding	1%	1%	1%	1%
Increase staffing/staff training	1%	1%	1%	1%
Provide/make available coffee/snacks	1%	1%	2%	1%
Bigger space	1%	1%	1%	1%
Better customer service	1%	2%	1%	1%
Open new libraries/branches	1%	2%	2%	1%
Improve/streamline library administration system/services	1%	1%	3%	1%
<b>Improve/increase programming/events</b>	16%	19%	15%	17%
More/better general programs	6%	6%	6%	6%
More/better children's/youth programs (general)	4%	4%	3%	4%
More/better educational programming (general)	3%	3%	2%	3%
More/better adult programs (general)	3%	3%	3%	3%
Increase/add author visits/book readings	1%	3%	1%	1%
Add/increase programs for seniors	1%	1%	1%	1%
Offer/host a book club	1%	2%	1%	1%
Offer more/better special events	1%	1%	2%	1%
<b>Improvements to materials/technology</b>	14%	13%	11%	13%
More up-to-date reading material	12%	12%	10%	12%
More up-to-date technology	2%	1%	1%	1%
Offer more/better resources (non-specific)	1%	-	-	1%
<b>Nothing/doesn't need change</b>	36%	30%	32%	33%



	Frequent users (n=1,170)	Regular users (n=739)	Infrequent users (n=163)	Overall (n=2,072)
Don't know	3%	5%	9%	4%
Refusal	1%	1%	1%	1%
Other	2%	3%	3%	2%

\*Multiple responses allowed; percentages may exceed 100%.

Similarly, when asked what changes, if any, could be made to improve programs and services at their local library, survey respondents stated improvements to library's operations and infrastructure (33%), as well as improvements to materials and/or technology (11%) and programming (10%). Once again, approximately one-third of library users (30%) reported that no changes were needed to improve their libraries' programs/services.

Table C.9: What changes, if any, can be made to improve the programs and services at your local library?

Subset: Library users (n=2,072)

	Frequent users (n=1,170)	Regular users (n=739)	Infrequent users (n=163)	Overall (n=2,072)
<b>Operational/infrastructure changes</b>	34%	34%	23%	33%
Increase/better hours of operations	16%	14%	4%	14%
Better public relations/more community involvement	6%	7%	9%	6%
Improve infrastructure/facilities/maintenance (e.g., accessibility, building appearance, repairs)	5%	5%	2%	5%
Increase funding	5%	5%	6%	5%
Increase staffing/staff training	4%	4%	1%	4%
Bigger space	2%	3%	1%	2%
Add comfortable/quiet reading space	1%	1%	-	1%
<b>Improvements to materials/technology</b>	11%	11%	9%	11%
More up-to-date reading materials	8%	9%	6%	8%
More up-to-date technology	2%	2%	2%	2%
<b>Improve/increase programming/events</b>	9%	11%	9%	10%
More/better general programs	4%	4%	6%	4%
More/better children's/youth programs (general)	3%	3%	2%	3%
More/better educational programming (general)	2%	1%	-	1%
More/better adult programs (general)	1%	1%	1%	1%

	Frequent users (n=1,170)	Regular users (n=739)	Infrequent users (n=163)	Overall (n=2,072)
Special events (e.g., book launches, literary events, author/writer's talks)	1%	2%	2%	1%
<b>Nothing/doesn't need change</b>	32%	28%	28%	30%
<b>Don't know</b>	18%	20%	32%	20%
<b>Refusal</b>	2%	3%	5%	3%
<b>Other</b>	2%	3%	4%	2%

\*Multiple responses allowed; percentages may exceed 100%.

### Other feedback/final comments

All survey respondents were given an opportunity to provide additional feedback on topics of their choosing as the final question in the survey. As shown in the table below, well over half (61%) of all survey respondents did not provide additional feedback. Those that did often commented on the closure of the libraries (19%), general positive comments related to libraries/librarians (12%), specific comments related to materials/technology or programming (10%), or some other topic (17%).

**Table C.10: Additional feedback/final comments**

	Frequent users (n=1,170)	Regular users (n=739)	Infrequent users (n=163)	Non-users (n=47)	Overall (n=2,119)
<b>Comments related to closure of libraries</b>	21%	16%	13%	6%	19%
Don't close libraries/keep libraries open	16%	10%	7%	6%	13%
Closing libraries will be a detriment to community/negatively impact literacy rates	5%	4%	4%	-	5%
Closing libraries does not save money/libraries are more valuable than the money it would save	1%	1%	-	-	1%
Allocate money from elsewhere in order to fund libraries (e.g., reduction in library materials/staffing/other public service)	1%	1%	1%	-	1%
Don't close libraries: regionalize/partner/amalgamate services	-	1%	2%	-	1%
<b>General positive comments</b>	13%	11%	6%	2%	12%
Unspecific positive remarks (e.g., great place, nice building, libraries are needed/important)	11%	9%	4%	2%	10%
Positive remarks about staff/customer service/programming	3%	3%	1%	-	3%



	Frequent users (n=1,170)	Regular users (n=739)	Infrequent users (n=163)	Non-users (n=47)	Overall (n=2,119)
<b>Comments related to materials/technology</b>	9%	7%	6%	9%	8%
Free/local access to materials/technology	5%	5%	4%	2%	5%
Important as provided access to reading materials/technology	3%	3%	1%	6%	3%
More up-to-date reading materials/technology	1%	1%	1%	2%	1%
<b>Comments related to programming</b>	2%	2%	1%	-	2%
Libraries are important because they offer children's programs	2%	1%	1%	-	1%
More/better programming, general	1%	1%	-	-	1%
Programming for specific groups (seniors, low-income families)	-	-	-	-	-
<b>Other comments</b>	18%	16%	17%	15%	17%
Libraries are necessary for education/learning/literacy	6%	5%	6%	2%	6%
Libraries provide community space (socializing, interaction, public space)/inclusive space (safe, welcoming)	5%	4%	5%	2%	4%
Comments on the cost/process of the consultations/library review	3%	3%	3%	2%	3%
More/less funding for libraries	2%	2%	1%	-	2%
Increase staff/staff training	1%	1%	1%	-	1%
Improve infrastructure/facilities/maintenance (e.g., accessibility, building appearance, comfort, repairs)	1%	1%	1%	-	1%
Build more libraries/branches/re-open libraries	-	1%	1%	-	1%
Libraries are unnecessary/not needed/close libraries	-	-	2%	4%	1%
Interprovincial comparison/NL compared to other provinces	1%	1%	2%	-	1%
Better/more hours	1%	1%	1%	-	1%
Better/more advertisement for libraries	1%	1%	-	-	1%
Libraries should make coffee available	-	-	1%	-	-
Decrease staff/staff training	-	-	-	-	-

	Frequent users (n=1,170)	Regular users (n=739)	Infrequent users (n=163)	Non-users (n=47)	Overall (n=2,119)
Libraries benefit the economy	-	-	-	-	-
Restructure library boards	-	-	-	-	-
<b>No comments</b>	56%	65%	72%	70%	61%
<b>Don't know/refusal</b>	-	-	-	2%	-

\*Multiple responses allowed; percentages may exceed 100%.

### Highlights from written submissions

An overview of the content of the 383 written submissions received as part of this Review is provided below.

Written submissions included responses to three key questions:

1. Why is a library important to the community?
2. What kinds of programs or services do you need from a public library?
3. What do you think needs to change in public library service?

#### 1. Importance to the community

The following table outlines the main comments and themes identified in the written submissions. The majority of written submissions discussed the importance of a library to the community in terms of providing access to materials and/or technology. The role of the library as a community, social and/or cultural place was noted, as well as a variety of other benefits of having a library in the community.

Q1: Why is a library important to the community? (n=383)	
<b>Access to materials/technology</b>	68%
Free access to materials/technology	38%
General access to materials/technology	46%
<b>Community/social/cultural place</b>	46%
Community place (socializing, interaction, public space)	40%
Inclusive space (inviting/everyone is welcome)	14%
<b>Programming</b>	36%
Children's/youth programs (general)	21%
Educational programming (general)	11%
Offers programming (general)	8%
Provides programs for seniors	5%
Adult programs (general)	4%



Q1: Why is a library important to the community? (n=383)	
<b>Variety of benefits of libraries (e.g., literacy, reading space, place to get help)</b>	38%
Promotes reading/literacy	20%
Help/support (e.g., librarian assistance, homework and research help, resumes)	14%
Provides quiet reading space	10%
A needed/essential service, unspecified (e.g., need it, use it a lot, depend on it)	2%
Health benefits (e.g., mental health, reading is good for memory improvement)	2%
<b>Economic reasons</b>	8%
Provides economic benefits	5%
Tourism (e.g., support for tourism, tourist services, increase tourism)	4%
<b>Other</b>	3%
Libraries are not/no longer important/relevant	1%
<b>Don't know/no comment</b>	12%

\*Multiple responses allowed; percentages may exceed 100%.

## 2. Programs/services needed from a public library

The following table outlines the main comments and themes identified in the written submissions. The majority of written submissions discussed the need for materials and/or technology, specific programs, the library as a public space, and other library services.

Q2: What kinds of programs or services do you need from a public library? (n=383)	
<b>Materials/technology and related services</b>	65%
Updated reading material	52%
Updated technology	28%
Internet services	23%
Printing services	9%
Interlibrary loan system	4%
Research materials/resources (general)	2%
<b>Programming</b>	54%
Children's/youth programs (general)	30%
Educational programming (general)	21%
Programs, general (e.g., no age specifications, programming)	13%
Story time	13%
More programs for seniors	9%
Adult programs (general)	7%

Q2: What kinds of programs or services do you need from a public library? (n=383)	
More programming for specific groups (e.g., teens, immigrants, persons with disabilities)	3%
Job aid programs	1%
<b>Other services/functions as a public space</b>	<b>35%</b>
Services other than library programs (e.g., community place, socializing, interaction, public space)	16%
Book clubs/reading groups	16%
Special events (e.g., author readings/presentations/movie night)	7%
Arts and crafts	6%
Meeting space (e.g., providing space for activities, tutoring, community groups)	4%
<b>Other library services</b>	<b>23%</b>
Help/support (e.g., librarian assistance, homework and research help, resumes)	19%
Provide comfortable/quiet reading space	5%
<b>Other</b>	<b>10%</b>
Better/more hours (e.g., flexible schedule, extended hours)	3%
Everything/all of them (unspecific)	1%
<b>Don't know/no comment</b>	<b>14%</b>

\*Multiple responses allowed; percentages may exceed 100%.

### 3. Changes needed in public library service

The following table outlines the main comments and themes identified in the written submissions. As shown below, the majority of written submissions discussed a variety of operational and infrastructure changes, as well as improvements to materials and/or technology, and specific programs.

Q3: What do you think needs to change in public library service? (n=383)	
<b>Operational/infrastructure changes</b>	<b>55%</b>
Increase/better hours of operations	24%
Increase funding	14%
Better public relations/more community involvement	13%
Increase staffing/staff training	10%
Streamline or improve administrative/bureaucratic services	7%
Improve infrastructure/facilities/maintenance (e.g., accessibility, building appearance, repairs)	7%
Open coffee shops in libraries	5%



Q3: What do you think needs to change in public library service? (n=383)	
Open new locations/branches	3%
Generate revenue/fundraise/accept donations	1%
Add/make bigger space	1%
<b>Improvements to materials/technology</b>	<b>19%</b>
More/up-to-date material (e.g., DVDs, books, reference material, e-books, audiobooks)	16%
More up-to-date technology	6%
Improve/offer interlibrary loan service	1%
<b>Improve/increase programming</b>	<b>19%</b>
Offer more programs (general)	9%
More/better educational programming (general)	4%
More/better children's/youth programs (general)	4%
Offer more/better special events and activities	4%
More resources (unspecified)	4%
More/better adult programs (general)	1%
More/better seniors programs	1%
<b>Other</b>	<b>16%</b>
Nothing needs to change/everything is good	13%
Add comfortable/quiet reading space	1%
<b>Don't know/no comment</b>	<b>18%</b>

\*Multiple responses allowed; percentages may exceed 100%.

