Winnipeg

Review of Winnipeg Public Library Services
October 2011

Leaders in building public trust in civic government

Audit Department

Table of Contents

Executive Summary 2
Mandate of the City Auditor 4
Audit Background 4
Audit Objectives 4
Audit Approach 4
Audit Scope 5
Audit Conclusions 5
Acknowledgement 6
Winnipeg Public Library Services Background 7
Key Risks 11
Observations and Recommendations 12
Winnipeg Public Library Board 12
Board Composition 12
Board Planning 13
Board Funding 13
Board Structure - Governing Board versus Advisory Board 14
Winnipeg Public Library Purpose 16
Business Planning 16
Library Users 19
Performance Measures 21
Community / Neighbourhood Profiles 22
Programming 25
Comparison of Library Programming in Canada 25
Program Planning 26
Programming 26
Collection Selection and Acquisitions 29
Comparison of Library Material Expenditures in Canada 29
Materials Budget 30
Material Selection Policy and Process 31
Weeding 32
Purchasing Process Improvements 33
Accounting for Library Collection 34
Facilities 34
Comparison of Library Facilities in Canada 34
Facility Design 35
Facilities Planning Process 36
Facilities Planning Reviews 38
Appendix 1 - Audit Process 40
Appendix 2 – Map of Winnipeg Public Library System 41
Appendix 3 – Organizational Chart 42
Appendix 4 – Library Services Goals and Strategies 43
Appendix 5 – Summary of Recommendations 45
Appendix 6 – Libraries and Literacy 47

EXECUTIVE SUMMARY

The Library Services Division is a part of the Community Services Department and is responsible for the operations of the Winnipeg library. The library serves the diverse population of Winnipeg with a range of collections and various services through twenty branches located throughout the city, including the main branch, the Millennium Library.

The audit was identified in the City Auditor's Audit Plan for 2009 to 2010 and endorsed by the Audit Committee. The objectives of the audit were to:

- assess whether the key risks associated with Library Services have been identified and managed effectively to achieve the Library Service's goals and objectives;
- assess the efficiency and effectiveness of library processes; and
- assess whether service performance is measured, monitored and reported.

Over the past few years a number of changes and improvements have been made to library facilities and processes. In 2005 the Millennium library was expanded and renovated. Since then three other branches have been renovated along with one branch being replaced and relocated to the Cindy Klassen Recreational Complex.

In 2009, the Library Services Division had total library expenditures of $25,989,910; compared to other major Canadian cities Winnipeg had the lowest total library expenditures per capita at $38 per capita. Expenditures on library materials in Winnipeg were $4.25 per capita in 2009, compared to other major Canadian cities that averaged $6.39. Although internal process improvements have been made in an attempt to weed the collection of outdated material, the collection turnover rate in Winnipeg still lags behind other Canadian libraries. Further improvements have been made to the operations of the Division surrounding the acquisition of library material by decreasing the number of vendors and streamlining the process as well as centralizing the material selection process.

Key Observations and Recommendations

The review of the Library Services Division focused on the following areas:

- the role of the Winnipeg Public Library Board;
- the purpose of the library and a review and assessment of the current goals and objectives;
- library programming;
- collection development and acquisition of material; and
- planning related to library facilities (renovations and amalgamation of library branches)

We recommend that the Community Services Department review the current structure of the Winnipeg Public Library Board to determine whether a governing board would be more effective to oversee the operations of the library. Currently, the Board is established as an advisory board and does not have formal authority to govern the organization. From our review of other municipal libraries in Canada, we found that the City of Winnipeg is the only library with this structure. All other organizations have governing boards with full authority over the governance of the library operations and the Boards serve as accountable bodies with a role to cultivate the organization's short and long-term success consistent with the organization's mandate and objectives and do so

in an accountable manner. A governing board oversees the operations of the library and further emphasis is placed on business and strategic planning, and embracing performance orientation by developing a set of performance indicators and targets.

Currently, the Division strives to provide a variety of services to the diverse population of Winnipeg and has developed a goals and strategies document with eight broad goals along with related strategies. The document covers the entire operation of the Division, but has limited usefulness as there are no performance targets or performance measures integrated within the plan to enable the evaluation of success at achieving the broad goals. We have recommended the Division conduct a business planning process to identify and prioritize goals along with timeframes to implement and performance measures to evaluate the success of initiatives. This will provide improved guidance to staff in conducting their duties; ensure services are delivered in an efficient and effective manner and that the Division achieves its goals.

The Adult and Children and Youth Program Committees should develop a set of detailed and prioritized objectives for program development. While the programming committees have implemented a number of programs for children and have increased the number of programs targeting Aboriginals and new immigrants, the absence of specific measurable and prioritized objectives leaves us unable to conclude if the allocation of resources is optimal and if the communities with possibly the greatest need for specific and targeted programs are receiving the services required. By developing attainable objectives linked to the Division's goals and supported with performance targets this would enable the programming committees to target specific groups and clearly link programming and outcomes with the goals of the Division.

To support collection selection and acquisitions, short-term targets for collection development should be developed which reflect the Division's goals and a vision should be created for the development of the collection. Currently, collection development is linked to the broad high-level goals of the Division as well as to initiatives from programming. The absence of a clear vision for the collection with measurable goals and targets to monitor progress, impacts the ability of the material selectors to work towards a common future profile for the collection.

A facilities study was conducted in 2003 which has provided the Division with guidance and criteria for developing library facilities. Facilities planning conducted by the Division takes into account the recommendations made and the information received through the report, however, a formalized process to track the recommendations from reports and ensure that the information is integrated into the planning conducted by the Division has not been developed. A process to integrate recommendations into the Division's facilities planning and to track the implementation of recommendations would ensure that the goals and objectives of facility development are effectively and efficiently implemented.

Overall, the Library Services Division has made efforts to streamline internal processes, enhance the use of technology, take advantage of partnerships in the development of new facilities and strive to provide a broad portfolio of services to the citizens of Winnipeg. However, as Winnipeg continues to grow and the communities the library serves become increasingly diverse, increased planning effort is required to strategically deliver library services that can provide the most value to the citizens of Winnipeg.

MANDATE OF THE CITY AUDITOR

The City Auditor is a statutory officer appointed by City Council under the *City of Winnipeg Charter Act*. The City Auditor reports to Council through the Audit Committee (Executive Policy Committee) and is independent of the City's Public Service. The City Auditor conducts examinations of the operations of the City and its affiliated bodies to assist Council in its governance role of ensuring the Public Service's accountability for the quality of stewardship over public funds and for the achievement of value for money in City operations. Once an audit report has been communicated to Council, it becomes a public document.

AUDIT BACKGROUND

The audit was identified in the City Auditor's Audit Plan for 2009 to 2010 and endorsed by the Audit Committee. The mission of the Library Services Division (the Division) is to provide quality, responsive and innovative information services which foster the individual pursuit of knowledge and enhance the cultural, economic and intellectual vitality of the community. The Division provides a range of services for the public through various programs, services and the library collection. The Division is a part of the Community Services Department and has identified eight key goals including providing the public with equitable access to a variety of material and providing high quality programs with an emphasis on literacy and life-long learning.

AUDIT OBJECTIVES

The objectives of this audit were to:

- assess whether the key risks associated with Library Services have been identified and managed effectively to achieve the Library Service's goals and objectives;
- assess the efficiency and effectiveness of library processes; and,
- assess whether service performance is measured, monitored and reported.

AUDIT APPROACH

We have conducted the audit in accordance with generally accepted auditing standards. **Appendix 1** provides a flowchart of the audit process.

- We conducted interviews with the Library Services Division staff and management to gain an understanding of the current services, policies, procedures and practices and recent changes to the processes.
- We obtained and reviewed the financial and statistical data related to library operations for 2005 through 2010.
- We reviewed the Library Services Division's procedures and practices for the selection and acquisition of library materials and the development of the library collection, as well as the procedures and practices in place for programming and the development of programs.

- We reviewed the operations and financial information of the Winnipeg Public Library Board.
- We reviewed the planning and procedures for library facilities.
- We reviewed information on Library Services and operations in other Canadian cities (Vancouver, Victoria, Edmonton, Calgary, Regina, Saskatoon, Ottawa, Toronto and Halifax), the United States, the United Kingdom and Australia.

AUDIT SCOPE

The audit covered the period January 1, 2007 to December 31, 2010. The scope of our audit included the transactions, processes, policies and practices in place in the Library Services Division during this period.

The review of the Library Services Division focused on the following areas:

- the role of the Winnipeg Public Library Board;
- the purpose of the library including a review and assessment of the current goals and objectives;
- library programming;
- collection development and acquisition of material;
- planning related to library facilities (renovations and amalgamation of library branches)

AUDIT CONCLUSIONS

The audit work performed led us to the following conclusions:

- Currently, the Library Services Division has developed broad goals and strategies aimed at providing collections, programs and services which meet the needs and demands of all citizens. The broad goals are not supported by targets for performance and performance measures which make it difficult to determine whether it is achieving its performance goals. The Division needs to undertake a strategic business planning process and formalize a prioritized set of objectives and performance targets, supported by focused strategies with specific timeframes for achievement. The objectives may differ by community as the requirements of communities serviced by each branch may be unique. This process should be undertaken on a periodic basis as the needs of the citizens' change, requiring the Division to adjust the portfolio of services delivered. The services offered by the library have continued to increase over the years where it now provides a number of services for children, youth and adults, as well as immigrants and people learning English as a second language. The development of a strategic business plan will assist the Division on identifying where it should focus its resources and what services offered by the library may need to be curtailed or further developed.
- Over the past few years the Library Services Division has implemented changes to the library processes as well as branch facility development. Reports have been prepared and presented by consultants to the Winnipeg Public Library Board and management on material selection and acquisition, library facilities and more recently on Aboriginal needs. The information and recommendations

from the reports have been reviewed by the division and used to improve the processes within the division. While we did observe areas, such as acquisitions, where efficiency has improved, we are unable to conclude on effectiveness until the Division develops a more detailed set of objectives and the supporting performance measurement system to gather the information to objectively conclude on achievement.

- The Library Services Division has a number of statistics such as number of programs offered, annual in-person visits, annual circulation per capita and collection turnover. While these do provide useful information, they need to be expanded to form a fully functioning performance measurement system. Performance measures should provide information on all key areas of the Division, including library users, programs, collection and acquisitions and facilities. The performance measurement system should also include targets for the identified measures to allow management to conclude on whether the Division is meeting the stated goals and objectives.

ACKNOWLEDGEMENT

The Audit Department wants to extend its appreciation to the management and staff of the Library Services Division.

Members of the Audit Team

Bryan Mansky, MBA, CMA, CIA
Deputy City Auditor

Larissa Klimchak, CMA
Auditor

Diane Jansen, CA



October 26, 2011

Brian Whiteside, CA•CIA
City Auditor

Date

WINNIPEG PUBLIC LIBRARY SERVICES BACKGROUND

The Library Services Division (the Division) operates within the Community Services Department. The Division manages and operates all service delivery aspects of the Winnipeg Public Library (the library). The Division is one of several within the Community Services Department and as such any decisions relating to items such as budgets or facilities must take place in the larger context of the entire department. Circumstances in other divisions may impact the resources available and resulting service levels delivered by the Library Services Division.

The library serves the population of Winnipeg through 20 branches located throughout the City including the main branch, the Millennium Library. A map of the Winnipeg library system is included in **Appendix 2**. The major services provided by the library are:

- circulation services,
- information services,
- programming and collections for children, youth and adults,
- outreach services, and
- administrative services – Information technology and support services.

The Division's mission statement is to provide quality, responsive and innovative information services which foster the individual pursuit of knowledge and enhance the cultural, economic and intellectual vitality of the community.

The key goals identified in the Division's business plan are:

- To provide timely, relevant and varied collections of library materials that are responsive to the needs of all library users.
- To provide library users with access to new and enhanced services.
- To provide timely assistance to the public in their search for materials and information.
- To provide the public with high quality programs in all branches with an emphasis on literacy, culture and life-long learning.
- Provide the public with library facilities that are safe, convenient and accessible community places.
- Market and promote the collections, programs and services of the library system to ensure maximum public benefit.
- Provide qualified, well-trained staff that reflects the diversity of the community.
- Provide collections, services and programs that are responsive to the needs of Winnipeg's diverse communities.

The Division strives to provide high-quality, broadly accessible programs which respond to the cultural, intellectual, literacy, economic, information and leisure reading needs of the community. Programs are designed for children, youth and adults and cover an array of topics addressing literacy, outreach, entertainment and learning. Some programs are offered in partnership with various groups as they provide expanded access and build credibility in the community such as the Summer Reading Program which is a National Literacy Program funded by the TD Bank. In July and August 2010, 4,491 children participated in the program offered during the summer. The Library also offers outreach programs which takes library programs out into different communities in the City to increase awareness and determine what some of the potential user needs are as well as communicating what the library has to offer.

In addition, the Division attempts to provide a collection that meets the cultural, educational and recreational needs of the citizens of Winnipeg.

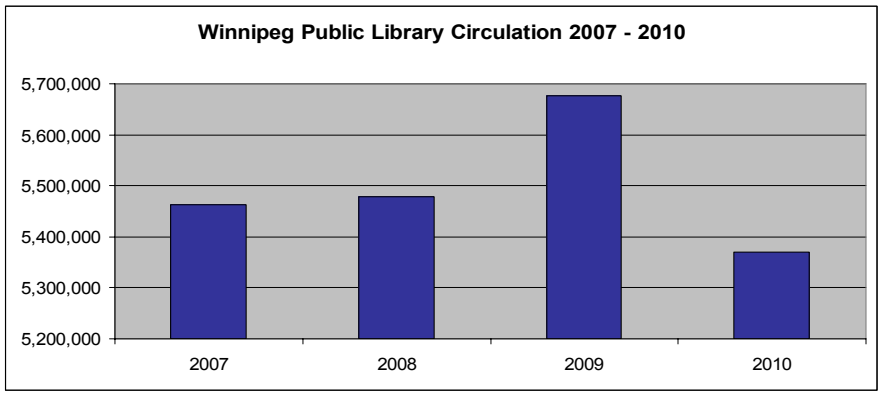
The role of technology in the library system has increased significantly over the past number of years. New technology is impacting the way customers are using the library, as well as the way library services are delivered. The Division has used technology to improve library processes such as acquiring material, using data and various statistics to assist with weeding the collection and to market and promote the library services available.

Organizational Structure

The Division is divided into seven areas: library information and virtual services, Central Library services (Millennium and St. Boniface), Youth Services (services and programs for children and youth), Community Outreach and Marketing, Public Services and collection development, 18 library branches and support services staff, support services administration and information and technology systems. The Division has a full time equivalent (FTE) complement of 169.34 staff and a total of 224 part-time positions. An organizational chart of the Library Services Division is included in **Appendix 3**.

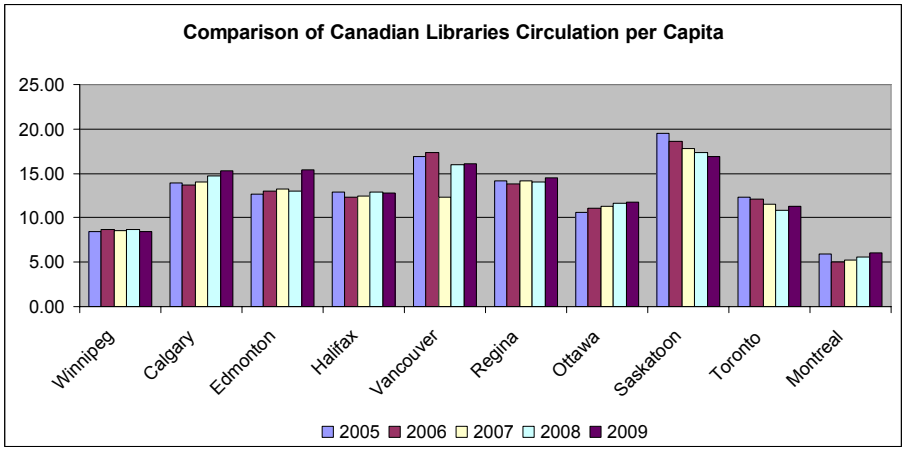
Operational Information

The Division collects and maintains a number of statistics regarding the operations of the library. Statistics such as circulation, turnover of material and items added to the collection are reported on and reviewed on a monthly basis.



Source: Library Services Division

Between 2007 and 2009 the library experienced an increase in circulation of 213,395, a 3.9% increase. In 2010 there was a decrease in circulation of 5.4% mainly due to the temporary closure of three branches due to renovations during this time.



Source: Canadian Urban Libraries Council, 2009 Canadian Public Library Statistics

Compared to other Canadian libraries, over the past few years the library has had one of the lowest circulation rates per capita in Canada. In 2009, Winnipeg had a circulation rate of 8.49 per capita compared to 15.35 in Calgary, 15.36 in Edmonton and 11.77 in Ottawa.

The Division's business plan identifies eight key goals with strategies to support each goal (See **Appendix 4);** however, few performance measures have been established to monitor whether the Division is achieving the goals and how effectively and efficiently the Division is providing services. A review of programming and collection acquisition and development performance along with any related analysis of the statistics available is discussed in the observations and recommendations section of this report.

Financial Information

The financial results for the Library Services Division are shown in the following exhibits.

An increase in library revenue is mainly due to small increases in provincial funding, library fines and library trust funds. Revenue from the City of Winnipeg has fluctuated over the past five years within a narrow range of approximately $600,000. Total revenue, not including funds from the City of Winnipeg, has increased by $310,620 or 9.75% since 2006.

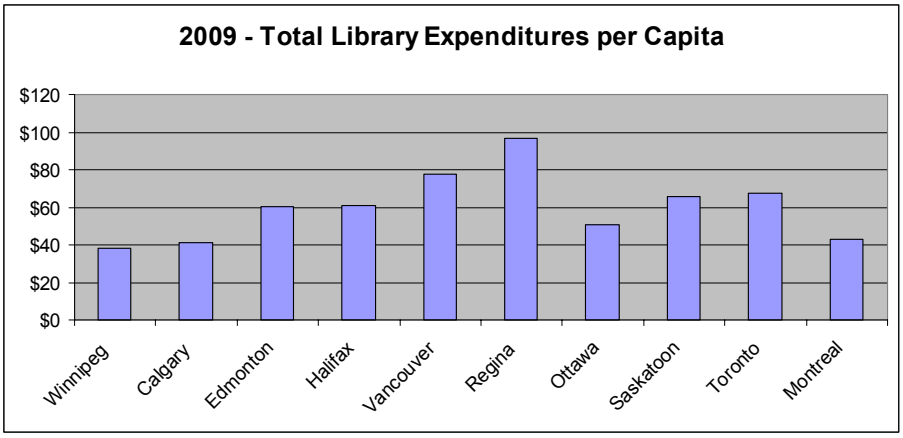
Library Revenue 2006 - 2010

	2006	2007	2008	2009	2010
City of Winnipeg	22,294,532	22,712,302	22,501,523	22,536,444	22,895,389
Provincial Library Grant	$1,910,118	$1,910,118	$2,010,118	$2,010,118	$2,010,118
Library Fines	$801,922	$821,639	$733,181	$723,110	$759,050
Miscellaneous	$332,809	$325,267	$719,087	$348,946	$369,870
Library Trust Funds	$71,505	$36,320	$427,139	$315,539	$307,662
Sale of Surplus Books	$67,763	$81,779	$68,733	$55,753	$48,037
Total	**$25,478,649**	**$25,887,425**	**$26,459,781**	**$25,989,910**	**$26,390,126**

Source: Library Services Division

The revenue sources for the Division are similar to those of other jurisdictions, library services are a subsidized public service. We did observe that some libraries charge a user fee for a library card, which in effect can limit access to the service. The City of Winnipeg Charter Act maintains that the city must permit residents of the city to have free use of the circulating and reference books of every public library and branch that it maintains.

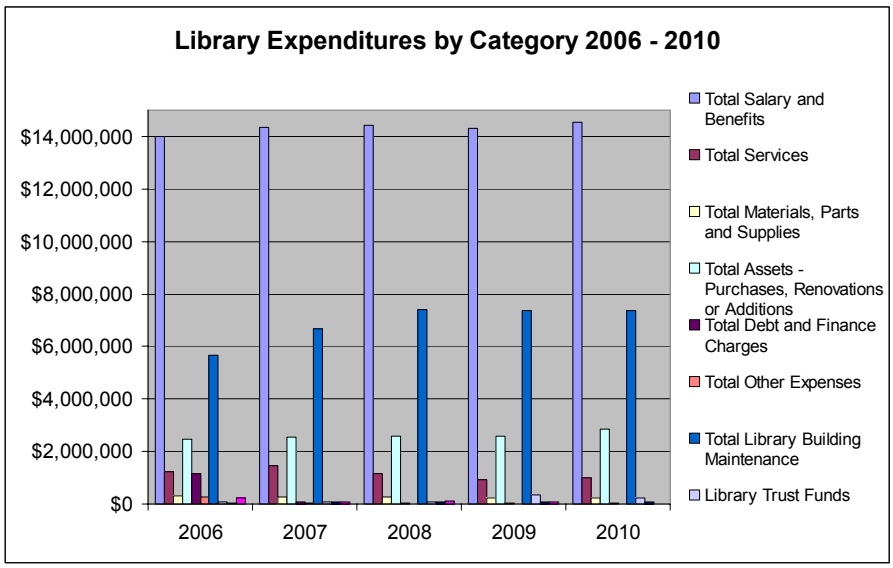
In 2009 total library expenditures were $25,989,910; compared to other major Canadian cities Winnipeg had the lowest total library expenditures per capita at $38 per capita.



Source: Canadian Urban Libraries Council, 2009 Canadian Public Library Statistics

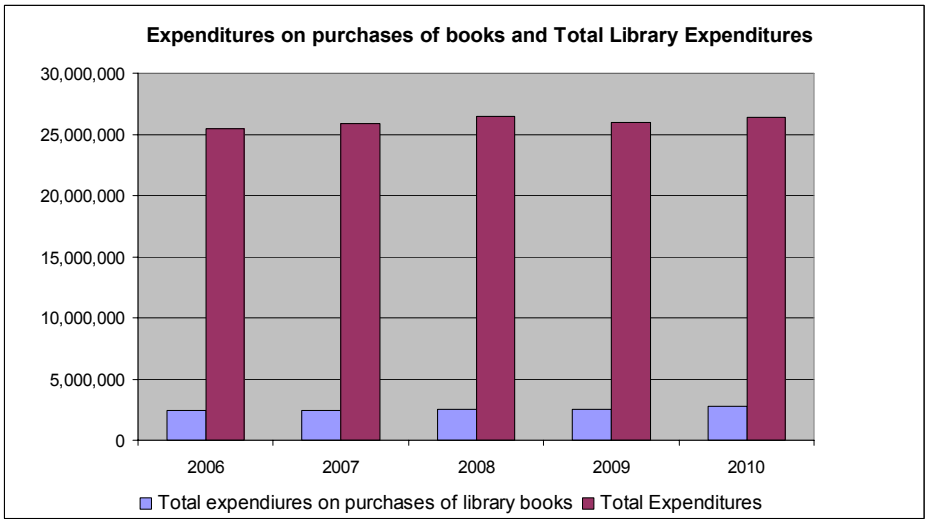
Total expenses have increased overall by approximately $911,477 or 3.6% since 2006. Expenses have increased largely due to increases in Salary and Benefits which increased by $524,848 (3.7%) since 2006 due to the negotiated wage increases. In 2010 Salary and Benefits accounted for $14,524,468 or 55% of total expenditures.

While Library Building Maintenance expenses increased by $1,705,258 (30.1%) since 2006, this was offset by a corresponding decrease in total Debt and Finance Charges (interest and depreciation), as these charges were moved into Building Maintenance in 2007. These costs are allocated by the Planning, Property and Development Department for rent, building and maintenance and debt and finance charges. In 2010, total library building maintenance expenditures accounted for $7,371,610 or 28% of total library expenditures.



Source: PeopleSoft database

The amount of total expenditures on library material, which includes print and non-print material as well as electronic resources, has remained consistent at approximately 10% of the total library expenditures. In 2010, total library expenditures were $26,390,126 of which 10.37% or $2,735,892 was spent on library material. In 2006, $2,410,911 or 9.46% of total library expenditures was spent on library material.



Source: Library Services Division

KEY RISKS

The following *potential* key risks associated with the Library Services Division were considered in the conduct of the audit:

- Inability to maintain staff to meet the current and future needs of the library services;
- A lack of financial resources;
- Increasing changes in information technology related to libraries and providing library material and services;
- Inability to maintain a collection with current and up-to-date material;
- Loss of materials in the collection through theft and manmade and natural disasters;
- The deterioration of public library buildings and opportunities to amalgamate facilities or create joint use facilities.
- Inability to respond to changing demographics through the library programs and the collection;
- Inability to maintain partnerships with businesses, schools, community organizations and other groups.

OBSERVATIONS AND RECOMMENDATIONS

The remainder of this report details our observations and recommendations. We believe the issues identified are important and implementing the recommendations will assist management in better managing the Division's operations. A complete summary of our recommendations is attached as **Appendix 5**.