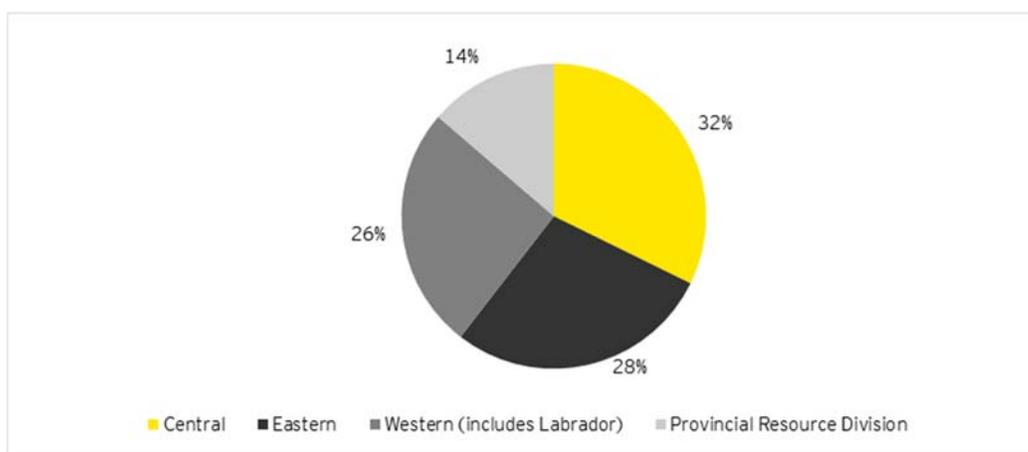
## Appendix D: Staff survey results

This section provides an overview of the staff survey results. Respondents answered questions related to the perceived role of libraries in their community, as well as the current use of programs/services by library patrons; how well programs/services are meeting the needs of library patrons; the level of satisfaction with a variety of aspects of the library; perspectives on the effectiveness their local library board; challenges in delivering library programs and services and opportunities to improve the library system. A total of 124 of 153 (81%) library staff responded to the survey.

### Geographic profile of survey respondents

The following figure shows a geographic profile of survey respondents based on library regions.

Figure D.1: Demographic profile of survey respondents (n=124)



As shown in Figure D.1, the survey was completed by library staff from all four regions.

### Importance of local libraries

Survey respondents were asked an open-ended question about why local libraries are important to their communities. Top responses were related to access to materials/technology available at the library and the library as a community, social, or cultural place.

Table D.1: In your opinion, why is your local library important to your community? (n=124)

Reasons	%
<b>Access to materials/technology</b>	82%
General access to materials/technology	52%
Free access to materials/technology	45%
<b>Community/social/cultural place</b>	62%
Community place (socializing, interaction, public space)	44%
Inclusive space (inviting/everyone is welcome)	14%



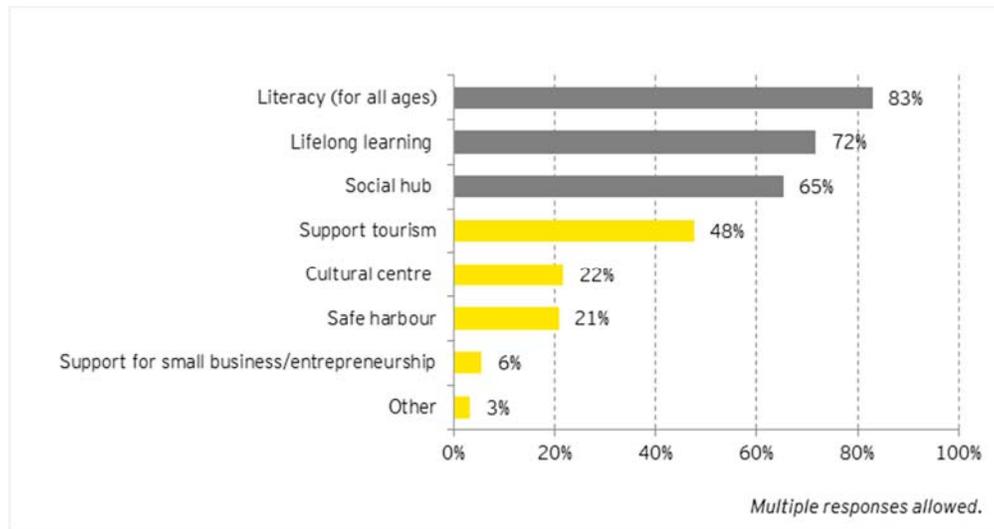
Reasons	%
It is a vital part of our community culture	14%
Special events (general)	9%
<b>Programming</b>	<b>46%</b>
Children's/youth programs (general)	27%
Offers programs/resources (for all ages) (general)	16%
Offers programs for seniors	11%
Adult programs (general)	5%
Educational programming (general)	3%
<b>Variety of benefits of libraries (e.g., literacy, reading space, place to study)</b>	<b>26%</b>
Promotes reading/literacy for all ages	19%
Is a gathering place for students to study, tutor, etc.	4%
Comfortable/quiet reading space	3%
<b>Economic reasons</b>	<b>14%</b>
Supports tourism – a place that provides services to visitors to the area	14%
<b>Other</b>	<b>8%</b>
Other	8%

*\*Multiple responses allowed; percentages may exceed 100%.*

Survey respondents were then asked to identify the response option(s), from a list provided, that best describe the role the library plays in their community. Respondents were permitted to select up to three responses from the following list:

- A. *Cultural centre – a place that promotes culture and arts;*
- B. *Social hub – a place where members of the community meet and participate in social activities;*
- C. *Support tourism – a place that provides services to the visitors of the area;*
- D. *Lifelong learning – a place aimed at promoting and providing continuous knowledge, skills, education and training for any age;*
- E. *Safe harbour – a place for at-risk members of society;*
- F. *Literacy (for all ages);*
- G. *Support for small businesses/entrepreneurship; and*
- H. *Other, please specify.*

Figure D.2: Which of the following best describes the role the library plays in your community? (n=124)



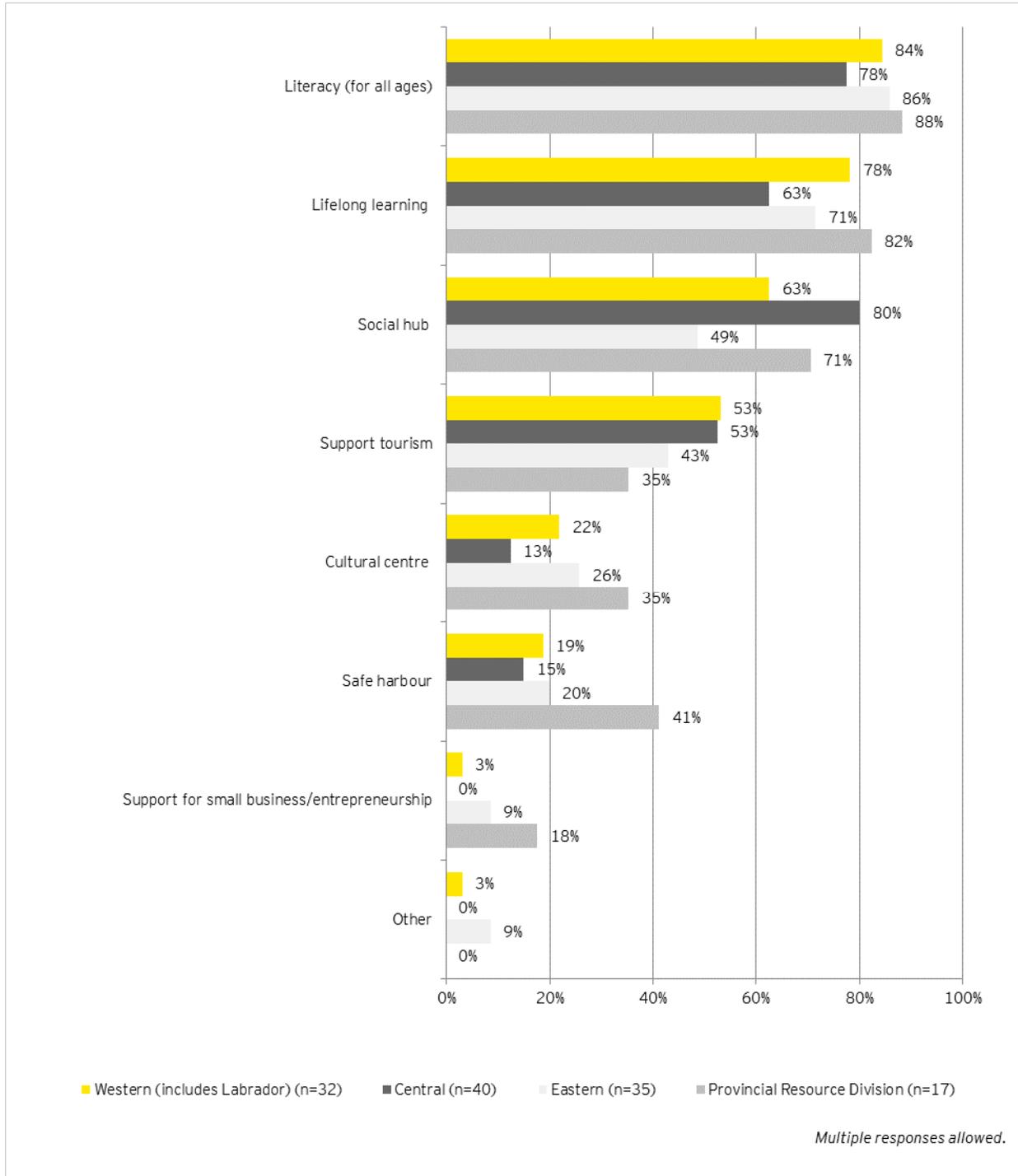
As shown in Figure D.2, survey respondents most often identified *literacy*, *lifelong learning*, and *social hub* as the role of the library in their community.

These responses were fairly consistent across regions (see Figure D.3 for details) – with *social hub* being identified more often by respondents in Central (80%) than in Eastern (49%)<sup>20</sup>.

<sup>20</sup> No other differences between regions were statistically significant.



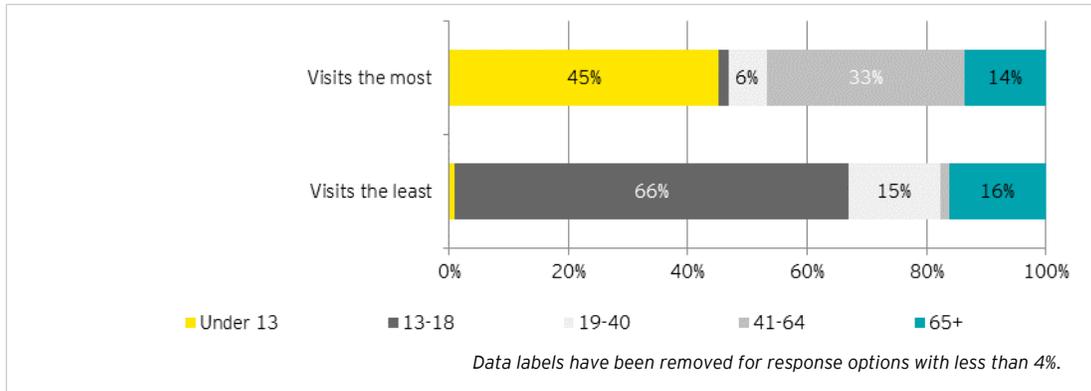
Figure D.3: Which of the following best describes the role the library plays in your community, by region? (n=124)



## Library users

Respondents were asked to identify their library's patrons by age group in terms of how frequently those patrons visit the library. As shown in Figure D.4 below, frequent users were typically children under 13, adults 41-64 (many likely parents/guardians of the children), and seniors 65+.