Winnipeg Public Library Board

Board Composition

The Winnipeg Public Library Board (the Board) was established by the City of Winnipeg *Library Board By-Law*. The Board was established as purely an advisory board with the following functions:

- The Board in consultation with the Manager of Library Services shall make recommendations and report from time to time and issue an annual report to City Council's Standing Policy Committee on Protection and Community Services on:
  - Library policy and budget;
  - Administrative matters to the extent that they have significant policy or service implications on the Library System;
  - Development of long range plans for the Library System;
  - Public involvement in the Library System.
- The Board shall establish, organize or participate in coordinating donations and fundraising programs for the benefit of the Library System.
- The Board shall be represented in the City's process to hire the Manager of Library Services.

The Board is composed of sixteen members and consists of two Councillor Members, twelve citizen members, the Manager of Library Services and one representative of the Province of Manitoba, all of which are appointed by Council.

In addition to the Board, Library Advisory Committee's (LAC) have been established for each district of the City with members who are knowledgeable of what is going on in their local community which may impact library services. Six LAC's are established, one for each district of the City with responsibility for three to five branches. The Millennium Library has its own LAC. The LAC acts as a liaison providing community participation within the library system.

Library Advisory Committees: Library Branches within each district

Assiniboia	East Kildonan - Transcona	Lord Selkirk - West Kildonan
Charleswood	Henderson	St. John's
St. James-Assiniboia	Munroe	Sir William Stephenson
Westwood	Transcona	West Kildonan
City Centre	**Riel**	**Other**
Cornish	Louis Riel	Millennium Library
Fort Garry	Pembina Trail	
Osborne	St. Boniface	
River Heights	St. Vital	
West End	Windsor Park	

LAC's are used to perform local community surveys on occasion and make regular reports to the Board regarding the activities at their local libraries. Based on a review of the Board minutes, in 2009 four out of the five Advisory committees had some difficulty

recruiting and retaining members. Eleven LAC members were eligible to reapply to the committees and after the incumbents who reapplied were reappointed, six vacancies remained which were filled throughout 2009. This has impacted their effectiveness on acquiring a sense of the needs and requirements of the citizens.

Board Planning

The Library Board has not been formally involved in developing short or long range plans for the library but has a responsibility to comment on the long term planning for the library. The Board meets with the Manager of Library Services and shares ideas, and makes comments and recommendations based on their knowledge and experience regarding the long terms plans for the library.

The Board is responsible for leading its own long term planning and has developed a strategic plan for the Board for 2008 to 2010. The following four strategic directions were identified:

1. To foster strong and effective Board and Library Advisory Committees
2. To be a strong advocate for Winnipeg Public Library System by supporting the collection of relevant research data to enhance Winnipeg Public Library system and its services, to advocate persuasively on urgent and critical issues and by promoting the role, value, and achievements of Winnipeg Public Library system
3. To support Winnipeg Public Library's role in contributing to the social and economic well-being of our city
4. To establish, organize or participate in coordinating donations and fundraising programs for the benefit of the Library System

Board Funding

The Board regularly approaches Council to advocate for additional funds to be added to the Library's material budget and was successful in obtaining the following increases in funding:

- $100,000 increase for 2004 and 2005, increases of approximately 4%
- $50,000 increase for 2006 and 2007, increases of approximately 2%
- $75,000 increase for 2009 and 2010, increases of approximately 3%

Although the Board has successfully obtained increases to funding for library materials, the Board does not play a role in the development of the Library's budget and do not review where expenditures are made. Budget highlights and changes are reviewed by the Board with the Manager of Library Services once the budget has become public. The Board has asked questions on how much and where funds are spent as well as made suggestions to Library management regarding the allocation of funds in the budget. Suggestions are made by the Board based on their knowledge of service changes, program suggestions and other aspects of library service are considered as part of the budget.

The Board has also approached Council for increases in funding for the operations of the Board itself. Funding has increased from $60,486 in 2001 to $88,128 in 2010. A significant portion of the Board's budget funds the following three areas:

- Administrative assistant salary - $25,000 plus (this amount is not detailed in the Boards financial statements)

- Support for administrative expenses of the Library Foundation (ranged from $5,000 to $15,000 between 2006 and 2009)
- Outreach Programs – the Board provides four awards for outreach projects to library staff and outside organizations. Outreach awards totaled approximately $8,000 in 2009.
- Funding for research studies - in 2009, $15,000 was provided to conduct an *Aboriginal Needs Assessment Study* and in 2007 funds were provided for the *Materials Selection Process Study*. The Board also contributes funding for the Library's Writer in Residence program.

The Library Foundation, which is a non-profit fundraising arm of the Board, has also raised significant funds for the renovation of the Millennium Library and is currently raising funds for the Millennium Library Park. The Foundation has been a very successful source of funding for the Library Services Division.

Although the Board has been successful in obtaining increases in funding for its activities, we identified that the majority of the funding for outreach programs and studies go through the Board versus directly to the Library. As well, in excess of $20,000 is spent on an administrative assistant, when it may be possible to obtain these services directly from Division staff.

Board Structure - Governing Board versus Advisory Board

We reviewed board structures for other libraries within Manitoba and other major Canadian cities. We identified that the Winnipeg Public Library Board is unique in Canada as the Board is structured as an advisory board versus a governing board. All other Canadian Municipal Public libraries are structured with a governing board and are considered independent from the City with the board reporting to City Council. Cities with independent governing Boards receive grants from the city for the operations of the library. The City of Winnipeg libraries are not independent.

We reviewed other public libraries in Manitoba which fall under the *Provincial Public Libraries Act*[1] *(*the *Act)*. The Act requires that libraries in the province establish boards and they are not restricted to just an advisory role. The Steinbach, Portage and Brandon libraries are set up as governing library boards. Each board reports annually on the results of the library.

We reviewed the structure of the public library boards of Calgary, Edmonton, Vancouver, Regina, Halifax and Toronto. All boards have the authority of management and control over the library and have assumed the role of developing policies related to the framework, governance and operations of the library. All boards report annually to Council on the operations of the library and have developed strategic plans.

The role of a governing board is to govern the organization and serve as an accountable body. As such its role is to cultivate the organization's short and long-term success consistent with the organization's mandate and objectives, and to do so in an accountable manner. The Board oversees the operations of the organization, supervises management through a chief operating officer position, and sets standards for organizational conduct. With the increased responsibilities of a governing Board,

[1] http://web2.gov.mb.ca/laws/statutes/ccsm/p220e.php

further emphasis is placed on governance of the organization. Indicators of good governance include:

- Raised expectations and requirements for Board directors including increases in time commitment, recruitment of highly professional board members with business acumen and specialized skills and a greater emphasis on development.
- Emphasis on business and strategic planning to define the vision, mission and objectives that the entity will aim to achieve in the short and long-term.
- Embracing a performance orientation by developing a set of performance indicators and targets that are balanced, objective, clear, motivating and sensitive to community needs. This focus will create an efficient and effective organization that ensures value is provided to the community where it is most needed.
- Authority, responsibility and accountability is clearly defined so that decisions and actions by the Board, sub-committees and management are aligned with the effective pursuit of the mandate and account for the efficient expenditure of public funds.
- Continual monitoring of internal and external environments that may signal a need to reevaluate the organization's objectives or resource allocation.

Currently the by-law for the City of Winnipeg dictates that the structure of the board is that of an advisory role and as such they do not have any formal authority to govern the organization. Although the Board reports to Council, the board reports mainly on the functioning of the Board itself and not on library operations. As the Board does not have any authority over the libraries, they cannot ensure that the libraries are operating in the most effective and efficient manner possible. The advisory board serves to make recommendations and/or provide information and materials. This structure does not fully leverage the potential benefits to be derived from board personnel.

By changing the structure of the Board from an advisory capacity to a governing role, responsibilities including the library governance, strategic and business planning, performance measurement, financial results and citizen engagement fall into the hands of the Board. Additional responsibilities would include overseeing the libraries human resources and information technology requirements. A governing board is a legal body and the Board of Directors is accountable for the operations of the organization. Board members have a fiduciary duty and risk legal liability if they fail in their duties. Ultimately this would result in increased transparency and should result in an organization that achieves its mandate in the most efficient and effective manner.

The City recently undertook a similar transition with the creation of the Assiniboine Park Conservancy. This not-for-profit organization is responsible for the planning, redevelopment and management of Assiniboine Park's operations and to ensure its ongoing financial viability. The result has been a renewed energy and focus on the park and zoo and considerable investment from both the public and private sector.

Recommendation 1

We recommend that the Community Services Department prepare a report for the consideration of City Council reviewing the current role and structure of the Board to determine whether a Governing Board would be more effective to oversee the operations of the library.

Management Response
Management agrees with the recommendation. The Library Board's advisory role is unique when compared with other library systems in Canada. A governance board model should be examined. There is a strong and valued relationship between the Library and the Library Board and it may now be time to enhance that relationship through a different reporting relationship. The Library will review the history of the current Library Board structure, review former reports and studies and consult with the current Library Board and other library systems. A report will be prepared for Council consideration by September 2012.

Winnipeg Public Library Purpose

Business Planning

The mission statement for the Library Services Division is to provide quality, responsive and innovative information services which foster the individual pursuit of knowledge and enhance the cultural, economic and intellectual vitality of the community. This is consistent with the mission and vision expressed by the Canadian Library Association in a published position statement that outlines the responsibilities of libraries related to intellectual freedom.

The International Federation of Library Associations and Institutions (IFLA) define the primary purpose of the library is to: *provide resources and services in a variety of media to meet the needs of individuals and groups for education, information and personal development including recreation and leisure. They have an important role in the development and maintenance of a democratic society by giving the individual access to a wide and varied range of knowledge, ideas and opinions*[2].

> *As embodied in Canada's Bill of Rights and the Canadian Charter of Rights and Freedom, all persons in Canada have the fundamental right to have access to all expressions of knowledge, creativity and intellectual activity, and to express their thoughts publicly. This right to intellectual freedom under the law, is essential to the health and development of Canadian Society.*"
>
> -The Canadian Library Association
> Position Statement

We reviewed the public libraries mission, vision and strategic goals and objectives for seven other Canadian cities (Calgary, Edmonton, Halifax, Ottawa, Toronto, Vancouver and Regina). In reviewing the information, we determined that the purpose, mission and vision statements of the Division are consistent with the other cities. The overall purpose and mission is consistent with connecting people, enriching lives and communities, free and equitable access to public library services, building communities, learning inspiration and enjoyment, shaping collections and services to be responsive to community needs and aspirations.

Through the long term planning document - Our Winnipeg, The City of Winnipeg has identified that the access to information and life-long learning is essential to the development and growth of both individuals and whole communities. It is important that

[2] The Public Library Service IFLA/UNESCO Guidelines for Development, IFLA Publications 97, K. G. Saur Munchen 2001, page 2

individuals have the necessary literacy skills to fully engage in society. As a result, libraries need to continue to be responsive to community needs, demographic trends and technological changes. Furthermore, libraries nurture a culture of life-long learning and literacy. Our Winnipeg identified three directions for library services[3]:

> *Literacy is the ability to identify, understand, interpret, create, communicate, compute and use printed and written materials associated with varying contexts. Literacy involves a continuum of learning to enable an individual to achieve his or her goals, to develop his or her knowledge and potential, and to participate fully in the wider society.*
>
> - United Nations Educational, Scientific and Cultural Organization (UNESCO)

- Provide quality, responsive and innovative library programs and services that emphasize literacy and life-long learning and that enrich all Winnipeggers and their communities.
- Provide library facilities that are safe, convenient and accessible community places.
- Market and promote the collections, programs and services of the library system to ensure maximum public benefit.

The Division has further defined eight goals to support achievement of the mission, which are:

1. To provide timely, relevant and varied collections of library materials that are responsive to the needs of all library users.
2. To provide library users with access to new and enhanced services.
3. To provide timely assistance to the public in their search for materials and information.
4. To provide the public with high quality programs in all branches with an emphasis on literacy and life-long learning.
5. To provide the public with library facilities that are safe, convenient and accessible community places.
6. To market and promote the collections, programs and services of the library system to ensure maximum public benefit.
7. To provide qualified, well trained staff that reflects the diversity of the community.
8. To provide collections, services and programs that are responsive to the needs of Winnipeg's diverse communities.

The goals along with their related strategies to accomplish were developed in 2007. They encompass all of the services provided including: materials, programming, facilities, staffing, performance and marketing. The broad goals are still relevant, but provide limited guidance to staff who must balance service delivery with resource constraints. The goals appear to envision an ability to provide all services for all Winnipeg citizens. We observed that a number of libraries across Canada have developed strategic plans for the short to medium term which focus and prioritize the goals and strategies to be accomplished. In addition, performance measures or indicators and outcomes are identified with which the goals are to be evaluated.