Figure D.4: How frequently different age groups visit your library in a typical year – Responses for Visits the most and Visits the least (n=124)



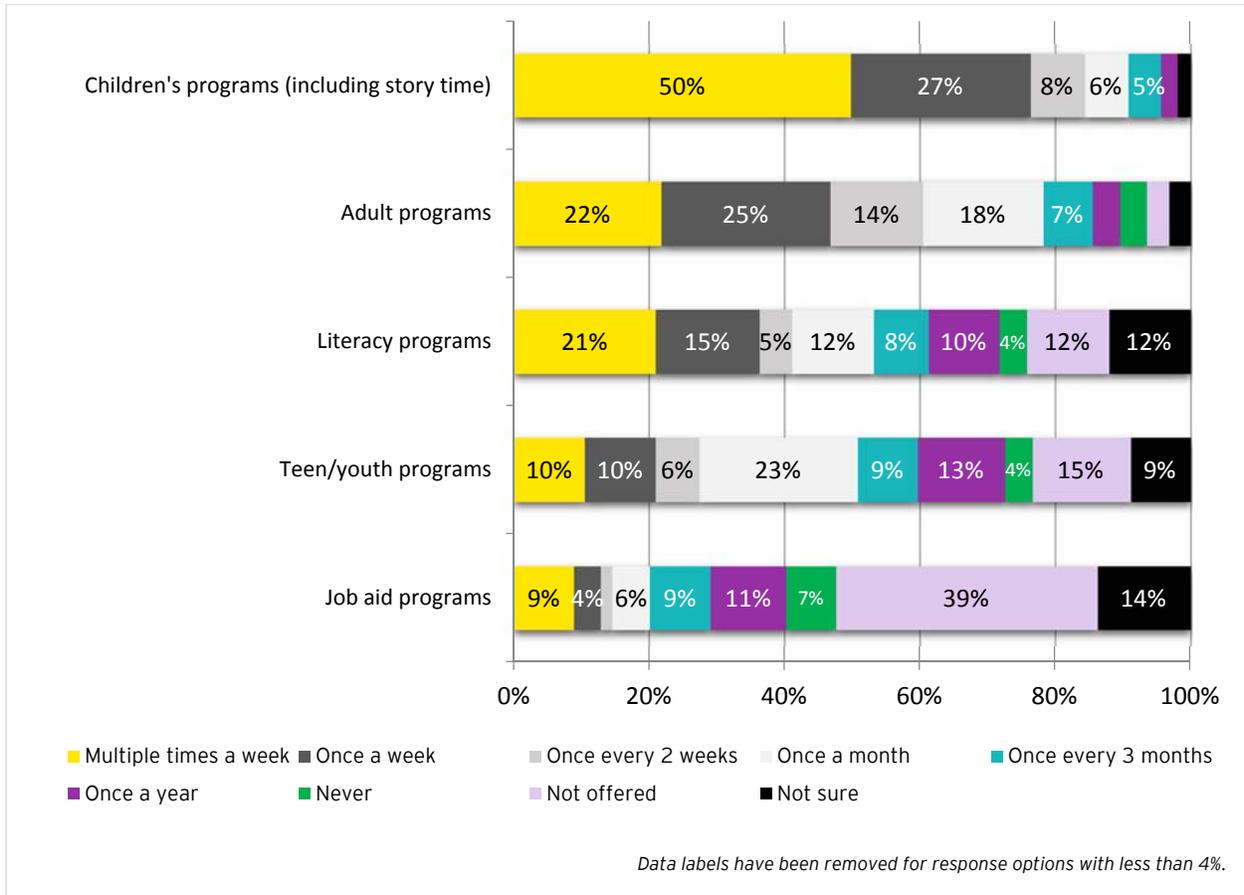
45% reported that children under 13 visited the most, and 33% reported that adults 41-64 visited the most. Teens overwhelmingly visited the library the least (66% reported that patrons 13-18 visited the least).

## Use of library programs

As shown in the figure below, the program that was used most often by far was *children's programs (including story time)* – 77% of library staff reported that this program was used at least once a week (50% multiple times a week; 27% once a week). Adult programs were fairly frequently used, with 61% of respondents reporting that adult programs were used at least once every two weeks (22% multiple times a week; 25% once a week; 14% once every two weeks). In comparison, both literacy programs and teen/youth programs were used less frequently. Half of survey respondents reported that these programs were used at least once a month – while about a quarter reported that these programs were either not offered or respondents were unsure how often they were used. It is important to note that while job aid programs were used fairly infrequently (only 20% reported that this program area was used at least once a month) over half of all survey respondents reported that *job aid programs* were either not offered, or were unsure how often they were used.



Figure D.5: How often have the following programs been used at your library(s) within the past year? (n=124)



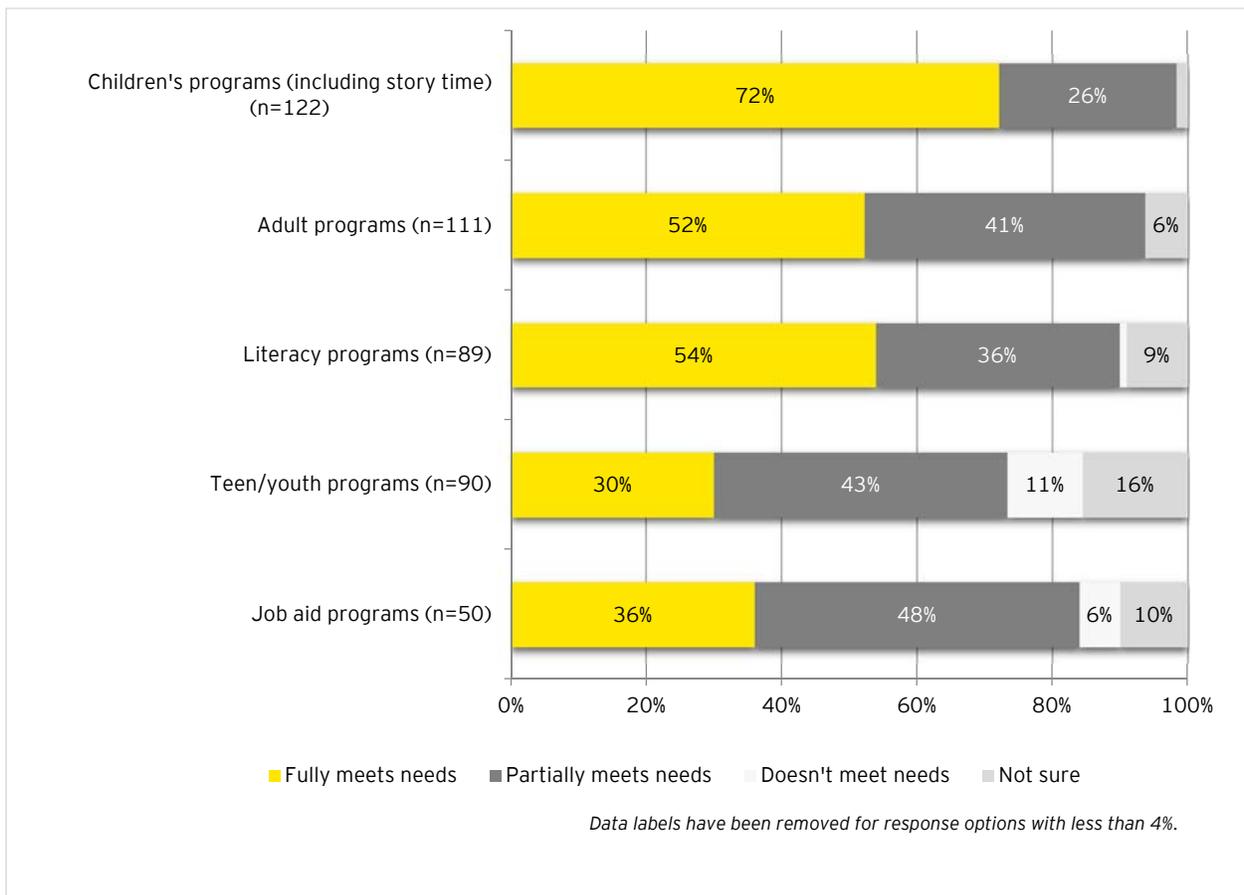
In addition to these five program areas, a small proportion of survey respondents (n=20) also mentioned:

- A. *Author visits;*
- B. *Creative programs (e.g., painting classes, rug hooking);*
- C. *Clubs/groups (e.g., book clubs, poetry groups);*
- D. *After-school programs;*
- E. *Guest speakers; and*
- F. *Other special events (e.g., 100th anniversary of Beaumont Hamel).*

With the exception of *children's programs (including story time)*, which was viewed very positively (72% of respondents reporting that this program *fully meets needs*), respondents often reported that current programming was not fully meeting their needs. Just over half of respondents reported that their needs were fully met for *adult programs* and *literacy programs*. Approximately one-third reported that their needs were fully met for *teen/youth programs* and *job aid programs*.

**Figure D.6: Based on your experience and feedback received from your patrons, how do the following library programs meet your local community's needs?**

*Subset: Respondents that reported the program was used within the past year*

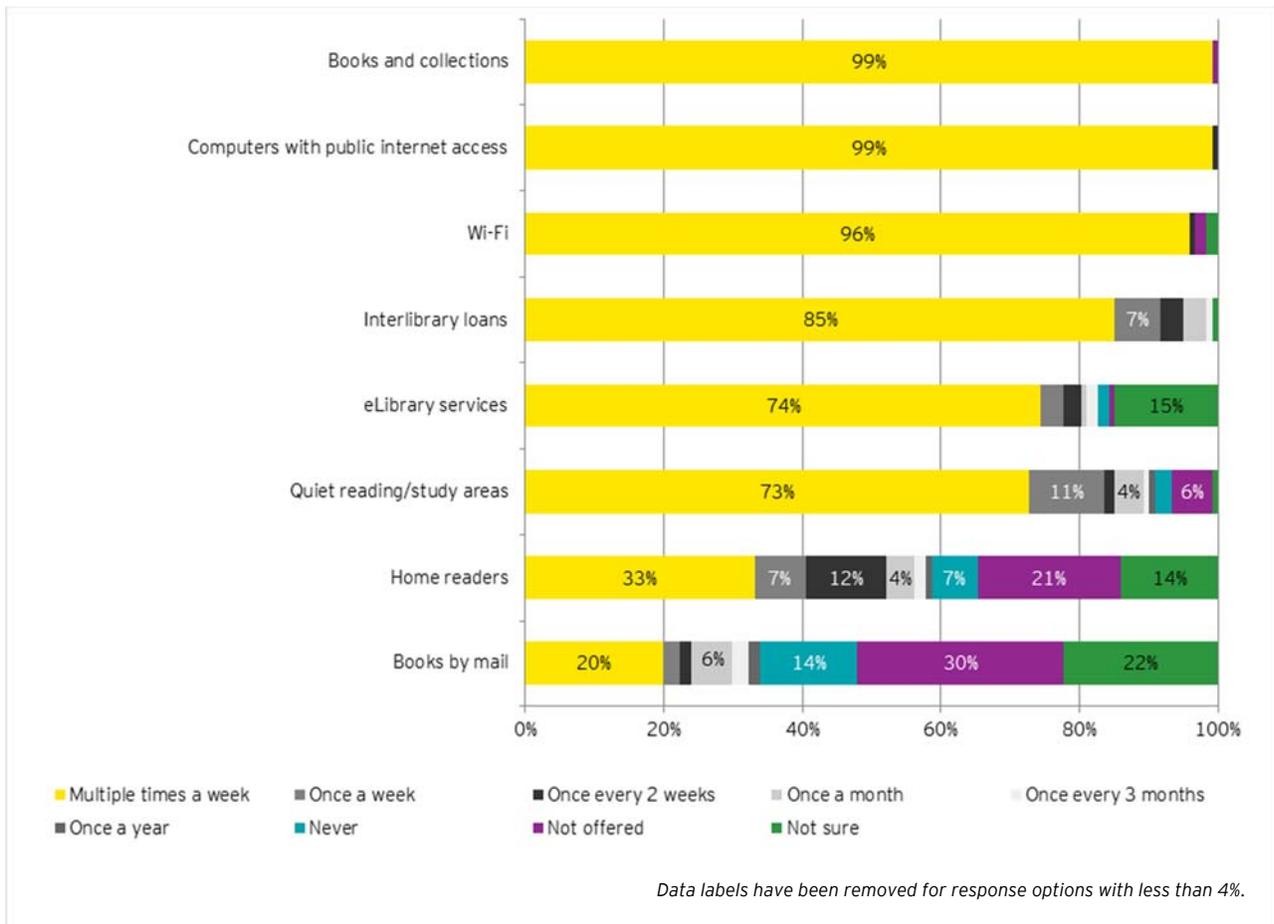




## Use of library services

As shown in the figure below, the top services (over 95% reported that the service was used multiple times per week) were *books and collections*, *computers with public internet access*, and *WiFi*. Use of *interlibrary loans*, *eLibrary services* and *quiet reading/study areas* was also quite frequent (between 73% and 85% reported that these services were used multiple times a week), whereas *home readers* and *books by mail* were more infrequent, or in some cases respondents reported that these services were not offered or were unsure how often they were used.

Figure D.7: How often have the following services been used at your library(s) within the past year? (n=124)

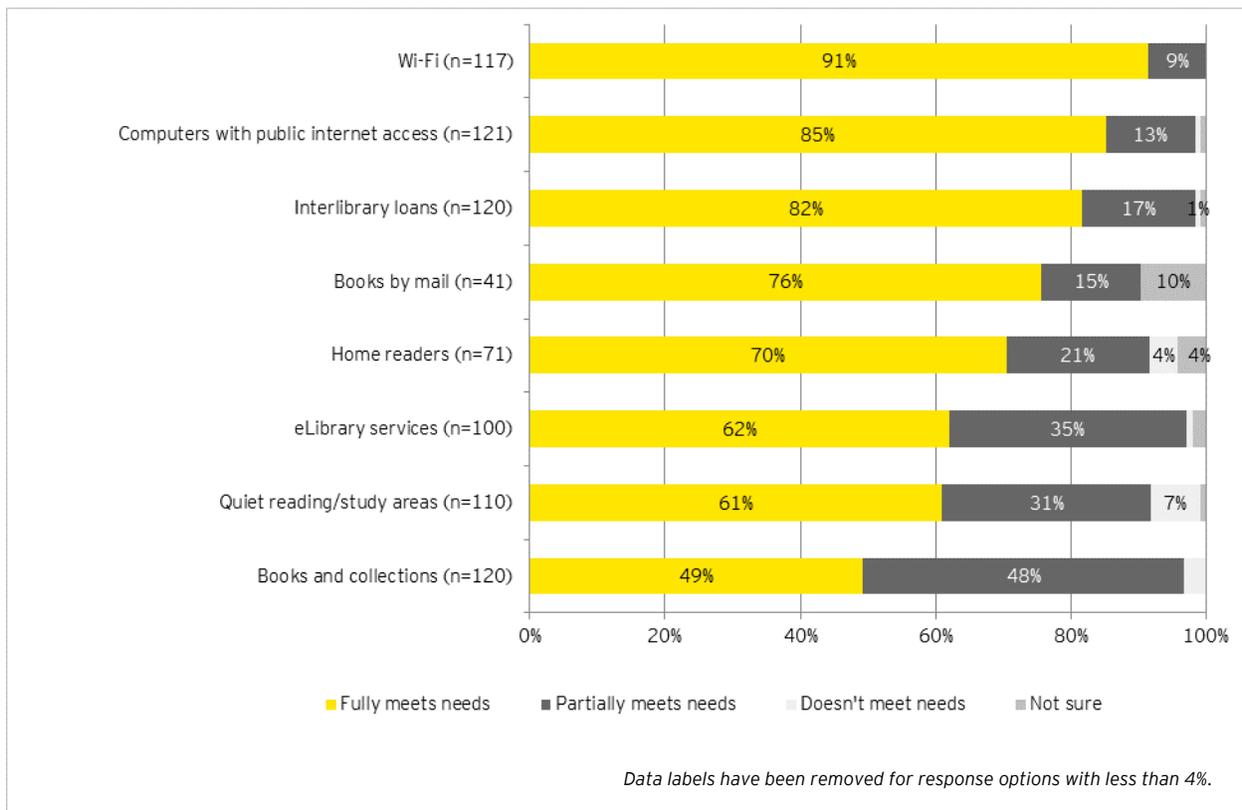


In addition to these services, a small proportion of survey respondents (n=8) also mentioned printing services, audiobooks, and other services.

Respondents were generally satisfied with library services, with over 80% reporting that *WiFi*, *computers with public internet access*, and *interlibrary loans* fully meets their needs. Interestingly, less than half of all respondents who reported that *books and collections* were used in the past year reported that this service fully met their needs.

**Figure D.8: Based on your experience and feedback received from your patrons, how do the following library services meet your local community's needs?**

*Subset: Respondents that reported the program was used within the past year*



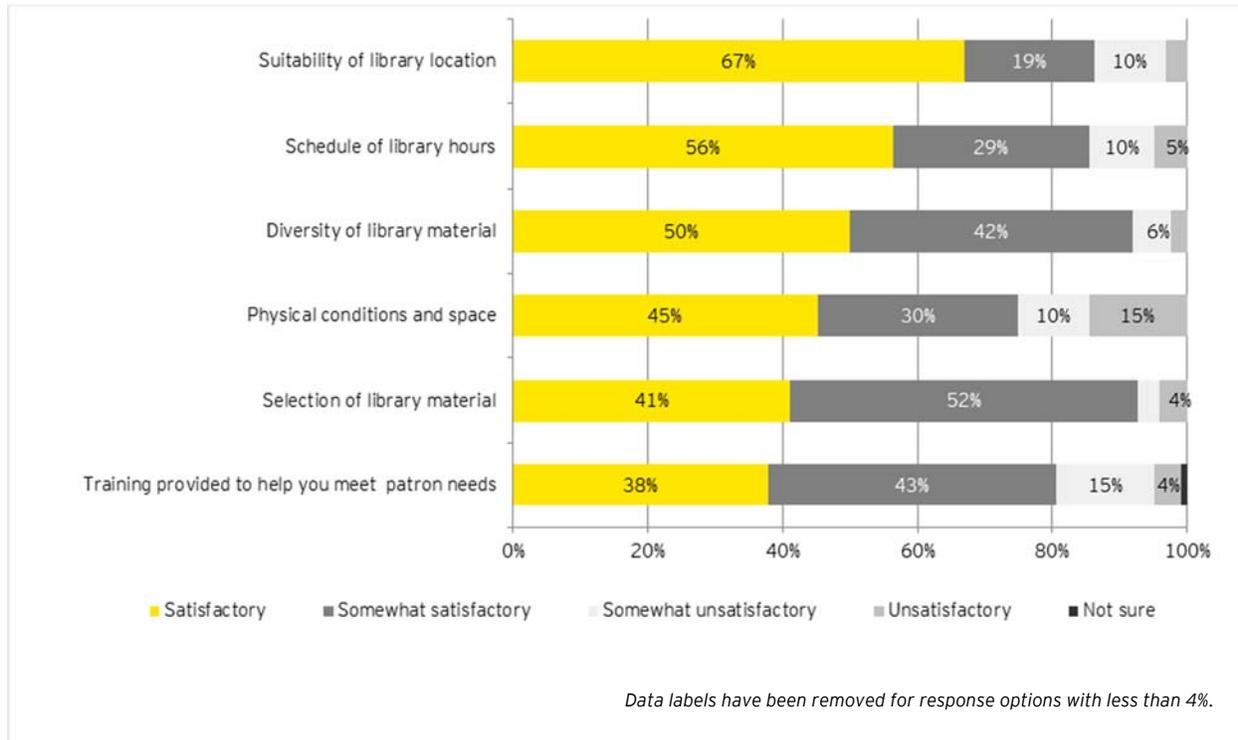
### Overall perspectives: satisfaction and opportunities for the future

Respondents were asked about their satisfaction with a variety of aspects related to materials, infrastructure, and administration of library programs and services. In general, the majority of respondents were at least somewhat satisfied with a variety of aspects related to their library. The aspect in which respondents were least satisfied was their library's *physical conditions and space* (10% somewhat unsatisfactory; 15% unsatisfactory). When examining responses by library region, those in the Provincial Resource Division were generally less satisfied: between 12% and 24% rated each aspect of the library unsatisfactory; however, only satisfaction with *physical conditions and space* was significantly different between the Provincial Resource Division and other regions, with 65% rating *physical conditions and space* as unsatisfactory (between 3% and 11% of respondents in other regions



rated *physical conditions and space* as unsatisfactory)<sup>21</sup>. However, these results should be interpreted with caution due to small sample sizes (n=17).

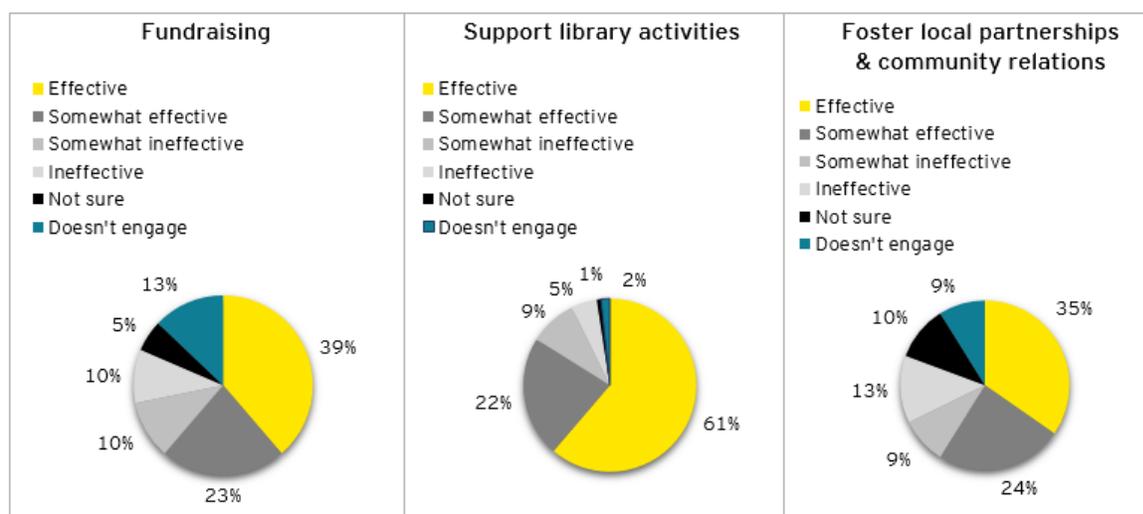
Figure D.9: How would you rate your satisfaction with the following based on your library(s)? (n=124)



<sup>21</sup> No other differences in satisfaction ratings were statistically significant.

Respondents were asked how effective their local library board is in fundraising, fostering local partnerships and community relations, and supporting library activities. Overall, respondents reported that their library board was effective in *supporting library activities* (83% reported the board was at least somewhat effective), but somewhat less effective in *fostering local partnerships and community relations* (59% reported the board was at least somewhat effective) and *fundraising* (62% reported the board was at least somewhat effective). The proportion rating their local library board as ineffective in *fostering local partnerships and community relations* was higher for the Provincial Resource Division (53% rated the board as ineffective) compared with other regions (between 3% and 9% of respondents in other regions rated the board as ineffective).

Figure D.10: Effectiveness of local library board in select activities (n=124)



Reported challenges related to the operation of the library and/or the library's infrastructure (e.g., hours of operation, space, funding, etc.), the materials and/or technology, amount of support received (e.g., number of staff, amount of time to plan programs, etc.), and promoting and/or increasing patronage at the library.