[3] City of Winnipeg, Our Winnipeg– It's our City, It's our Plan, It's our Time, page 62 & 63

Literacy is one priority that was identified in the strategic planning conducted by other Canadian libraries. (See **Appendix 6** for a longer discussion on the role of libraries in supporting literacy.) While the Division has a goal that includes providing high quality programming with an emphasis on literacy, there are no specific strategies, timeframes or measures to enable evaluation of whether this goal has been achieved in an effective and efficient manner. The public libraries in the cities of Calgary, London and Toronto also identified literacy as a main purpose and goal. For example, in the strategic plan for the Toronto public library, a goal of supporting Toronto's children in developing early reading skills was also identified. Specific strategies and action items were identified, including "*strengthen literacy and employment-related programs and services to address the needs of English as a Second Language learners, early school leavers, adult learners and job seekers".* Annually Toronto Library management report to the Board on the strategic plan achievements and annual performance measures with benchmarking information that places the performance of the library in the context of other municipal library systems. The performance measures capture library outputs such as total circulation and the increased usage of the Library's website. In the 2010 report to the Board on the implementation of the strategic plan, it was reported that the Library had increased emphasis on programs supporting entrepreneurs and job seekers and the Library had joined other organizations to support families to become independent from social assistance.

To monitor the achievement of the desired outcomes and results from their strategic plan, the London Public Library has identified performance metrics in their strategic plan, such as citizen engagement levels: public awareness/knowledge about services and return on investment index's (funding per capita, operating cost per capita, use per capita)[4]. As well to track the implementation of each objective in their strategic plan, The Columbus Metropolitan Library in Ohio has developed a table which tracks and monitors the implementation and achievements of each objective[5]. Furthermore, the Richmond public library has found that although the library strives to serve the whole community, they have identified the groups where they will focus and develop higher levels of service. Identifying the unique needs of various groups and focusing resources in those areas will result in the delivery of a higher level of service.

Overall, the Division has a lengthy set of broad goals that cover all aspects of library services; but lack the focus and specificity to enable proper guidance and evaluation. The Division is striving to be all things to all people and as the library struggles to provide an ever growing number of services to a diverse group of communities, the importance of defining and focusing the role of the library becomes increasingly important. The Division should develop a detailed business plan which clearly focuses and prioritizes goals, strategies to accomplish and performance measures to evaluate success. This will serve to target and prioritize resource allocation and provide information for the library to promote their achievements.

Although the libraries reviewed in other Canadian cities are structured with a governing board which has undertaken the general management, regulation, organization and control of the public library along with the requirements to promote and maintain

[4] 2010-2013 Strategic Plan, London's Library: Enriching Lives and Empowering People, London Public Library, page 15.
[5] 2009 Comprehensive Annual Financial Report for the Fiscal Year ended December 31, 2009, Columbus Metropolitan Library, Columbus, Ohio, page xiii.

comprehensive and efficient library services, the underlying practices related to the management of the library services can apply to the management of the City's libraries through the Division's management.

Recommendation 2
The Library Services Division develop a business plan that identifies a set of goals and related strategies to be accomplished within a defined timeframe and supported by performance measures to enable evaluation of achievement. The goals should be prioritized and the needs in each community along with the overall purpose of the library should be considered when developing the business plan.

Management Response
Management agrees with the recommendation. A new strategic plan needs to be a priority for the Library. The former plan is now dated and does not include the performance measures necessary to ensure that the library is being successful in achieving its goals. A clear set of strategic goals and objectives with defined timeframes and measureable outcomes will better enable the library to meet the changing needs of its users. A Strategic Planning process will be developed that includes library staff, public and library stakeholder groups. The Division will work to having the new plan prepared by June 2012 so that it can be of assistance in developing the 2013 – 2014 budget.

Library Users

Compared to other Canadian cities, we observed that Winnipeg has one of the highest number of citizens with library cards (registered borrowers); however the library also has one of the lowest number of in-person visits per capita and annual circulation per capita. While Winnipeggers have embraced obtaining a library card, it has not translated into actual library usage.

2009 Annual Library Activity

	Population	Registered Borrowers	Annual In Person Visits	Annual In Person Visits per capita	Annual Circulation	Annual Circulation per capita
Winnipeg	**675,100**	**460,456**	**2,771,358**	**4.11**	**5,728,921**	**8.49**
Regina	187,000	87,156	1,748,254	9.35	2,707,306	14.48
Saskatoon	209,200	164,025	1,825,096	8.72	3,532,738	16.89
Halifax	372,858	164,538	2,251,504	6.04	4,746,449	12.73
Ottawa	908,390	295,741	5,005,050	5.51	10,692,133	11.77
Vancouver	615,473	339,414	6,439,349	10.46	9,886,149	16.06
Montreal	1,620,693	362,263	6,284,226	3.88	9,834,250	6.07
Edmonton	782,439	454,576	5,623,814	7.19	12,014,589	15.36
Calgary	1,042,892	465,112	5,554,980	5.33	16,012,748	15.35
Toronto	2,755,800	1,246,065	17,554,470	6.37	31,271,072	11.35
Other Cities - Similar Populations to Winnipeg						
Fraser Valley	669,969	399,584	3,410,174	5.09	6,971,618	10.41
Mississauga	730,000	211,061	4,449,550	6.10	8,235,708	11.28

Source: CULC 2009 Canadian Public Library Statistics

The Division has identified all citizens of Winnipeg as the customers of the library and strives to provide services and collections that meet the needs of all Winnipeg communities. Surveys are conducted to gauge citizen satisfaction and in one of the most recent surveys, 98.7% of respondents stated that they had previously visited a

branch of the Winnipeg Public Library. This provides very little information from non-users of the library to determine how the library can better meet their needs.

The main method to receive feedback from citizens who are not using the library is through outreach programs. These programs bring the experience of the library and its resources out into the communities to reach customers who are unable to visit the library and who have traditionally not accessed the library services. Through these programs the program coordinators try to determine the needs of the individuals and ensure that the library is providing the appropriate resources.

Library cards are issued to participants of the various outreach programs as well as the participants of programs for new immigrants. These programs can contribute to the high number of registered borrowers, but the library needs to develop additional processes to understand what is preventing individuals from returning to visit the library and borrow materials. Once the Division understands what is hindering library visitation, then services can be adjusted and they can periodically contact and promote how the services of the library will benefit users.

In 2009, the Library Services Division, the Board and the Community Services Department, identified the Aboriginal population of Winnipeg as a group where the library would like to focus on developing the library services and collections. The Board had a report prepared in 2010 which surveyed the Aboriginal community in Winnipeg to determine the needs of the community as well as determine how the library is meeting those needs through the current library services. In the report, the following items were identified, by the Aboriginals surveyed, as barriers or reasons for not using the library:

- There is a need for the library to better inform the Aboriginal population in the inner-city of what it has to offer and why it has value.
- There should be activities and events that make the libraries destinations for Aboriginal community members, particularly families.
- There could be more opportunities for members of the Aboriginal population to get involved.
- There is a consistently held belief that libraries are generally not seen to be welcoming places for Aboriginal people.

To implement the findings from the report, a task force was created which submitted a report in February 2011 to library management presenting 31 recommendations along with 57 action items falling into the categories of: programming, marketing, collections, technology, facilities, human resources, and policies.

Through this initiative the Division is working to meet the needs of a specific community group. As the action items are implemented, the Division will then need to develop processes to determine the level of success at engaging the Aboriginal community. Similarly the Division will also need to engage other non-users of the libraries to understand what prevents them from using the service.

Recommendation 3
The Library Services Division management should engage citizens of Winnipeg who are not currently using library services to gain an understanding of their needs and to determine where and how the Division and the library can better serve the community.

Management Response
Management agrees with the recommendation. While the report notes that outreach services do reach a limited number of non-users, the library will look for new ways to reach those individuals not currently using library services. The recent aboriginal services study done by the library was successful in reaching non-users in the community and finding out what the library could do to make the library a more important service in their lives. The Library Services Division will look at utilizing existing technology to electronically contact non-users to find out why they currently do not use the resources of the library. On-line surveys and telephone surveys, focus groups, and utilizing social media networks are some of the ways that will be used to connect with non-users. In addition, the Library Services Division will look at other marketing and advertising methods to increase library card holders by groups not currently using the library. The Library Services Division will target the month of October, Canadian Library Month, in 2012 as the time to survey, advertise and market library services to non-users of the library. Statistics will then be tracked in October and the following months on the number of new card holders registered as a measure of success in reaching out to non-users.

Performance Measures

Performance measures and targets can be used to evaluate whether the Division is meeting the customer needs and achieving the libraries goals through the services, collections and programming offered. Performance measures can be established by external parties such as the Ontario Municipal Benchmarking Initiative (OMBI) and Canadian Urban Libraries Council (CULC) Statistics, where the performance of the library is measured against other Canadian Libraries or they can be developed internally. The Division has a variety of service statistics available, such as collection turnover rates (the number of times items circulate on average during the calendar year), circulation, last activity date, and percentage of material checked out, but these provide limited insight into whether the Division is effectively and efficiently achieving all of their stated goals.

While the Division has established a goals and strategies document, the desired outcomes are not specified and performance measures are not established. For new initiatives, such as targeting the Aboriginal community, the Division has not developed a process to formally evaluate the success of that initiative.

Performance measures and targets should be developed to support all service areas of the Division, including programming, collections and acquisitions, staffing and facilities. Each measure should provide insight into the achievement of the associated strategy and goal. For example, the Edmonton Public Library has identified the following outcomes and measures within their Business Planning document to assess how well it is meeting its goals[6]:

[6] Edmonton Public Library: Opening a lifetime of Learning, Engagement, Possibility. 2010 Approved Budget.

Outcome	Measure
Visitations and usage of library services grow yearly	• Library visits per capita compared to national average • Number of library materials borrowed on a per capita basis compared to national average
Libraries are rehabilitated, renewed, replaced and new libraries are built in growing communities	• Number of facilities funded out of 10 year Library Facilities Plan • Renewal, rehabilitation and growth of library facilities are constructed within Library Facilities Plan timelines
Minimize costs and maximize revenue	• Cost per circulation (items borrowed) • Municipal and provincial per capita funding compared to national average

Recommendation 4
Library Services Division management should develop performance measures and targets that can be used to evaluate success at achieving the desired outcome from the strategies and goals.

Management Response
Management agrees with this recommendation. The Library collects a wide array of statistics utilizing its integrated library system (Horizon) and other in-house statistics including programming, attendance, reference questions, in-house use of materials, computer bookings, on-line electronic resources usage, etc. Many of these statistics are reported on an annual basis at the national level as part of the Canadian Urban Libraries Council and used for comparisons with other large urban public libraries. The Library began to report performance statistics utilizing the Ontario Municipal Benchmark Initiative (OMBI) in 2010 as part of a City initiative. These performance-related measures will play a more important role in the library's service delivery plans in the future. The challenge for the Library Services Division will be to try and establish a reasonable number of performance measures in the various areas outlined in the Audit document and then be able to track, analyze and report on them with the current level of staffing resources available. While the library exists to serve all tax payers in the city, it must focus more of its resources on a higher level of service in certain areas. This is especially true as it refers to collection development and adult and youth services programming. With limited financial resources, the Library must ensure that it focuses those resources where they are needed most. By April 2013, the Library Services Division hopes to have a set of key performance measures in place to measure and evaluate services, collections, and programs and assist with focusing service delivery. Those key performance measures will be based on the priorities/goals defined in the strategic plan.

Community / Neighbourhood Profiles

The Library Services Division offers services, collections, and programs out of library branches located throughout the city. Developing and maintaining community profiles was a recommendation which came out of the *Material Selection Process study* from 2007 as a process to ensure that the programs, services and collections offered reflect the needs of the diverse communities.

Community profiles are used by other cities. For example, the Vancouver public library Collection Development Policy states that: *"The library must also track social and demographic trends in order to build collections responsive to the needs of our users as they change over time. This includes maintaining an awareness of emerging languages and cultures, economic impacts on information needs, and broader changes in work and recreational habits."* Furthermore, the Vancouver Public library developed a *Diversity and Inclusion Statement* which identifies that library staff will[7]:

- Identify population that may be under-represented or hard to reach
- Seek to understand how diverse community groups define and describe themselves
- Listen directly to communities
- Work with diverse communities to develop inclusive consultation and engagement processes
- Work with diverse communities to determine appropriate ways to design, deliver, and evaluate services.