Table D.2: What are challenges you encounter in providing library programs/services? (n=124)

	Provincial Resource Division (n=17)	Eastern (n=35)	Central (n=40)	Western (includes Labrador) (n=32)	Total
<b>Operational/infrastructure</b>	100%	63%	65%	63%	69%
Limited hours of operation	41%	31%	33%	31%	33%
Limited space	59%	29%	23%	19%	28%
Lack of funding/budget cuts	59%	26%	23%	9%	25%
Scheduling	-	9%	3%	16%	7%
Limited accessibility for patrons	18%	-	5%	6%	6%



	Provincial Resource Division (n=17)	Eastern (n=35)	Central (n=40)	Western (includes Labrador) (n=32)	Total
<b>Lack of adequate time/support</b>	41%	37%	38%	41%	39%
Understaffed	35%	17%	8%	22%	18%
Limited amount of time for planning programs and prep work	6%	11%	15%	9%	11%
Lack of training for support staff (e.g., understanding new technology, administering programs)	18%	9%	13%	9%	11%
Coming up with fresh ideas for programs	-	-	10%	-	3%
<b>Materials/technology</b>	41%	20%	33%	13%	25%
Lack of access to new materials (e.g., new books, technology, crafts)	29%	17%	30%	13%	22%
Lack of adequate resources	12%	6%	5%	-	5%
<b>Promotion/increasing library users</b>	41%	23%	13%	19%	21%
Lack of advertising/promotion	41%	17%	3%	9%	14%
Challenges reaching out to teenagers	-	-	10%	3%	4%
Decrease in population/changing demographics	-	6%	-	6%	3%
<b>Other</b>	6%	17%	10%	6%	10%
<b>Don't know</b>	-	3%	5%	-	2%
<b>Refusal</b>	-	3%	-	-	1%

*\*Multiple responses allowed; percentages may exceed 100%.*

When asked about opportunities to improve the public library system, respondents provided general suggestions that appear to address the challenges they are facing in delivering programming and services. One general suggestion was to fix operational and/or infrastructure changes such as extending the hours of operation, increasing funding and/or using funds more effectively, and increasing support (e.g., increase staffing and/or staff training). Another suggestion was to improve materials and/or technology.

Table D.3: What are the most significant opportunities to improve the NLPL? (n=124)

	Provincial Resource Division (n=17)	Eastern (n=35)	Central (n=40)	Western (includes Labrador) (n=32)	TOTAL
<b>Operational/infrastructure changes</b>	82%	63%	60%	66%	65%
Extended hours of operation	18%	40%	33%	38%	34%
Increase funding/use funds effectively	41%	31%	28%	25%	30%
Increase staffing/staff training	35%	17%	23%	22%	23%
Add/renovate/update buildings	35%	11%	13%	9%	15%
Improved accessibility for patrons	18%	3%	8%	3%	6%
<b>Improvements to materials/technology</b>	18%	23%	50%	19%	30%
More up-to-date reading material/equipment	18%	23%	50%	19%	30%
<b>Comments about library closures</b>	12%	34%	25%	16%	23%
Do not close small-town community libraries/keep all libraries open	6%	26%	18%	16%	18%
Close libraries that are small/unused/close together geographically	6%	9%	8%	-	6%
<b>Improve/increase programming/events</b>	6%	11%	13%	13%	11%
Better/more programming (general)	6%	11%	13%	13%	11%
<b>Other</b>	53%	29%	28%	34%	33%
More advertising/promotion	24%	9%	3%	16%	10%
More communication/interaction between the libraries and schools/teachers/parents/Department of Education, etc./more partners	24%	11%	10%	6%	11%
Other	24%	11%	18%	16%	16%
<b>Don't know</b>	6%	6%	-	6%	4%

\*Multiple responses allowed; percentages may exceed 100%.



## Appendix E: Service delivery and standards

Several Canadian jurisdictions have standards and other guidance established for their public library systems. Several are included herein to provide additional information to the readers of this Report and also as a source of input for the Provincial Board as it establishes standards and guidance for the NLPL. Included in this Appendix are standard summaries for the following service categories:

1. Hours of operation
2. Collections
3. Technology
4. Facilities

### E.1 Hours of operation

Province	Description																																
AB	<p>Public libraries housed in schools must be open to the public outside of the hours during which the school is in operation for regular classes, including being open during evenings or weekends or both, and during the summer.</p> <p style="text-align: right;"><i>Source: Jurisdictional scan</i></p>																																
MB	<p>The library must be open a minimum of 10 hours per week to qualify for provincial funding. In the previous three years, the library has assessed how well its open hours meet the needs of the community:</p> <ul style="list-style-type: none"> <li>▶ The library is open evenings and weekends in addition to regular working hours</li> <li>▶ In single-industry oriented communities, library hours take into account shift schedules</li> </ul> <p>Suggested weekly hours are as following:</p> <table border="1"> <thead> <tr> <th>Population</th> <th>Essential</th> <th>Enhanced</th> <th>Excellent</th> </tr> </thead> <tbody> <tr> <td>Up to 600</td> <td>10</td> <td>15</td> <td>20</td> </tr> <tr> <td>601 - 1,200</td> <td>15</td> <td>20</td> <td>25</td> </tr> <tr> <td>1,201 - 3,000</td> <td>20</td> <td>25</td> <td>30</td> </tr> <tr> <td>3,001 - 5,000</td> <td>25</td> <td>30</td> <td>40</td> </tr> <tr> <td>5,001 - 10,000</td> <td>30</td> <td>40</td> <td>50</td> </tr> <tr> <td>10,001 - 20,000</td> <td>40</td> <td>50</td> <td>60</td> </tr> <tr> <td>20,001 +</td> <td>45</td> <td>55</td> <td>60+</td> </tr> </tbody> </table> <p>Included in the total hours, consider these specific hours of operation:</p> <ul style="list-style-type: none"> <li>▶ Minimum of two afternoons per week open from 3:00-5:00 p.m. during the school term</li> <li>▶ Minimum of two hours of opening per weekend</li> <li>▶ Minimum of two hours of opening until at least 6:30 p.m. on at least one evening per week</li> </ul> <p style="text-align: right;"><i>Source: Manitoba Municipal and Regional Public Libraries Standards and Guidelines</i></p>	Population	Essential	Enhanced	Excellent	Up to 600	10	15	20	601 - 1,200	15	20	25	1,201 - 3,000	20	25	30	3,001 - 5,000	25	30	40	5,001 - 10,000	30	40	50	10,001 - 20,000	40	50	60	20,001 +	45	55	60+
Population	Essential	Enhanced	Excellent																														
Up to 600	10	15	20																														
601 - 1,200	15	20	25																														
1,201 - 3,000	20	25	30																														
3,001 - 5,000	25	30	40																														
5,001 - 10,000	30	40	50																														
10,001 - 20,000	40	50	60																														
20,001 +	45	55	60+																														

Province	Description																																				
ON	<p><b>Minimum hours of operation:</b></p> <div style="border: 1px solid black; padding: 5px;"> <p>Small Branches: Branches serving catchment areas of 1,000 – 5,000 population 20 - 25 hours per week</p> <p>Medium Branches: Branches serving catchment areas of 5,000-10,000 population 25 - 35 hours per week</p> <p>Large Branches: Branches serving catchment areas of 10,000-35,000 population 35 - 60 hours per week</p> <p>Urban Branches: Large urban branches located within a Rural/Urban Library System serving catchment area populations of 35,000 or greater 65 hours per week.</p> </div> <p>Source: <i>Ontario Public Libraries Guidelines, 6th edition, 2013</i></p>																																				
QC	<p><b>Recommended hours of operation:</b></p> <table border="1" data-bbox="349 808 1091 903"> <thead> <tr> <th>Population servie</th> <th>0 - 999</th> <th>1 000 - 2 499</th> <th>2 500 - 4 999</th> <th>5 000 - 9 999</th> <th>10 000 - 24 999</th> <th>25 000 - 49 999</th> <th>50 000 - 99 999</th> <th>100 000 et plus</th> </tr> </thead> <tbody> <tr> <td>Niveau de service : base</td> <td>6</td> <td>10</td> <td>15</td> <td>25</td> <td>35</td> <td>50</td> <td>55</td> <td>60</td> </tr> <tr> <td>Niveau de service : bon</td> <td>10</td> <td>15</td> <td>20</td> <td>30</td> <td>45</td> <td>60</td> <td>65</td> <td>70</td> </tr> <tr> <td>Niveau de service : excellent</td> <td>12</td> <td>20</td> <td>25</td> <td>35</td> <td>55</td> <td>70</td> <td>75</td> <td>80</td> </tr> </tbody> </table> <p>Source: <i>Bibliothèques d'aujourd'hui : Lignes directrices pour les bibliothèques publiques du Québec, 2011</i></p>	Population servie	0 - 999	1 000 - 2 499	2 500 - 4 999	5 000 - 9 999	10 000 - 24 999	25 000 - 49 999	50 000 - 99 999	100 000 et plus	Niveau de service : base	6	10	15	25	35	50	55	60	Niveau de service : bon	10	15	20	30	45	60	65	70	Niveau de service : excellent	12	20	25	35	55	70	75	80
Population servie	0 - 999	1 000 - 2 499	2 500 - 4 999	5 000 - 9 999	10 000 - 24 999	25 000 - 49 999	50 000 - 99 999	100 000 et plus																													
Niveau de service : base	6	10	15	25	35	50	55	60																													
Niveau de service : bon	10	15	20	30	45	60	65	70																													
Niveau de service : excellent	12	20	25	35	55	70	75	80																													
NB	<p><b>General regulations:</b></p> <ul style="list-style-type: none"> <li>▶ Public libraries will have a minimum of 20% of the total hours of opening outside 9:00 a.m. to 5:00 p.m., Monday to Friday. Exceptions may be made for public-school libraries, although these will be considered on a case-by-case basis.</li> <li>▶ Public and public-school libraries will be open at least one evening a week.</li> <li>▶ Public libraries will be open on Saturday. Exceptions may be made for public-school libraries, although these will be considered on a case-by-case basis.</li> </ul> <p><b>The standard is based on FTE, for example the standard for libraries with 0.5 FTE is as following:</b></p> <ul style="list-style-type: none"> <li>▶ Will be open 15 hours a week</li> <li>▶ Will be open 3-4 days a week</li> <li>▶ Will be open 1 evening a week</li> <li>▶ Will be open on Saturday</li> <li>▶ Will close for a maximum of one hour during the day (when open more than 4 hours in a day) to permit staff a meal break. The service interruption will be between the hours of 11:00 a.m. and 2:00 p.m. or 4:00 p.m. and 7:00 p.m. depending on the library's open hours schedule and overall public preferences.</li> </ul> <p>Source: <i>Policy 1057. Hours of opening, effective 1999, revised 2016</i></p>																																				



Province	Description																																
NS	<p>The minimum number of open hours should be 17.5 with a minimum of 30 percent of the library hours available outside normal office hours, i.e., Monday to Friday, 9:00 a.m. to 5:00 p.m.; at 25 hours per week, the number of days open increases to five days, and at 60 hours per week, the number of days increases to six. Resource centres serving populations more than 35,000 should be open a minimum of 35 hours per week spread over at least five days.</p> <p>In the table below "C" column is minimum standard; "A" column is excellent.</p> <table border="1"> <thead> <tr> <th colspan="4">Open Hours Per Week</th> </tr> <tr> <th>Population</th> <th>C</th> <th>B</th> <th>A</th> </tr> </thead> <tbody> <tr> <td>1500 - 3500</td> <td>17.50</td> <td>20.00</td> <td>25.00</td> </tr> <tr> <td>3500 - 5000</td> <td>25.00</td> <td>30.00</td> <td>35.00</td> </tr> <tr> <td>5000 - 15,000</td> <td>30.00</td> <td>35.00</td> <td>40.00</td> </tr> <tr> <td>15,000 - 35,000</td> <td>40.00</td> <td>45.00</td> <td>50.00</td> </tr> <tr> <td>35,000 - 50,000</td> <td>45.00</td> <td>50.00</td> <td>55.00</td> </tr> <tr> <td>50,000+</td> <td>55.00</td> <td>60.00</td> <td>65.00</td> </tr> </tbody> </table> <p style="text-align: right;"><i>Source: Standards for Nova Scotia Regional Public Libraries, 2001</i></p>	Open Hours Per Week				Population	C	B	A	1500 - 3500	17.50	20.00	25.00	3500 - 5000	25.00	30.00	35.00	5000 - 15,000	30.00	35.00	40.00	15,000 - 35,000	40.00	45.00	50.00	35,000 - 50,000	45.00	50.00	55.00	50,000+	55.00	60.00	65.00
Open Hours Per Week																																	
Population	C	B	A																														
1500 - 3500	17.50	20.00	25.00																														
3500 - 5000	25.00	30.00	35.00																														
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15,000 - 35,000	40.00	45.00	50.00																														
35,000 - 50,000	45.00	50.00	55.00																														
50,000+	55.00	60.00	65.00																														
PE	<p>12 open hours per week has been the <b>minimum standard</b> for library operations for some time.</p> <p style="text-align: right;"><i>Source: Jurisdictional scan</i></p>																																