A branch collection profile template was developed by the Library Services Division with two parts to be completed by each branch. The first section of the profile is designed to collect general information on the community such as amenities in the area, population by age, languages spoken, level of education, etc. The second part of the profile is a collection assessment which analyzes and describes the branch collection and provides an action plan for collection selection and weeding. The information collected in the second part includes, a detailed breakdown of the collection by segment along with the related statistics for the segment, such as collection size, turnover, circulation and items added. In addition, an action plan is to be completed by the branch head identifying the type of material that should be purchased for the branch and what material does not circulate well at the branch.

The Branch Librarians are responsible for continuing to update the information on the neighbourhood including demographic information as well as information on changes in the community. They are also responsible for completing and maintaining the branch collection profiles with information received through a variety of reports with statistics on collection size, turnover and circulation.

The demographic section of the profiles should be reviewed annually by branch staff and updated as changes are required or as new information becomes available. The general information section was to be completed in 2009 by each branch using the information from the 2006 Census. We reviewed all of the profiles and identified that 90 percent of the branches had not completed the general information section in 2009 with the information from the 2006 Census. At the time of our review the library branches were in the process of updating the general information.

The second part of the collection profiles were completed in the majority of instances. The branch collection profiles had been updated with the 2010 statistics on the collection size, turnover circulation and items added. However, we identified that 75 percent of the branches had not completed the detailed collection information on the juvenile collection.

[7] Vancouver Public Library, Diversity and Inclusion Statement, www.http://www.vpl.ca/about/details/diversity_and_inclusion_statement

The general neighbourhood profile information including demographics is important for programming and the development of the collection as this information provides insight into the unique communities and the citizens who are in them. It could assist in the development of programs, collections and services to best serve the needs of that community. Due, in part, to a lack of complete information, the programming coordinators do not use the community profiles when determining the programming requirements for specific Branches.

The collection assessment section of the community profiles is reviewed on an annual basis by the material selectors with the branch head librarians to discuss and assess the current collection at the branch. The branch material discussion is based primarily on the material currently held by the branch and the material that is being used by the current users of the library. As the neighbourhood general information is not complete, it cannot be used to identify new material to suit a unique community group. New material appears to be ordered primarily based on how the current material in the branch is circulating, library trends and what material in the branch needs to be updated or replaced.

The libraries serve all citizens of Winnipeg; however the needs of each community within the City will vary. The programs and collections offered by the library appear to be meeting the demand of the current users of the library. In 2010, a survey found that 96.1% of respondents were satisfied with the library services. However the Library Services Division does not have a formalized method to determine and assess if they are meeting the needs of the citizens who are not using the library. It is difficult to assess if the collection, programs and facilities in each branch meets the needs of the community when this information is not available.

The profile templates should also include more detailed information on the community such as community service organizations that are operating in the area and needs specifically identified by the community through outreach initiatives. The Community Services Department is currently working on a neighbourhood profile initiative that will collect information on the services and recreational and leisure activities in each neighbourhood as well as information on the demographics. Once this project is complete this information should be used by the Library Services Division to complete and update the community profiles or be added to the profiles.

Recommendation 5
Library Services Division management should develop a process to ensure that the Community Profile templates are completed in full by all Branches and updated at regular intervals. In addition, the inclusion of additional information available from the neighborhood profile initiative should be incorporated. Together this information should be integrated into planning activities for collections, programming and facilities.

Management Response
Management agrees with this recommendation. The Library supports the need to review and update its community profile templates and collection assessments on an annual basis in order to ensure that branch collections are being developed to reflect the demographic changes in the community, and the circulation patterns of the library users.

It should be noted that at the time of the audit the number of completed profiles was higher than recorded as updated templates had not been posted on the library's intranet site. This has subsequently been done. All profiles will be reviewed and updated by January 2012 using the most up-to-date census figures and other data available to assist with collection development and program planning. New collection assessment tools will also be used to ensure that the library is purchasing the material the public wants most.

Programming

Comparison of Library Programming in Canada

Compared to other major jurisdictions, in 2009, the Library Services Division offered the lowest number of programs per capita, had the lowest total annual hours of all branches and offered the least number of programs overall and per location as well as offered the lowest number of programs per registered user.

COMPARISON OF PROGRAMMING WITH OTHER MAJOR CANADIAN CITIES (2009)

Branch	Number of Programs	Program Attendance	Programs per Capita	Programs per Location	Programs per Registered User
Winnipeg	3,190	72,176	0.0047	159.50	0.0069
Halifax	4,614	108,464	0.0124	329.57	0.0280
Regina	4,897	88,554	0.0262	544.11	0.0562
Edmonton	6,857	169,210	0.0088	403.35	0.0151
Vancouver	7,103	210,769	0.0115	322.86	0.0209
Ottawa	9,950	195,317	0.0110	301.52	0.0336
Calgary	10,365	260,795	0.0099	609.71	0.0223
Montreal	18,321	257,640	0.0113	416.39	0.0506
Toronto	27,862	750,200	0.0101	281.43	0.0224
Other Cities - Similar Populations					
Fraser Valley	5,851	174,253	0.0087	234.04	0.0146
Mississauga	5,267	118,057	0.0072	292.61	0.0250

Source: CULC, 2009 Canadian Public Library Statistics

Of all the programs offered by the Division, a significant portion of programs offered are for children and are family based programs designed for both the parents and their children. In 2009, almost 71% of all programs offered by the Division were for families and children.

2009 COMPARISON OF CHILDREN AND YOUTH PROGRAMMING WITH OTHER JURISDICTIONS

Branch	Total Children's Programs	% of Childrens Programs Offered	Children Program Attendance	Total Youth Programs	% of Youth Programs Offered	Youth Program Attendance
Winnipeg	2,259	70.82%	52,741	111	3.48%	2,010
Halifax	N/A	N/A	N/A	N/A	N/A	N/A
Regina	2,313	47.23%	50,487	161	3.29%	1,296
Edmonton	2,666	38.88%	128,188	385	5.61%	4,068
Calgary	4,739	45.72%	139,137	575	5.55%	9,913
Vancouver	5,714	80.44%	166,476	217	3.06%	3,420
Ottawa	5,847	58.76%	162,848	316	3.18%	4,113
Toronto	6,500	23.33%	428,953	3,164	11.36%	73,969
Montreal	N/A	N/A	N/A	N/A	N/A	N/A
Other Cities - Similar Populations to Winnipeg						
Fraser Valley	3,585	61.27%	138,453	278	4.75%	4,714
Mississauga	4,026	76.44%	93,544	539	10.23%	5,274

Source: CULC, 2009 Canadian Public Library Statistics

To understand the reason for the results, we look at the program planning process and the programs offered in the next section.

Program Planning

The broad goals and objectives of the Library Services Division guide the development of library programs for adults, youth and children. The following goals have been established to guide the development and scheduling of programs:

- Promote the use of reading and or literacy
- Stimulate the use of the library and its resources
- Attract new library users
- Provide opportunities for social interaction and community building
- Establish or enhance partnerships with external organizations

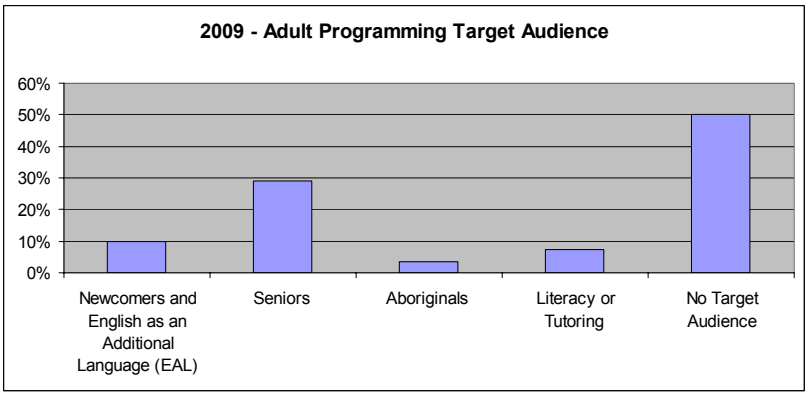
Programming is coordinated through an adult programming committee and a children and youth committee. Both committees are to develop priorities and annual plans for their respective programming areas. However, the lack of prioritized goals limits the guidance provided to the programming committees when developing the following year's slate of programs.

Branch head librarians are responsible for selecting the specific programs which will be offered in each branch. Decisions are based primarily on the size of the facility, staffing levels, program attendance, and branch hours of operation as well as interest from the community. Branches are required to hold a minimum number of youth services programs per week but have the ability to choose which youth programs they will offer. For example, a branch that is required to hold four pre-school programs may decide to offer one or more of the same program. Branches may also develop their own programs that they can offer, particularly during school holiday periods but they have to be approved by the programming committee before they can be offered.

Programming

The Adult Programming Committee has developed programs targeting specific groups. With the increase in immigration, programs such as creative writing for newcomers have been developed targeting those who are learning to speak and write English. Programs have also been developed in partnership with other organizations such as the English newcomer conversation groups which uses volunteers from the Immigrant Centre.

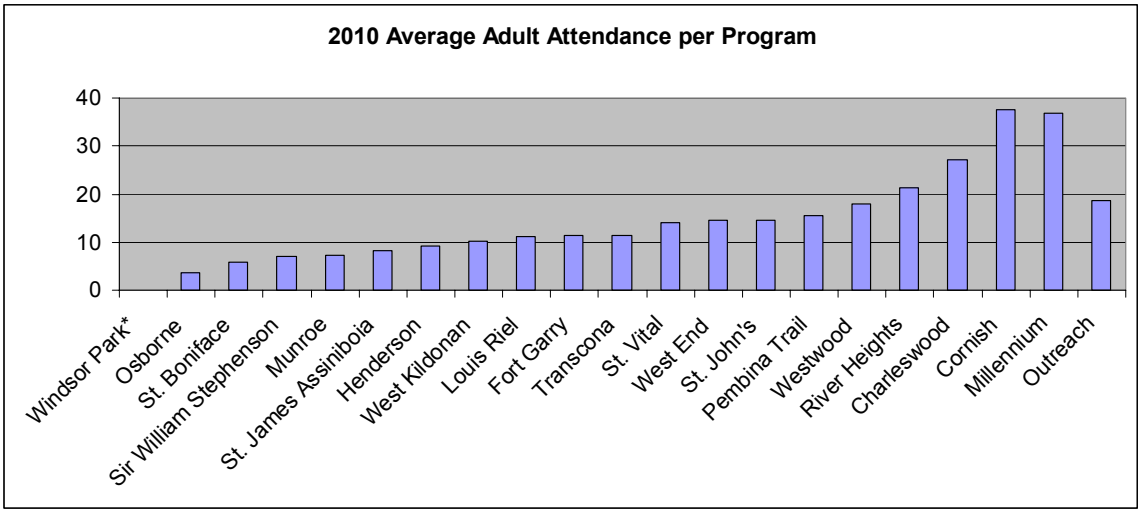
Although the Adult Programming Committee programs target specific groups, it does not appear that these programs are marketed or promoted to target these groups. The Library Newsletter, which is available in all library branches and through the City's website, is one of the primary methods used to market and promote the programs offered by the library. In addition, programs are marketed through emails, posters, media and various social networking tools. However, if an individual



Source: Library Services Division

does not frequent the library or read their newsletter, they may never become aware of beneficial programs, despite being within the target audience.

A breakdown of adult programming in 2009 identified that the majority of programs offered fall into a general information category, some with no specific target audience. Programs in this category include programs on gardening, lawn care, composting, English conversation groups, and creative writing programs. We also found that tours of the library are counted as programs as well as art displays when the display is in connection with a program being offered. The majority of the adult programs are offered at the Millennium Library as this is the largest branch and is centrally located and is easily accessible. The Adult Programming Committee believes that adult programs do not do well at the Branches. When we reviewed the attendance statistics for programs we observed that programs offered at the Millennium library had the highest attendance at 36.8 people, while branch attendance averaged 13.1 people in 2010.



**Windsor Park did not offer any adult programs in 2010*
Source: Library Services Division

We observed that many of the branch libraries have reduced hours of operation which limits the time available to host programs. For example, 55% of the library branches are closed Wednesdays, 30% of branches open at 1pm each day and only six branches are open on Sunday. Restricted hours of operation at the branches may limit the number of programs that can be offered out of each branch and may result in fewer programs and lower attendance.

To track the programs the Adult Programming Committee offers during the year, a spreadsheet was developed that listed the various types of programs to offer each month. This was completed in 2009; however, it was not completed in 2010 or 2011 to date. While tracking attendance is worthwhile, it does not provide insight into the value delivered to the community. Without identifying the desired outcomes of the programs offered in different communities, it is difficult to measure or determine how the program contributes to the Division meeting its goals.