## E.2 Collections

Province	Standard/guidance															
MB	<p>Library collections will include a variety of physical, print, digital, and system-wide electronic formats:</p> <table border="1"> <thead> <tr> <th>Population</th> <th>Minimum</th> <th>Average per capita Range</th> </tr> </thead> <tbody> <tr> <td>1,000 – 5,000</td> <td>7,500 items</td> <td>3 – 5 items</td> </tr> <tr> <td>5,000 – 10,000</td> <td>15,000 items</td> <td>3 – 4 items</td> </tr> <tr> <td>10,000 – 35,000</td> <td>30,000 items</td> <td>3 items</td> </tr> <tr> <td>35,000 or greater population (Large urban/rural library system)</td> <td>70,000 items</td> <td>2 – 3 items</td> </tr> </tbody> </table> <p style="text-align: right;"><i>Source: Manitoba Municipal and Regional Public Libraries Standards and Guidelines</i></p>	Population	Minimum	Average per capita Range	1,000 – 5,000	7,500 items	3 – 5 items	5,000 – 10,000	15,000 items	3 – 4 items	10,000 – 35,000	30,000 items	3 items	35,000 or greater population (Large urban/rural library system)	70,000 items	2 – 3 items
Population	Minimum	Average per capita Range														
1,000 – 5,000	7,500 items	3 – 5 items														
5,000 – 10,000	15,000 items	3 – 4 items														
10,000 – 35,000	30,000 items	3 items														
35,000 or greater population (Large urban/rural library system)	70,000 items	2 – 3 items														

Province	Standard/guidance																																																																																																												
ON	<p>Physical items of any format located at each branch:</p> <div style="border: 1px solid black; padding: 5px;"> <p><b>Small Branches:</b> Branches serving from 1,000-5,000 population 3 - 5 items per capita Minimum 7,500 items</p> <p><b>Medium Branches:</b> Branches serving from 5,000-10,000 population 3 - 4 items per capita Minimum 15,000 items</p> <p><b>Large Branches:</b> Branches serving from 10,000-35,000 population 3 items per capita Minimum 30,000 items</p> <p><b>Urban Branches:</b> Large urban branches located within a Rural/Urban Library System serving populations 35,000 or greater 2-3 items per capita Minimum 70,000 items</p> </div> <p style="text-align: right;"><i>Source: Ontario Public Libraries Guidelines, 6th edition, 2013</i></p>																																																																																																												
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NB	<p><b>The number of books:</b></p> <ul style="list-style-type: none"> <li>▶ Small sized libraries (population less than 4,000) = 5 to 7 items per capita</li> <li>▶ Medium sized libraries (population 4,000-9,999) = 4 to 6 items per capita</li> <li>▶ Large sized libraries (population 10,000 or more) = 3 to 5 items per capita</li> <li>▶ Library resource centres = 0.5 to 0.75 items per capita based on regional population</li> </ul> <p style="text-align: right;"><i>Source: Policy 1041. Collection standards, 2015</i></p>																																																																																																												



Province	Standard/guidance
NS	The minimum collection size for a public library, mobile library or books-by-mail service is two items per capita (it is minimum, with 2.5 average, 3 excellent). However, no service point should have less than 2,500 items regardless of the population served.  <i>Source: Standards for Nova Scotia Regional Public Libraries, 2001</i>

### E.3 Technology

#### 1) Number of public computer access workstations

- ▶ Nova Scotia: calculated per population served; additional factors may apply, such as geographic location of the branch and its proximity to other computer access service providers, average income of the population served by the branch, ability of the branch to physically support the number of computers (size/number of computers per square foot), service levels identified to address expressed community needs. (*Source: Standards for Nova Scotia Regional Public Libraries, 2001*)

**Range for Number of Public Access Computers**

Population	C	B	A
1500 - 3500	3.0	5.0	7.0
3500 - 5000	4.0	6.0	8.0
5000 -15,000	5.0	7.0	9.0
15,000 - 35,000	7.0	9.0	11.0
35,000 - 50,000	10.0	12.0	14.0
50,000+ (+1 for every 3,000)	13.0	15.0	17.0

- ▶ Manitoba: One public workstation per 1,000 population (workstation includes Internet access, Online Public Access Catalogue (OPAC) access, word processor, spreadsheet). (*Source: Manitoba Municipal and Regional Public Libraries Standards and Guidelines*)
- ▶ New Brunswick: Minimum number determined by population served. (*Source: Policy 1003 – Public and Public-School Library Facility Standards, New Brunswick, 2015*)

#### 2) Technology support and upgrades standards

- ▶ Nova Scotia: All public access computers will be well maintained, have current versions of software to support universal access to Internet resources and have access to a printer. Each regional library board should have a written replacement plan for computer technology over 3-5 years. (*Source: Standards for Nova Scotia Regional Public Libraries, 2001*)
- ▶ Ontario: Technology plan and budget for acquiring, servicing, upgrading and replacing electronic networks. (*Source: Ontario Public Libraries Guidelines, 6th edition, 2013*)

- #### 3) Space requirements to accommodate computing devices, computer training lab and equipment.
- (*Source: Policy 1003 – Public and Public-School Library Facility Standards, New Brunswick, 2015; Manitoba Municipal and Regional Public Libraries Standards and Guidelines*)

- 4) Adaptive technology for persons with visual and/or physical disabilities. (Source: *Standards for Nova Scotia Regional Public Libraries, 2001*)
- 5) Control of electronic information via online and internet resources in their public library. (Source: *Ontario Public Libraries Guidelines, 6th edition, 2013*)

#### E.4. Facilities

Province	Standard/guidance
MB	<p><b>Seating guidance:</b></p> <p>User space 2.7 sq. metres (30 sq. feet) per user space, or five user spaces per 1,000 population</p> <p>American Library Association (ALA) standards for facility size are as follows:</p> <ul style="list-style-type: none"> <li>▶ population under 2,500 = 225 sq. metres (2,500 sq. feet) minimum</li> <li>▶ population over 2,500 = .09 sq. metres (1 sq. foot) per capita</li> </ul> <p style="text-align: right;"><i>Source: Manitoba Municipal and Regional Public Libraries Standards and Guidelines</i></p>
ON	<p><b>Seating guidance:</b></p> <p>5 user spaces per 1,000 capita @30 square ft per user space</p> <p><b>Space guidance:</b></p> <div style="border: 1px solid black; padding: 10px; margin: 10px 0;"> <p>"The following minimum guidelines are based on <b>assignable library space</b> for staff work areas, programs/services, collections, seating and all required service areas.</p> <p><b>Small Branches:</b> Branches serving catchment areas of 1,000-5,000 population</p> <ul style="list-style-type: none"> <li>• Minimum 2,500 sq. ft. or 1 sq. ft. per capita in the library's catchment area, whichever is greater</li> </ul> <p><b>Medium Branches:</b> Branches serving catchment areas of 5,000-10,000 population</p> <ul style="list-style-type: none"> <li>• Minimum 5,000 sq. ft. or 1 sq. ft. per capita in the library's catchment area, whichever is greater</li> </ul> <p><b>Large Branches:</b> Branches serving catchment areas of 10,000-35,000 population</p> <ul style="list-style-type: none"> <li>• Minimum 10,000 sq. ft. or 1 sq. ft. per capita in the library's catchment area, whichever is greater</li> </ul> <p><b>Urban Branches:</b> Large urban branches located within a Rural/Urban Library System serving catchment area populations of 35,000 or greater</p> <ul style="list-style-type: none"> <li>• Minimum 35,000 sq. ft. or 1 sq. ft. per capita in the library's catchment area, whichever is greater." </li></ul></div> <p style="text-align: right;"><i>Source: Ontario Public Libraries Guidelines, 6th edition, 2013</i></p>



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QC	<p><b>Seating guidance:</b></p> <table border="1"> <thead> <tr> <th colspan="9">Places assises pour le public</th> </tr> <tr> <th>Population servie</th> <th>0 - 999</th> <th>1 000 - 2 499</th> <th>2 500 - 4 999</th> <th>5 000 - 9 999</th> <th>10 000 - 24 999</th> <th>25 000 - 49 999</th> <th>50 000 - 99 999</th> <th>100 000 et plus</th> </tr> </thead> <tbody> <tr> <td>Niveau de service : base</td> <td>9</td> <td>10</td> <td>5 places par 1 000 habitants</td> <td>5 places par 1 000 habitants</td> <td>5 places par 1 000 habitants</td> <td>4,8 places par 1 000 habitants</td> <td>4,6 places par 1 000 habitants</td> <td>4,4 places par 1 000 habitants</td> </tr> <tr> <td>Niveau de service : bon</td> <td>10</td> <td>11</td> <td>5,5 places par 1 000 habitants</td> <td>5,5 places par 1 000 habitants</td> <td>5,5 places par 1 000 habitants</td> <td>5,3 places par 1 000 habitants</td> <td>5,1 places par 1 000 habitants</td> <td>4,9 places par 1 000 habitants</td> </tr> <tr> <td>Niveau de service : excellent</td> <td>11</td> <td>12</td> <td>6 places par 1 000 habitants</td> <td>6 places par 1 000 habitants</td> <td>6 places par 1 000 habitants</td> <td>5,8 places par 1 000 habitants</td> <td>5,6 places par 1 000 habitants</td> <td>5,4 places par 1 000 habitants</td> </tr> </tbody> </table>	Places assises pour le public									Population servie	0 - 999	1 000 - 2 499	2 500 - 4 999	5 000 - 9 999	10 000 - 24 999	25 000 - 49 999	50 000 - 99 999	100 000 et plus	Niveau de service : base	9	10	5 places par 1 000 habitants	5 places par 1 000 habitants	5 places par 1 000 habitants	4,8 places par 1 000 habitants	4,6 places par 1 000 habitants	4,4 places par 1 000 habitants	Niveau de service : bon	10	11	5,5 places par 1 000 habitants	5,5 places par 1 000 habitants	5,5 places par 1 000 habitants	5,3 places par 1 000 habitants	5,1 places par 1 000 habitants	4,9 places par 1 000 habitants	Niveau de service : excellent	11	12	6 places par 1 000 habitants	6 places par 1 000 habitants	6 places par 1 000 habitants	5,8 places par 1 000 habitants	5,6 places par 1 000 habitants	5,4 places par 1 000 habitants									
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	<p><b>Seating standard:</b></p> <ul style="list-style-type: none"> <li>▶ All libraries will provide a minimum of 5 spaces, 15 square feet per person (1.4 square metres) with electrical outlets to permit the use of devices brought by patrons to the library.</li> <li>▶ Minimum of 25 seating spaces for populations up to 1,999 (750 square feet, 70 square metres).</li> <li>▶ Five spaces per 1,000 to be added in addition to above for populations over 2,000.</li> </ul> <p><b>Space standard:</b></p> <ul style="list-style-type: none"> <li>▶ The minimum recommended size of a library with a population served under 4,000 is 5,500 square feet (511 square metres).</li> <li>▶ For libraries with a population served over 4,000, the minimum recommended size is based on the total calculated space requirements determined through the feasibility study/needs analysis.</li> </ul> <p><b>Storage room:</b></p> <p>Each library will have a storage room located inside the library that is a minimum of 300 square feet (28 square metres).</p> <p><i>Source: Policy 1003 – Public and Public-School Library Facility Standards, New Brunswick, 2015</i></p>																																																						