As an example, the St. John's branch within the inner-city is one of the smallest Branches in the library system with fewer resources. However, one of the Division's goals is to promote literacy, so basing the assignment of programs on the size of the

branch and attendance of programs may not be the most effective way of achieving this goal. Rather looking at each community and the needs within the community related to childhood literacy may result in a different allocation of the type and number of programs offered in each branch. More resources may need to be placed in the inner-city libraries where approximately 55% of the population is at a prose literacy level of 2 or below versus the libraries in the suburbs where approximately 40% of the population is a prose level of 2 or below[8].

The City as a whole has placed an increased focus on meeting the needs of the Aboriginal community and the Division has supported that direction with increased programming. In 2002, the Division offered only one Aboriginal program, whereas in 2010 approximately sixteen programs have been identified as targeted to Aboriginals. Similarly, in 2011 the Children and Youth Programming Committee identified young adult programming as one area they would like to develop new programs to attract the teen users to the library. With the increase in popularity of young adult books, there has been an increase in the use of the library by young adults. With this trend, a gap was identified in programming as there were a limited number of programs offered for teens. Determining how and if the programs are meeting the needs of the identified target groups would be the next critical step in determining the effectiveness of the programs offered.

The library also offers a number of programs offsite, primarily to outreach groups, bringing the library services out into the community. We reviewed the programs offered as part of the outreach services and found that in 2010, 10% of the outreach programs offered were presentations to Aboriginals and new immigrants while approximately 75% of the total 308 outreach programs offered offsite were mobile library services to senior citizen homes. While this is a benefit to one user group, it should be supported with proper analysis to confirm that the resources allocated to this initiative are achieving the Division's objectives.

The absence of specific, measurable and prioritized objectives leaves us unable to conclude if the allocation of resources is optimal and means that the communities which have possibly the greatest need for specific and targeted programs may not be receiving the services required. Articulating attainable objectives and supported with performance targets for programming would enable the program committees to target specific groups and clearly link outcomes with the goals of the Division. Branches serve very different communities across the City; as a result each branch library should offer those programs which they believe best meet the needs and demands in their particular community.

Recommendation 6

The Adult and Children and Youth Program Committees should develop a set of specific, measurable and prioritized objectives supported with a balanced set of performance measures to guide the development of new programs as well as the schedule of programs offered in the various branches. The objectives which each programming committee wishes to achieve should take into account the needs and requirements of

[8] Literacy levels are evaluated on a 5-point scale. Reading proficiency at a Prose Level 2 is defined as – A capacity to deal with only simple, clear material involving uncomplicated tasks. People at this level may develop everyday coping skills, but their poor literacy makes it hard to conquer challenges such as learning new job skills.

the communities served by the various branches. The programming objectives should link to the Division's strategic goals.

Management Response
Management agrees with this recommendation. The Library supports the need to collect, analyze and make changes in its programming based on specifically identified performance measures. Considerable work has been done in the past few months to develop an electronic way of gathering all program statistics (LIBPSS). The LIBPSS system includes a wide variety of statistics, including program attendance, target groups and participant evaluations. Data is captured for accuracy at the branch level and Administrators use this data for program planning and evaluation. This data will be used to measures the success of programs, set realistic targets and ensure programs are successful in meeting the needs of the library users throughout the city. Data is now being input at the branch level across the system. By October 2012 the Library will have a full year's worth of data using the new system and will be able to report on the success of programs and recommend changes based on specifically identified performance measures.

Collection Selection and Acquisitions

The collection is the core of all library services and serves diverse users of all age groups across a variety of demographics and socio-economic backgrounds including newcomers, students, business people and professionals with a wide range of needs and expectations. The collection consists of a variety of material from fiction to non-fiction covering topics to balance all viewpoints in order to support the users in all aspects of their lives. Library material is offered in a number of formats including DVDs, CDs, MP3's, cassettes, electronic databases, audio books, eBooks, and large print material. The library has grown its collection of material in many languages for newcomers, literacy material and resources for citizens learning English as a second language and access formats for the visually challenged.

Comparison of Library Material Expenditures in Canada

Compared to other Canadian cities, in 2009 the Library Services Division had one of the lowest total library materials expense, which includes funds from provincial grants, trust funds and book sales. The Division spent $2,870,535 on library material compared to other Canadian cities such as Ottawa with a materials expense of $4,705,108 and Edmonton with a materials expense of $5,569,227.

2009 Materials Expenditures per Capita

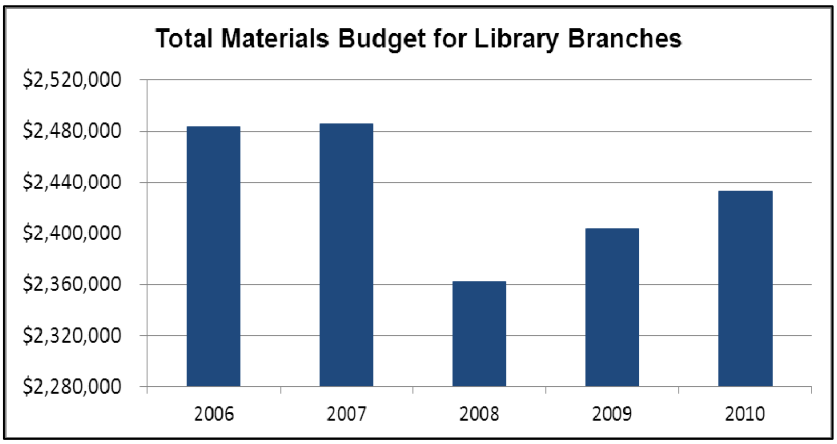
	2005	2006	2007	2008	2009
Winnipeg	**$4.07**	**$4.24**	**$4.21**	**$4.16**	**$4.25**
Calgary	$6.80	$7.47	$7.70	$7.22	$6.75
Edmonton	$7.02	$7.13	$7.40	$7.95	$7.12
Halifax	$4.60	$4.36	$4.62	$4.73	$4.95
Vancouver	$7.89	$7.73	$7.13	$8.98	$9.31
Regina	$7.23	$7.57	$7.57	$7.72	$8.15
Ottawa	$4.83	$4.68	$4.86	$5.01	$5.18
Saskatoon	$8.54	$7.59	$7.57	$7.50	$7.81
Toronto	$6.57	$6.67	$6.68	$6.21	$6.24
Montreal	$5.10	$5.05	$4.55	$5.16	$4.17
Other Cities Similar Populations					
Fraser Valley	$5.33	$4.10	$4.55	$4.95	$4.41
Mississauga	$3.23	$3.42	$3.32	$3.33	$3.28

Source: Canadian Urban Libraries Council, 2009 Canadian Public Library Statistics

As such, compared to other major Canadian cities, the Division had one of the lowest total materials expenditures per capita at $4.25 per capita in 2009. Since 2005 the amount per capita spent on materials in the entire collection has increased by 4.42%. Across all major Canadian cities, libraries spent, on average, $6.39 per capita on library materials in 2009.

Materials Budget

In 2010, a materials budget for books (print and non-print) of $2,433,102 was split between 20 library branches, including the Millennium Library, and over 20 different categories of material such as fiction and non-fiction for adult and young adults. An additional $243,290 was allocated to electronic resources such as databases and eBooks. The budget is primarily assigned as per branch size and circulation. We were informed that many other factors are taken into account such as trends, demographics, and a number of statistics such as turnover; however, the budget allocation appears to be relatively consistent.



Source: Library Services Division

We reviewed the allocation of the materials budget from 2008, 2009 and 2010 and identified that there have not been significant changes in how the budget is allocated between the categories of materials. There have been slight increases in the proportion of the budget allocated to Young Adult fiction and non-fiction as well as to adult fiction. These changes can be attributed to the libraries move towards just in time material as well as the increase in the popularity of young adult material.

Allocation adjustments have been made on occasion to branch budgets as a result of external funding or facility renovations. The Literacy for Life

Change in the Allocation of the Materials Budget between Categories of Books (2008, 2009 & 2010)

Categories	% Change between 2008 & 2009	% Change between 2009 & 2010
Total Adult	-5.45%	0.36%
Fiction	N/A	1.96%
Non-fiction	N/A	-1.23%
Reference (MILL)	-0.09%	-0.16%
Large Type (MILL, SBON)	-0.12%	0.02%
Large Type ARP	-0.06%	-0.39%
Adult Basic Ed. (MILL)	-1.01%	0.17%
Multilingual (MILL)	-0.25%	-0.01%
Adult Scores (MILL)	N/A	0.00%
Total Juvenile	-0.88%	0.96%
Fiction and Non-fiction	N/A	-1.67%
Young Adult Fiction & NF (MILL)	0.14%	2.61%
Multilingual (MILL)	-0.01%	0.02%
Total Adult, Juvenile & YA Paperbacks	-0.13%	-0.08%
Total Standing Orders	-0.77%	-0.69%
Total Adult Spoken	-0.29%	-0.33%
Total Adult CD	-0.23%	0.38%
Total Juvenile CD	-0.12%	0.04%
Total DVD	0.29%	0.91%
Total Daisy Books (MILL)	0.02%	-0.13%
Total Micromedia (Mill, Sbon)	-0.71%	-0.01%
Total Periodicals	-0.76%	-1.50%
Electronic Resources	N/A	0.07%

Source: Library Services Division

Grant, received to improve the learning's' collection, was used to increase the budget of the St. Johns branch. Also in 2009, the West End Library received an increase in the materials budget for the branch of 44% which was an increase of $15,281 when it moved into the Cindy Klassen Recreation Complex.

Material Selection Policy and Process

The Division developed a material selection policy to inform the public about how material is selected for the library and to describe the principles that create and shape the collections, define the scope of the libraries existing collections and outline the practices and policies that maintain them. In the policy, the following broad material selection goals have been identified:

- To develop a collection that meets the needs and reflects the diversity of our community
- To continually assess and evaluate the vitality, relevance and content of our collections based on professional judgment, use studies and public input.
- To encourage and act on suggestions from the community
- To explore, evaluate and introduce new ways of providing collections and related services including electronic resources and other emerging technologies and formats
- To cooperate with other institutions and agencies in resource sharing within Manitoba and Canada.

The material selection process is centralized and conducted by four material selectors who select and purchase material in four respective categories. To guide the material selection and develop the collections, the material selectors use the broad goals and objectives of the library, information from annual library branch meetings and the community profiles, initiatives from programming and they look at trends and library statistics such as circulation, turnover and collection age reports. A collection development workbook is used as a guide for what material to purchase specific to each collection. Suggestions for book purchases are also received from citizens through a suggestion for purchase process which was implemented by the Division.
Aside from the broad goals, the Division has not articulated a vision for what the collection should look like in the future. Division management stated that the development of the collection is intended to meet the needs of the current users, take into account demographics such as the increases in new immigrants as well as address industry trends such as the increasing use of eBooks and databases. The absence of a clear vision, attainable and measurable goals and supporting metrics to monitor progress, impacts the ability of the material selectors to work towards a common future profile for the collection.

We identified that some Canadian libraries have developed collection development strategies which focus the goals and objectives for the collection and align them with the strategic direction of the library service. For 2008 to 2011 the strategic direction of the Ottawa Public Library is to target youth, newcomers, and entrepreneurs/small business, as such the collections will be improved to support these groups. Key recommendations for budget allocation, suggestions regarding the development of specific collections, justification for increases in the materials budget as well changes to the allocation of the budget are made within the collection development strategy. The total materials budget for the Ottawa Public Library has remained flat over the years; therefore increases to the

budget were made in specific areas identified in the strategic plan by reallocating from the largest budget, the adult English circulating books.

Within the strategic plan of the Toronto Public Library for 2008 to 2011, one of the goals is to: Support Toronto's children in developing early reading skills. This was reflected in their materials budget as the amount spent on children's material increased by 5.3 percent between 2008 and 2009. The Edmonton Public Library for 2006 – 2010 also identified a goal of offering programs for children and adults that reflect the literacy, reading, learning, and self-education support roles of the Library. Between 2006 and 2008 the library increased the percent of the materials budget for children's material by 4.6 percent.

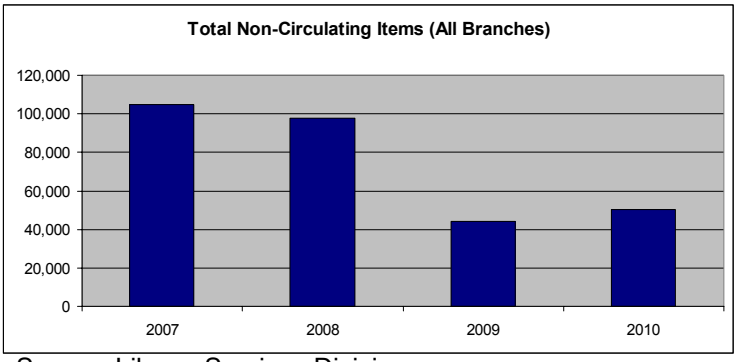
As evidenced by the citizen satisfaction surveys we previously mentioned, the library collection appears to be meeting the demands of the current users, although the low circulation turnover rate is still cause for concern. Looking forward, the library needs to develop a process to evaluate how the collection could meet the needs of non-users and how both current users and non-users needs may change in the future. With this information the Division will then be able to define the characteristics and make up of an optimal collection to meet the needs of the citizens of Winnipeg.