Province	Standard/guidance																																															
NS	<p><b>Seating standard:</b></p> <p>Adequate seating: adult: 1.5 per 1,000 pop. with a minimum of 3; periodicals: 1 per 1,000, min 3; children: 2 per 1,000, min 6.</p> <p><b>Space standard:</b></p> <p>Any new branch facility must be at least 2,500 square feet.</p> <p>"C" column is minimum standard; "A" column is excellent.</p>																																															
	<table border="1" data-bbox="354 653 1019 1094"> <thead> <tr> <th colspan="4" data-bbox="532 659 883 680">Building Size in Square Feet (Square Metres)</th> </tr> <tr> <th data-bbox="380 680 548 701">Population</th> <th data-bbox="548 680 711 701">C</th> <th data-bbox="711 680 873 701">B</th> <th data-bbox="873 680 1003 701">A</th> </tr> </thead> <tbody> <tr> <td data-bbox="380 701 548 722">1500-5000</td> <td data-bbox="548 701 711 722">2500 (225)</td> <td data-bbox="711 701 873 722">2625 (236)</td> <td data-bbox="873 701 1003 722">3500 (315)</td> </tr> <tr> <td data-bbox="380 722 548 743">5000-8000</td> <td data-bbox="548 722 711 743">3000 (270)</td> <td data-bbox="711 722 873 743">3750 (338)</td> <td data-bbox="873 722 1003 743">5000 (450)</td> </tr> <tr> <td data-bbox="380 743 548 764">8000-10,000</td> <td data-bbox="548 743 711 764">4800 (432)</td> <td data-bbox="711 743 873 764">6000 (540)</td> <td data-bbox="873 743 1003 764">8000 (720)</td> </tr> <tr> <td data-bbox="380 764 548 785">10,000-18,000</td> <td data-bbox="548 764 711 785">6000 (540)</td> <td data-bbox="711 764 873 785">7500 (625)</td> <td data-bbox="873 764 1003 785">10,000 (900)</td> </tr> <tr> <td data-bbox="380 785 548 806">18,000-25000</td> <td data-bbox="548 785 711 806">10,800 (972)</td> <td data-bbox="711 785 873 806">13,500 (1215)</td> <td data-bbox="873 785 1003 806">18,000 (1620)</td> </tr> <tr> <td data-bbox="380 806 548 827">25,000-35,000</td> <td data-bbox="548 806 711 827">15,000 (1350)</td> <td data-bbox="711 806 873 827">18,750 (1688)</td> <td data-bbox="873 806 1003 827">25,000 (2250)</td> </tr> <tr> <td data-bbox="380 827 548 848">35,000-40,000</td> <td data-bbox="548 827 711 848">21,000 (1890)</td> <td data-bbox="711 827 873 848">26,250 (2363)</td> <td data-bbox="873 827 1003 848">35,000 (3150)</td> </tr> <tr> <td data-bbox="380 848 548 869">40,000-50,000</td> <td data-bbox="548 848 711 869">24,000 (2160)</td> <td data-bbox="711 848 873 869">30,000 (2700)</td> <td data-bbox="873 848 1003 869">40,000 (3600)</td> </tr> <tr> <td data-bbox="380 869 548 890">50,000-75,000</td> <td data-bbox="548 869 711 890">30,000 (2700)</td> <td data-bbox="711 869 873 890">37,500 (3375)</td> <td data-bbox="873 869 1003 890">50,000 (4500)</td> </tr> <tr> <td data-bbox="380 890 548 911">75,000+</td> <td data-bbox="548 890 711 911">45,000 (4050)</td> <td data-bbox="711 890 873 911">56,250 (5063)</td> <td data-bbox="873 890 1003 911">75,000 (6050)</td> </tr> </tbody> </table> <p data-bbox="776 1121 1425 1142" style="text-align: right;"><i>Source: Standards for Nova Scotia Regional Public Libraries, 2001</i></p>	Building Size in Square Feet (Square Metres)				Population	C	B	A	1500-5000	2500 (225)	2625 (236)	3500 (315)	5000-8000	3000 (270)	3750 (338)	5000 (450)	8000-10,000	4800 (432)	6000 (540)	8000 (720)	10,000-18,000	6000 (540)	7500 (625)	10,000 (900)	18,000-25000	10,800 (972)	13,500 (1215)	18,000 (1620)	25,000-35,000	15,000 (1350)	18,750 (1688)	25,000 (2250)	35,000-40,000	21,000 (1890)	26,250 (2363)	35,000 (3150)	40,000-50,000	24,000 (2160)	30,000 (2700)	40,000 (3600)	50,000-75,000	30,000 (2700)	37,500 (3375)	50,000 (4500)	75,000+	45,000 (4050)	56,250 (5063)
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# Appendix F: Cumulative population served by the NLPL



## Appendix G: Driving distance threshold modelling details and assumptions

A total of four distance thresholds were considered when analyzing the service area coverage and the percentage of served citizens.

Distance threshold	Total population served	Increase in % from lower distance threshold	# of citizens in coverage area
15 min.	84.7%	-	432,371
30 min.	92.4%	7.7%	471,878
45 min.	95.9%	3.4%	489,426
60 min.	97.5%	1.6%	497,631

The distance threshold represents the amount of time in minutes required to drive from one community to the closest public library. The driving distance also takes into consideration any ferry crossing time. The data is based on the distance “Community to Community Distances” developed by the Newfoundland and Labrador Statistics Agency.

The population served figures are determined by mapping each community to its closest library, if one is present. In the instances where a community has more than one library within a distance threshold, the closest library will be considered as the service point of the community. The three public libraries in St. John’s are joined and considered as one when looking at the service coverage area as they share the same population.

The population data in the analysis is based on the Statistics Canada 2011 Census. The community listing is based on the community classification set by the Government of Newfoundland and Labrador, Department of Finance, Newfoundland and Labrador Statistics Agency and are as follows:

“A community can be a city, town, village, Indian reserve, or a cluster of five or more dwellings (i.e., a settlement), locally known by a specific name, but lacking legal limits or local government. To be defined as a community, a village, Indian reserve, or a settlement must be inhabited at least six months of the year and have an estimated 2011 Census population of at least ten residents. Where possible, a settlement not meeting these criteria can be included under a neighbouring community. If not, a settlement will be included under the “Between Communities” category.”

The pockets of population in the “Between Communities” category represent a total of 4,022 residents and have been excluded from the analysis due to the mapping inaccuracy of these settlements.



## Appendix H: Cumulative population served by the NLPL - additional detail

Public libraries and associated population served within a 15-minute driving distance sorted in descending order of population served.

#	Library	Population served	Population served (%)	Cumulative population served %
1	St. John's	106,172	20.80%	20.8%
2	Mount Pearl	42,903	8.40%	29.2%
3	Conception Bay South	24,848	4.87%	34.1%
4	Corner Brook	22,722	4.45%	38.5%
5	Torbay	18,318	3.59%	42.1%
6	Grand Falls-Windsor	13,725	2.69%	44.8%
7	Bay Roberts	11,629	2.28%	47.1%
8	Gander	11,054	2.17%	49.2%
9	Stephenville	8,857	1.73%	51.0%
10	Happy Valley-Goose Bay	7,552	1.48%	52.5%
11	Clareville	7,548	1.48%	53.9%
12	Labrador City	7,367	1.44%	55.4%
13	Marystown	6,297	1.23%	56.6%
14	Deer Lake	5,670	1.11%	57.7%
15	Harbour Grace	5,339	1.05%	58.8%
16	Lewisporte	5,111	1.00%	59.8%
17	Carbonear	4,739	0.93%	60.7%
18	Port-aux-Basques	4,504	0.88%	61.6%
19	Botwood	4,214	0.83%	62.4%
20	Bonavista	4,177	0.82%	63.2%
21	Brigus	4,089	0.80%	64.0%
22	Pasadena	3,869	0.76%	64.8%
23	Placentia	3,828	0.75%	65.5%
24	Holyrood	3,714	0.73%	66.3%
25	Bishop's Falls	3,341	0.65%	66.9%
26	Burin	3,312	0.65%	67.6%
27	Twillingate	3,048	0.60%	68.2%
28	Springdale	3,004	0.59%	68.7%

#	Library	Population served	Population served (%)	Cumulative population served %
29	St. Anthony	2,852	0.56%	69.3%
30	Victoria	2,777	0.54%	69.8%
31	Bell Island	2,680	0.52%	70.4%
32	Glovertown	2,505	0.49%	70.9%
33	Grand Bank	2,415	0.47%	71.3%
34	Wesleyville	2,265	0.44%	71.8%
35	Pouch Cove	2,263	0.44%	72.2%
36	Summerford	2,228	0.44%	72.7%
37	Old Perlican	2,211	0.43%	73.1%
38	Stephenville Crossing	2,081	0.41%	73.5%
39	St. Lawrence	2,041	0.40%	73.9%
40	Gambo	1,984	0.39%	74.3%
41	Whitbourne	1,930	0.38%	74.7%
42	Trinity Bay North	1,929	0.38%	75.0%
43	Port Saunders	1,923	0.38%	75.4%
44	Wabush	1,861	0.36%	75.8%
45	Fogo Island	1,855	0.36%	76.1%
46	Arnold's Cove	1,732	0.34%	76.5%
47	Harbour Breton	1,711	0.34%	76.8%
48	Hare Bay	1,704	0.33%	77.2%
49	Port-au-Port	1,471	0.29%	77.4%
50	Burgeo	1,464	0.29%	77.7%
51	Winterton	1,458	0.29%	78.0%
52	La Scie	1,458	0.29%	78.3%
53	Fortune	1,442	0.28%	78.6%
54	Glenwood	1,413	0.28%	78.9%
55	Baie Verte	1,370	0.27%	79.1%
56	St. Alban's	1,368	0.27%	79.4%
57	Centreville	1,335	0.26%	79.7%
58	St. George's	1,331	0.26%	79.9%
59	Codroy Valley	1,274	0.25%	80.2%
60	Carmanville	1,252	0.25%	80.4%
61	Bay St. George South	1,229	0.24%	80.7%



#	Library	Population served	Population served (%)	Cumulative population served %
62	Lourdes	1,229	0.24%	80.9%
63	Cow Head	1,172	0.23%	81.1%
64	L'Anse au Loup	1,138	0.22%	81.3%
65	Robert's Arm	1,108	0.22%	81.6%
66	Musgrave Harbour	1,053	0.21%	81.8%
67	Rocky Harbour	1,006	0.20%	82.0%
68	Cape St. George	949	0.19%	82.2%
69	Norris Arm	912	0.18%	82.3%
70	Lark Harbour	857	0.17%	82.5%
71	Lumsden	823	0.16%	82.7%
72	Trepassey	777	0.15%	82.8%
73	King's Point	776	0.15%	83.0%
74	Garnish	717	0.14%	83.1%
75	Buchans	696	0.14%	83.2%
76	Norris Point	685	0.13%	83.4%
77	Point Leamington	619	0.12%	83.5%
78	Cormack	605	0.12%	83.6%
79	Woody Point	539	0.11%	83.7%
80	Southern Harbour	534	0.10%	83.8%
81	Ramea	526	0.10%	83.9%
82	Cartwright	504	0.10%	84.0%
83	Hermitage	450	0.09%	84.1%
84	Sop's Arm	449	0.09%	84.2%
85	Daniel's Harbour	411	0.08%	84.3%
86	St. Bride's	405	0.08%	84.4%
87	Fox Harbour	404	0.08%	84.4%
88	Greenspond	305	0.06%	84.5%
89	Seal Cove	304	0.06%	84.6%
90	Change Islands	257	0.05%	84.6%
91	Harry's Harbour	219	0.04%	84.7%
92	Gaultois	179	0.04%	84.7%

Public libraries and associated population served within a 30-minute driving distance sorted in descending order of population served.