Recommendation 7
Short-term targets for collection development should be developed which reflect the Division's goals and vision for the collection. The materials budget should be allocated to reflect the priorities and areas of focus identified.

Management Response
Management agrees with the recommendation. The Library's collection development strategies should be reflected in the goals and objectives of the Division. This will be examined in the Strategic planning process to be completed by June 2012. Materials selector's need clear direction on what the library should be collecting and how it is addressing the needs of library users. Clearly defined short-term targets for collection development will be in place for library materials selector's by November 2012.

Weeding

The Division has placed an emphasis on weeding the collection which assesses and evaluates the vitality, relevance and content. This involves reviewing the collections at the branches and removing outdated material and material that is worn to ensure that the collection is up to date. This is especially important with material such as medical information, where the information can become outdated quickly. The branch head librarians receive reports to assist with the weeding of the collection. Over the past four years the library has decreased the number of non-circulating items from 108,302 items in 2005 to



Source: Library Services Division

50,081 items in 2010. The goal is to weed the collection to a point where the majority of the material circulates. Goals have been set regarding establishing benchmarks regarding the ages of the collection.

Weeding is the responsibility of the branch libraries. A document entitled, *Collection Maintenance Guidelines and Procedures* was developed to assist the branch librarians with identifying and selecting what material to remove from the collection.

Despite the success at weeding, the Division still has a lower turnover rate compared to other jurisdictions indicating the items in the collection are not lent out as often. A lower turnover rate can be the result of insufficient marketing and promotion, hours of operation, overextended locations and collection development strategies. A higher turnover rate can indicate that the collection is more responsive to the needs of the community being served. Turnover rates can be affected by a number of factors such as: holdings, loan periods, community demographics, layout, and accessibility.

Turnover 2009	
Toronto	2.42
Montreal	2.51
Winnipeg	**3.55**
Regina	4.20
Saskatoon	4.27
Vancouver	4.39
Halifax	4.42
Ottawa	4.76
Edmonton	5.94
Calgary	6.65

Source: Canadian Urban Libraries Council

Purchasing Process Improvements

In the Material Selection Process Study from 2007, a review was conducted of the acquisition processes by the Library Services Division. A number of recommendations were made to streamline and improve the process and since then the Division has implemented and restructured the acquisition process.

In April 2009, the Library Services Division proposed a restructuring of its Support Services unit to take advantage of the outsourcing services offered by library materials vendors which would result in financial savings to the City. With technological advances, library vendors have increased their abilities to where they are able to provide cataloguing and processing services which make it cost-effective for libraries to outsource these functions. This has allowed the Library Services Division to reduce their staffing levels and decrease costs.

Since then the library's processing workflow has been streamlined by adopting more efficient practices. The library decreased the number of vendors it uses to where the library is now using four of the major library vendors in Canada to purchase the majority of the material for the library. These vendors are providing services such as cataloguing, processing and automatic release plans which contribute to the streamlined process. The library continues to use other vendors for specialty material and for material that the major vendors do not carry. A savings of $164,929 was estimated for 2010 as a result of outsourcing the cataloguing functions and restructuring the support services unit.

As well the library recently moved from a decentralized purchasing system, where the branches were responsible for selecting and purchasing material for their branches, to a centralized material acquisition process. Now four material selectors, centrally located at the Millennium Library, are responsible for selecting the material for the collection as a whole. With the switch to vendors who provide additional services such as cataloguing,

this has decreased the amount of time books take to get to the shelf once they are received by the library. In some cases, bestsellers can be on the shelf within 24 hours of being received.

Accounting for Library Collection

As part of our review of the financial statements we identified that the Library Services Division is expensing the book purchases. In 2010, the value of the books purchased and expensed was $2,735,892. In our review of other cities across Canada as well as the University of Manitoba Library, we identified that all libraries are capitalizing the library book expenses and depreciating the amount over the useful life of the collection. As such the library collection is recorded as an asset on the balance sheet and depreciated over its useful life versus an expense on the income statement.

The current estimated book value of the books purchased if they were capitalized and amortized over the useful life of the collection, would be approximately $10,237,056. This is based on an assumption that the useful life of a collection is 8 years[9] and the actual average expense for books purchased has been $2,559,264 over the past four years (2007 – 2010).

Recommendation 8
The Library Services Division and Corporate Finance should review the accounting treatment for capitalization of library collections to ensure it is consistent with generally accepted accounting principles.

Management Response
Management agrees with the recommendation. The Community Services Department, Finance Division has initiated a meeting with Corporate Finance to review the accounting treatment for capitalization of library collections as per the generally accepted accounting principles. Our review will consider the implications on the Division, the Department and the City as a whole including the impact on the Provincial library grant. Discussions will take place during the last quarter of 2011 with an anticipated decision by Dec 31, 2011.

Facilities

The focus of our review of the library facilities was on our review of the facility planning documents from other cities and the review of available information on facilities. In addition, we reviewed the facility study reports prepared for the Division which contain an assessment of the library facilities along with a number of recommendations for facility planning.

Comparison of Library Facilities in Canada

To compare the library facilities with other major Canadian libraries across Canada, we reviewed the Canadian Urban Libraries Council statistics on library facilities.

[9] The Regina Public Library uses an estimated useful life of 8 years to assess the tangible capital asset value of its collections. *The Regina Public Library Board Consolidated Financial Statements, December 31, 2009.*

2009 Comparison of Major Canadian Cities Library Facilities								
	Population	Number of Locations	Population per Location	Floor Space (sq ft)	Average Floor Space per Location	Population per square foot	Circulation	Circulation per square foot
Saskatoon	209,200	8	26,150	148,968	18,621	1.40	3,532,738	23.71
Regina	187,000	9	20,778	156,830	17,426	1.19	2,707,306	17.26
Halifax	372,858	14	26,633	211,253	15,090	1.76	4,746,449	22.47
Calgary	1,042,892	17	61,347	428,361	25,198	2.43	16,012,748	37.38
Edmonton	782,439	17	46,026	428,420	25,201	1.83	12,014,589	28.04
Winnipeg	**675,100**	**20**	**33,755**	**343,774**	**17,189**	**1.96**	**5,728,921**	**16.66**
Vancouver	615,473	22	27,976	494,314	22,469	1.25	9,886,149	20.00
Ottawa	908,390	33	27,527	424,582	12,866	2.14	10,692,133	25.18
Montreal	1,620,693	44	36,834	685,573	15,581	2.36	9,834,250	14.34
Toronto	2,755,800	99	27,836	1,863,496	18,823	1.48	31,271,072	16.78
Other Cities Similar Populations								
Mississauga	730,000	18	40,556	406,666	22,593	1.80	8,235,708	20.25
Fraser Valley	669,969	25	26,799	236,570	9,463	2.83	6,971,618	29.47
Average		27.17	33,518	485,734	18,377	1.87	10,136,140	22.63

Source: Canadian Urban Libraries Council, 2009 Canadian Public Library Statistics

Overall compared to other jurisdictions, Winnipeg appears to have an appropriate number of facilities. However, the total floor space of the Winnipeg library and the average floor space per location are below the national average and the population per square foot is above average when compared to other major Canadian cities. Circulation per square foot is also lower in Winnipeg when compared to other libraries nationally.

In 2009 the Division spent $2,315,424 or 8.9% of total expenses on library buildings maintenance and in 2010 $2,331,700 or 8.8% of total expenses were spent on library buildings maintenance. The information on building maintenance and repairs was not consistently available for all the libraries in other major Canadian cities however we were able to identify that in 2009 Edmonton spent $3,864,093 or 9% of total expenses on maintenance of properties.

Facility Design

In 2003, a *Library Facilities Study Report* was commissioned by the Winnipeg Public Library board. The *Library Facilities Study* focused on the library facilities and included a review of public library trends, the state of the facilities and the service delivery model. The report included a series of directions that were put forward for consideration for the Board. The major observations related to the facilities were:

- The branch library facilities are inadequate and prevent the library system from meeting current library facility requirements and expectations.
- The Division needs a detailed and comprehensive plan that will provide a model for branch library development.

In June 2004, the City received the *Public Use Facilities Study* that recommended "*where possible new library facilities are to be built in conjunction with a Community Campus to take full advantage of synergistic programming opportunities. Where libraries cannot be incorporated into a Community Campus, consolidation opportunities, i.e. a combination of branches, should be investigated prior to constructing a new stand-alone facility*".

Since receiving these reports, the Division has begun and completed renovations and upgrades to five library branches. In November 2005, a renovation and expansion of the Millennium library was completed. The renovation and expansion incorporated new

trends, upgrades in technology, innovation and improvements while maintaining features of the traditional library system.

The Cindy Klassen Recreational Complex opened in 2009. At the time, the West End library was not on the top of the list to receive a renovation or replacement, however the opportunity was presented and the library chose to move forward with the replacement and relocation in partnership with the Cindy Klassen recreation complex. Since the new library opened, circulation has increased over 100%, indicating the success of the new library and the multi-complex facility. Three additional branches have also been renovated in 2010 (Henderson, Louis Riel, and Osborne).

Through our research we found a planning tool used by the libraries in New South Wales, Australia. The document, *A Guide for Public Library Buildings in New South Wales*[10] was developed to assist libraries with the development of their public library buildings. The report lists the following features that future library buildings must have to ensure that they are well designed and consistent with the trends identified in the changing needs of the library.

- Providing a cultural hub and focal point in the community
- Buildings which can accommodate a range of activities
- Enable access to the latest technology in a user-friendly manner
- Attract a wide range of user by providing areas for relaxation, research, leisure and learning
- Develop library plans from a co-operative approach between all stakeholders to ensure that the changing needs of the community are met

Furthermore, the report identifies, that promoting Aboriginal collections and ensuring the public library is attractive, welcoming and relevant to all members of the community is important to ensure that everyone in the community feels welcome and uses the library. Seeking input from the community and the Aboriginal community regarding library designs and incorporating arts and culture activities into public libraries also plays an important role in encouraging aboriginal use of the library facilities.

The criteria used by other major public libraries to evaluate facility renovations and replacement is consistent with the criteria used by the Division. The Division incorporates the trends in library facilities into the development of library facilities, either through renovations or replacements. As part of the audit we visited four library branches and identified that a number of these characteristics were in place and were working well such as a teen area, expanded study space, larger meeting rooms to increase capacity, increased number of computer workstations and the collection has been reorganized to make it easier for customers to find what they are looking for.

Facilities Planning Process

Long term and short term planning is conducted by Division management to determine which libraries require an update/renovation or are required to be replaced with a new building. The Division relies on capital funding for library facility improvements, renovations and replacements. Division management has drafted a preliminary library facilities plan for 2011 through 2018 which identifies the library branches proposed to be replaced or renovated over the next eight years. Based on this long term preliminary

[10] People Place A Guide for Public Library Buildings in New South Wales, State Library of New South Wales, 2005

plan, the Division requests funds be allocated in the capital budget program. The following table identifies the six funds that have been created in the capital budget to support library facilities planning and the funds approved in the 2010 capital budget (includes approved for 2010 and forecast for 2011-2015):

Library Shelving and Furniture Replacement Program	$800,000
Library Replacement – Various	$16,000,000
Renovate and Refurbish Various Library Branches Program	$2,600,000
Library Technology Upgrade and Replacement	$1,200,000
Library Signage, Safety and Accessibility	$800,000
Mobile Library Service Vehicle	$300,000

The vast majority of capital funds are allocated to branch replacement (74%) or branch renovation and refurbishment (12%). The facilities plan prepared by Division management is not made public due to the fact the plan could change if funding is not approved. As well the order in which the library facilities are upgraded or replaced could change in a case where there is an opportunity to develop a multi-complex facility with support from another level of government or the private sector. Through our research we observed that most major Canadian municipal library facility plans have not been made public, although some cities outside Canada do publish their plans.

The Planning Property and Development Department prepare a facilities condition index (FCI) as supporting information to the Division in making their capital budget facility decisions. Other sources of information the Division uses include a review of branch facility accessibility, parking, complaints from the public, the age of the facility and opportunities that are available to build a new complex in partnership with another city initiative or political initiative.