#	Library	Population served	Population served (%)	Cumulative population served %
1	St. John's	106,172	20.80%	20.8%
2	Mount Pearl	45,554	8.92%	29.7%
3	Corner Brook	26,480	5.19%	34.9%
4	Conception Bay South	24,848	4.87%	39.8%
5	Torbay	18,318	3.59%	43.4%
6	Grand Falls-Windsor	14,845	2.91%	46.3%
7	Bay Roberts	12,497	2.45%	48.7%
8	Gander	11,225	2.20%	50.9%
9	Clareville	10,407	2.04%	53.0%
10	Stephenville	8,857	1.73%	54.7%
11	Happy Valley-Goose Bay	7,552	1.48%	56.2%
12	Labrador City	7,367	1.44%	57.6%
13	Marystown	6,488	1.27%	58.9%
14	Lewisporte	5,953	1.17%	60.0%
15	Deer Lake	5,670	1.11%	61.2%
16	Whitbourne	5,624	1.10%	62.3%
17	Harbour Grace	5,339	1.05%	63.3%
18	Port-aux-Basques	5,123	1.00%	64.3%
19	Brigus	5,019	0.98%	65.3%
20	Carbonear	4,739	0.93%	66.2%
21	Botwood	4,535	0.89%	67.1%
22	Bonavista	4,177	0.82%	67.9%
23	Holyrood	4,124	0.81%	68.7%
24	Glovertown	3,876	0.76%	69.5%
25	Pasadena	3,869	0.76%	70.3%
26	Springdale	3,853	0.75%	71.0%
27	Placentia	3,844	0.75%	71.8%
28	Summerford	3,805	0.75%	72.5%
29	Victoria	3,782	0.74%	73.2%
30	St. Anthony	3,780	0.74%	74.0%
31	Burin	3,523	0.69%	74.7%



#	Library	Population served	Population served (%)	Cumulative population served %
32	Bishop's Falls	3,341	0.65%	75.3%
33	Twillingate	3,339	0.65%	76.0%
34	Old Perlican	2,953	0.58%	76.6%
35	Carmanville	2,735	0.54%	77.1%
36	Trinity Bay North	2,690	0.53%	77.6%
37	Bell Island	2,680	0.52%	78.2%
38	Robert's Arm	2,579	0.51%	78.7%
39	Grand Bank	2,475	0.48%	79.1%
40	Winterton	2,385	0.47%	79.6%
41	Fogo Island	2,380	0.47%	80.1%
42	Baie Verte	2,316	0.45%	80.5%
43	Port Saunders	2,292	0.45%	81.0%
44	Wesleyville	2,265	0.44%	81.4%
45	Pouch Cove	2,263	0.44%	81.9%
46	St. Lawrence	2,216	0.43%	82.3%
47	St. Alban's	2,157	0.42%	82.7%
48	Codroy Valley	2,105	0.41%	83.1%
49	Stephenville Crossing	2,081	0.41%	83.5%
50	Lourdes	1,998	0.39%	83.9%
51	Gambo	1,984	0.39%	84.3%
52	Wabush	1,861	0.36%	84.7%
53	Arnold's Cove	1,840	0.36%	85.0%
54	St. George's	1,732	0.34%	85.4%
55	Harbour Breton	1,711	0.34%	85.7%
56	Hare Bay	1,704	0.33%	86.1%
57	Fortune	1,675	0.33%	86.4%
58	La Scie	1,481	0.29%	86.7%
59	Port-au-Port	1,471	0.29%	87.0%
60	Burgeo	1,464	0.29%	87.2%
61	L'Anse au Loup	1,437	0.28%	87.5%
62	Glenwood	1,413	0.28%	87.8%
63	Musgrave Harbour	1,389	0.27%	88.1%
64	Cape St. George	1,374	0.27%	88.3%

#	Library	Population served	Population served (%)	Cumulative population served %
65	Centreville	1,335	0.26%	88.6%
66	Southern Harbour	1,250	0.24%	88.9%
67	Bay St. George South	1,229	0.24%	89.1%
68	Cow Head	1,172	0.23%	89.3%
69	Woody Point	1,115	0.22%	89.5%
70	Norris Arm	1,090	0.21%	89.8%
71	Point Leamington	1,076	0.21%	90.0%
72	Rocky Harbour	1,006	0.20%	90.2%
73	Trepassey	858	0.17%	90.3%
74	Lark Harbour	857	0.17%	90.5%
75	Lumsden	823	0.16%	90.7%
76	King's Point	776	0.15%	90.8%
77	Buchans	775	0.15%	91.0%
78	St. Bride's	772	0.15%	91.1%
79	Sop's Arm	772	0.15%	91.3%
80	Cormack	717	0.14%	91.4%
81	Garnish	717	0.14%	91.5%
82	Hermitage	713	0.14%	91.7%
83	Norris Point	685	0.13%	91.8%
84	Ramea	526	0.10%	91.9%
85	Cartwright	504	0.10%	92.0%
86	Daniel's Harbour	411	0.08%	92.1%
87	Fox Harbour	404	0.08%	92.2%
88	Greenspond	305	0.06%	92.2%
89	Seal Cove	304	0.06%	92.3%
90	Change Islands	257	0.05%	92.4%
91	Harry's Harbour	219	0.04%	92.4%
92	Gaultois	179	0.04%	92.4%



## Appendix I: Libraries in close proximity to other libraries

The list of public libraries and the number of libraries situated within 15 and 30 minutes from each of them is presented in the table below.

Public library (alphabetical order)	Number of libraries within proximity of other libraries	
	15 min.	30 min.
Arnold's Cove	0	1
Baie Verte	0	1
Bay Roberts	0	4
Bay St. George South	0	0
Bell Island	0	0
Bishop's Falls	1	3
Bonavista	0	1
Botwood	0	4
Brigus	0	2
Buchans	0	0
Burgeo	0	0
Burin	0	1
Cape St. George	0	0
Carbonear	2	3
Carmanville	0	1
Cartwright	0	0
Centreville	0	2
Change Islands	0	0
Clareville	0	0
Codroy Valley	0	0
Conception Bay South	1	4
Cormack	0	1
Corner Brook	0	1
Cow Head	0	0
Daniel's Harbour	0	0
Deer Lake	0	2
Fogo Island	0	0
Fortune	1	1

Public library (alphabetical order)	Number of libraries within proximity of other libraries	
	15 min.	30 min.
Fox Harbour	0	1
Gambo	0	2
Gander	0	1
Garnish	0	1
Gaultois	0	1
Glenwood	0	3
Glovertown	0	1
Grand Bank	1	1
Grand Falls-Windsor	1	3
Greenspond	0	0
Happy Valley-Goose Bay	0	0
Harbour Breton	0	0
Harbour Grace	2	4
Hare Bay	0	2
Harry's Harbour	0	1
Hermitage	0	1
Holyrood	0	2
King's Point	0	2
La Scie	0	0
Labrador City	1	1
L'Anse au Loup	0	0
Lark Harbour	0	0
Lewisporte	0	2
Lourdes	0	0
Lumsden	0	2
Marystown	0	2
Mount Pearl	2	4
Musgrave Harbour	0	2
Norris Arm	0	5
Norris Point	1	1
Old Perlican	0	0
Pasadena	0	2



Public library (alphabetical order)	Number of libraries within proximity of other libraries	
	15 min.	30 min.
Placentia	0	1
Point Leamington	0	1
Port-au-Port	1	2
Port-aux-Basques	0	0
Port Saunders	0	0
Pouch Cove	0	2
Ramea	0	0
Robert's Arm	0	0
Rocky Harbour	1	1
Seal Cove	0	1
Sop's Arm	0	0
Southern Harbour	0	1
Springdale	0	1
St. Alban's	0	0
St. Anthony	0	0
St. Bride's	0	0
St. George's	1	2
St. John's	2	4
St. Lawrence	0	0
Stephenville	2	3
Stephenville Crossing	2	3
Summerford	0	1
Torbay	1	4
Trepassey	0	0
Trinity Bay North	0	1
Twillingate	0	1
Victoria	2	4
Wabush	1	1
Wesleyville	0	2
Whitbourne	0	0
Winterton	0	1
Woody Point	0	0

## Appendix J: ASD available in Newfoundland and Labrador

The description of the alternative service delivery methods currently available in the NLPL is presented in the table below.

Alternative service delivery models	Definition	Availability		
		Coverage	Patron categories	Collection
Books-by-mail services	Delivery of library materials by regular mail	Province	Patrons living in communities where there is no public library within 24 km (15 miles)	All
eLibrary	A collection of library materials available for download	Province	All patrons	e-Books, audiobooks
Interlibrary loans	Request the item missing in the local library from another public library in the system	Province	All patrons	Books, DVDs and videos, magazines, audiobooks
Home reader service	Library materials delivery and return on a rotating schedule	St. John's, Corner Brook	Seniors, visually or physically challenged persons or persons living in care facilities, seniors housing, or hospitals	Books in regular and large print, talking books, audiobooks
Talking books service	Special collection for people with physical, visual or other concerns that prevent them from reading the regular print collection	Province (by mail), St. John's (in person and via home reader service)	Patrons with physical, visual or other concerns (CNIB number or a doctor's note required)	Special collection

Source: Newfoundland & Labrador Public Libraries website <http://www.nlpl.ca/>



## Appendix K: Resources/subscriptions available through eLibrary in Canadian jurisdictions

The list of resources/subscriptions currently available through provincial eLibrary services in Canadian jurisdictions is described in the table below.

Province	Resources/subscriptions available
Newfoundland and Labrador	<p>OverDrive (e-books and downloadable audiobooks)</p> <p>TumbleBooks (interactive children's e-Books)</p> <p>Overdrive eLibrary (downloadable e-Books and eAudiobooks)</p> <p>EBSCO databases</p> <p>Explora Canada/Explora Primary</p> <p>Consumer Reports</p> <p>Health Source, Consumer Edition (consumer health information)</p> <p>MasterFILE Premier (periodical, reference material, and image database)</p> <p>NoveList Plus</p>
Nova Scotia	<p>All nine regions provide access to e-Books via OverDrive, resources from the National Network for Equitable Library Services (NNELS) and access to the Cochrane Library database.</p> <p>Ancestry Library Edition: AVRL, CBRL, CPL, ECRL, HPL, PARL, SSPL</p> <p>EBSCO (Consumer Reports, Novelist Complete): HPL</p> <p>Eureka.cc: HPL</p> <p>Gale (Business Plans Handbook): HPL</p> <p>Gale (Chilton Library): AVRL, CPL, HPL, PARL</p> <p>Gale (General Reference Centre Gold): HPL</p> <p>Gale (Health &amp; Wellness Resource Centre): CPL, HPL, PARL</p> <p>Gale Health Reference Centre Academic): HPL</p> <p>Proquest (Canadian Business &amp; Current Affairs Complete): HPL</p> <p>Proquest (Canadian Newsstand Major Dailies): HPL</p> <p>Rocket Languages: ECRL, HPL, PARL, WCRL</p> <p>TumbleBooks: HPL, PARL</p> <p>Tutor.com: AVRL</p> <p>World Book Online: ECRL, HPL (English and Arabic)</p> <p>Zinio: AVRL, ECRL, HPL, PARL, WCRL</p>
New Brunswick	<p>OverDrive, pretnumerique.ca, CELA, ProQuest (Canadian Newsstream), Canadian Reference Centre, Eureka.cc, Nineteenth Century Collections Online, Universalis, Grant Connect, Cochrane Library, Consumer Health Complete, Santé en français, Career Cruising, Gale Business Plans Handbook, Rosetta Stone, Auto Repair Reference Centre, Small Engine Repair Reference Centre, Canadian Red Book Vehicle Valuation Guide, TumbleBooks, Universalis Junior, Britannica Online, World Almanac for Kids</p>

Province	Resources/subscriptions available
Saskatchewan	The entire public library system has an OverDrive subscription that each system pays into. There is also a provincially coordinated database licensing consortium that all public library systems participate in. There is a list of the resources here: <a href="http://sil.s.sk.ca/campusguides.com/MDLP/core">http://sil.s.sk.ca/campusguides.com/MDLP/core</a> Other subscribed e-resources are at the discretion of the individual public library system.
Prince Edward Island	OverDrive (e-books and downloadable audiobooks), Freegal Music (MP3 music downloads), Rocket Languages (online language learning), TumbleBooks (animated children's storybooks).
Ontario	There is no provincial eLibrary. However, Ontario Library Services provides access to e-Books (through OverDrive) and other digital services.
Nunavut	WorldBook Online, eLibrary, eLibrary Elementary and these EBSCO databases: Consumer Health Complete, Small Engine Repair Reference Centre, NoveList Plus and MasterFile Premiere.
Manitoba	The Province provides Ebscohost database, NoveList Plus, Automotive Repair Database, Small Engine Repair, Home Improvement databases, NNELS, interlibrary loan management.
Alberta	Most boards have their own e-resources. The Public Library Services Branch supplements those with subscriptions to: Hoopla, Zinio (platform only – libraries carry their own magazine subscriptions), Mango Languages and PressReader.
British Columbia	All BC Public Libraries have access to Outlook Online eLibrary, and consortia licensing is coordinated through the BC Libraries Cooperative – including e-Books (OverDrive) and many other digital resources. Libraries make their own collection decisions. Three provincial databases: Building Code, Electrical Code and Vehicles, available provincially in all libraries.

Source: *Jurisdictional scan*

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