The FCI is generally calculated as a ratio of requirements over replacement. A facility in "new" condition is when FCI equals 0.00. At the other end, when the cost of repair equals the cost to replace the asset, the FCI is at or close to 1.0. Currently the facilities in the poorest condition are the St. Vital, Fort Garry and Windsor Park branches where the cost to repair the facilities is closest to the cost of replacing the facilities.

Facility Condition Index (FCI) for Library Sites

Libray	FCI	Libray	FCI
Westwood	0.01	Herderson	N/A
St. John's	0.22	Munroe	N/A
Transcona	0.20	Windsor Park	0.42
West Kildonan	0.14	St. Vital	0.49
Sir William Stephenson	0.05	CentreVille (St. Boniface)	N/A
West End	0.20	Pembina Trail	0.06
St. James-Assiniboia	0.15	Louis Riel	0.19
Cornish	0.21	Millennium	0.13
Charleswood	0.15	Fort Garry	0.47
River Heights	0.18	Osborne	0.19

Source: Property, Planning & Development, Municipal Accommodations Division

Once the funding is approved for a library renovation or replacement, a second, more detailed plan specific to that branch, is prepared with involvement of library management and staff and other City Departments. The detailed plans are then shared with the community to review and updated to incorporate any feedback received.

Facilities Planning Reviews

The Division has made some significant improvements to library facilities over the last number of years, some as a result of Board fundraising, some taking advantage of opportunities with other groups, others through the City's capital budget program and some as a result of recommendations from reports.

In the summer of 2009, the Board requested a study to identify and assess the needs of the Aboriginal population related to library services. The final report *Needs Assessment and Report on Library Services with Aboriginal Populations Living in Winnipeg,* was prepared for the Winnipeg Public Library Board in April 2010. Recommendations were made in the report related to facilities and the Aboriginal community. Recently a task force was created to develop an action plan to implement the recommendations and currently the Division is working towards the implementation of the recommendations.

We reviewed an older report from 2004, the *Library Facilities Study Report* and we noted that while progress had been made on some key recommendations regarding facilities, others appeared to be lagging. The following is a list of some of the major recommendations from that report along with the current status of implementation.

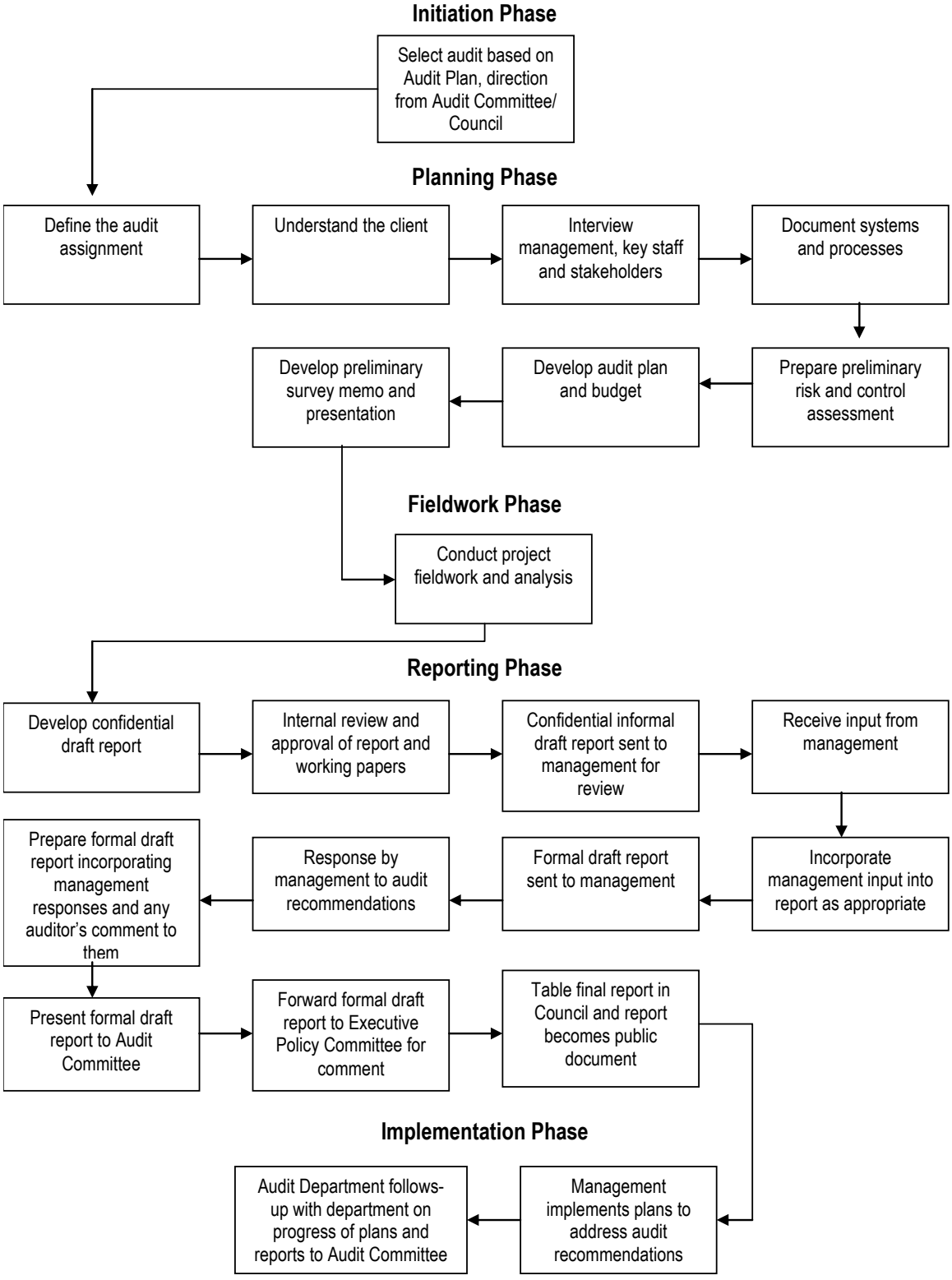
Recommendation	Current Status
The Winnipeg Public Library (WPL) should develop a detailed system-wide facilities plan.	Although a high-level long term facilities plan has been created, a comprehensive system-wide facilities plan has not been created. The current plan does not include information on the inadequacy of the existing facilities.
The WPL needs a detailed and comprehensive plan that will provide a model for branch library development that reflects today's library service requirements.	When library branches are replaced, the planning and development of the new facility is conducted according to the guidelines and principles presented in the Recreation, Leisure, and Library Facilities Policy. The intent of the policy is to ensure that recreation, leisure, and library facilities are re-developed in a way that is more responsive to local needs, leading to a more contemporary and financially sustainable mix of facilities.
When planning and designing new branch facilities the WPL should use a profile of a new branch facility as a guide.	The Division utilizes the information contained in the report as a guideline when planning and designing new branch facilities. Division management will look at what worked well and what did not work well in branches recently renovated or replaced, as well as monitor developments and trends in library facilities through professional journals and conferences.
Branch libraries reflect uniqueness and should provide resources and services aimed specifically at the needs and interests of the distinct neighbourhoods they serve.	Public input from the current users of the library is received regarding the current state of a facility such as requests for more study space, more lounge space etc. The Division has not developed a formalized process to identify all the needs and interests of the neighbourhoods being served. The majority of feedback regarding library facilities is received through the current users of the library.
The WPL should consider conducting a detailed audit of the branch libraries in order to determine what needs to be changed so that all branch libraries are housed in fully accessible buildings.	A detailed audit of each branch has not been conducted. Currently when it is decided that a branch needs to be renovated or replaced a detailed review of the facility is conducted. Recently Division management has begun visiting the branches to identify what needs to be changed/updated/removed.

To ensure that key recommendations are implemented, the Division must ensure that action plans are developed and prioritized in the short and long-term planning documents created for library facilities.

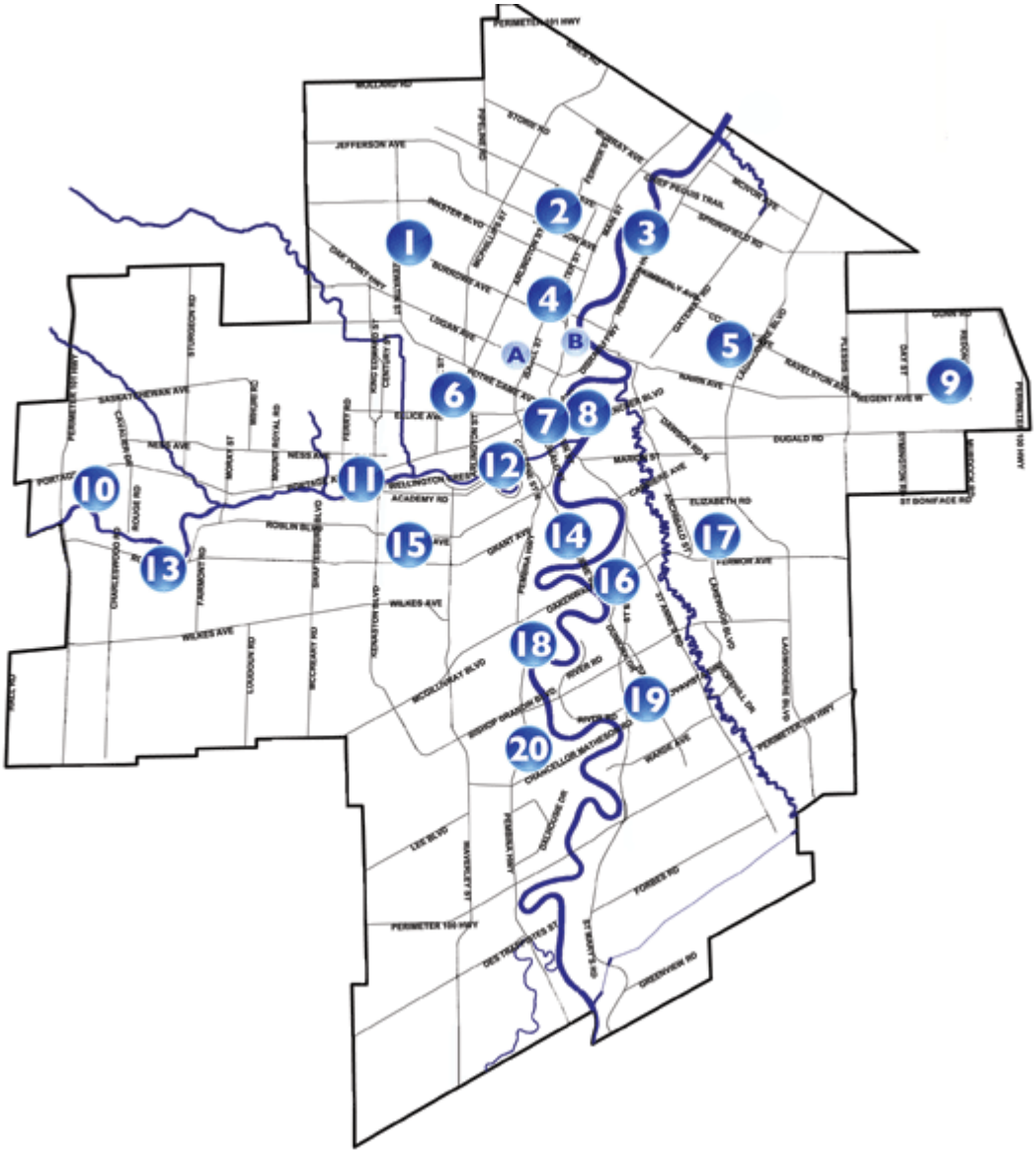
Recommendation 9
The Library Services Division management should develop a formalized process to identify, track and report on the key recommendations made through facilities planning reports.

Management Response
Management agrees with the recommendation. As the Audit report stated, in many cases, library facilities are inadequate and prevent the library system from meeting current library facility requirements and expectations; and funding support for facility maintenance is considerably less than that spent in other comparable library systems. Long term and short term planning has been conducted by Division management to determine which libraries require an update/renovation or are required to be replaced with a new building. Based on this long term preliminary plan, the Division relies on capital funding for library facility improvements, renovations and replacements and has strategically built funding requests in the capital budget through to 2018 in support of those facility needs. As a result, as the Audit report states, the Division has made some significant improvements to library facilities over the last number of years. The Library supports the continued review and improvement of its multi-branch library system. There is a significant need to continue to address the facility recommendations in the most recent consultants study on library facilities, Building on Synergies: Library Facility Study Report – 2004, including the need for a comprehensive system-wide facilities plan that incorporates the inadequacy of the existing facilities, and identifies the needs and interests of the neighbourhoods being served. A plan will be prepared by the fall of 2013.

APPENDIX 1 - AUDIT PROCESS

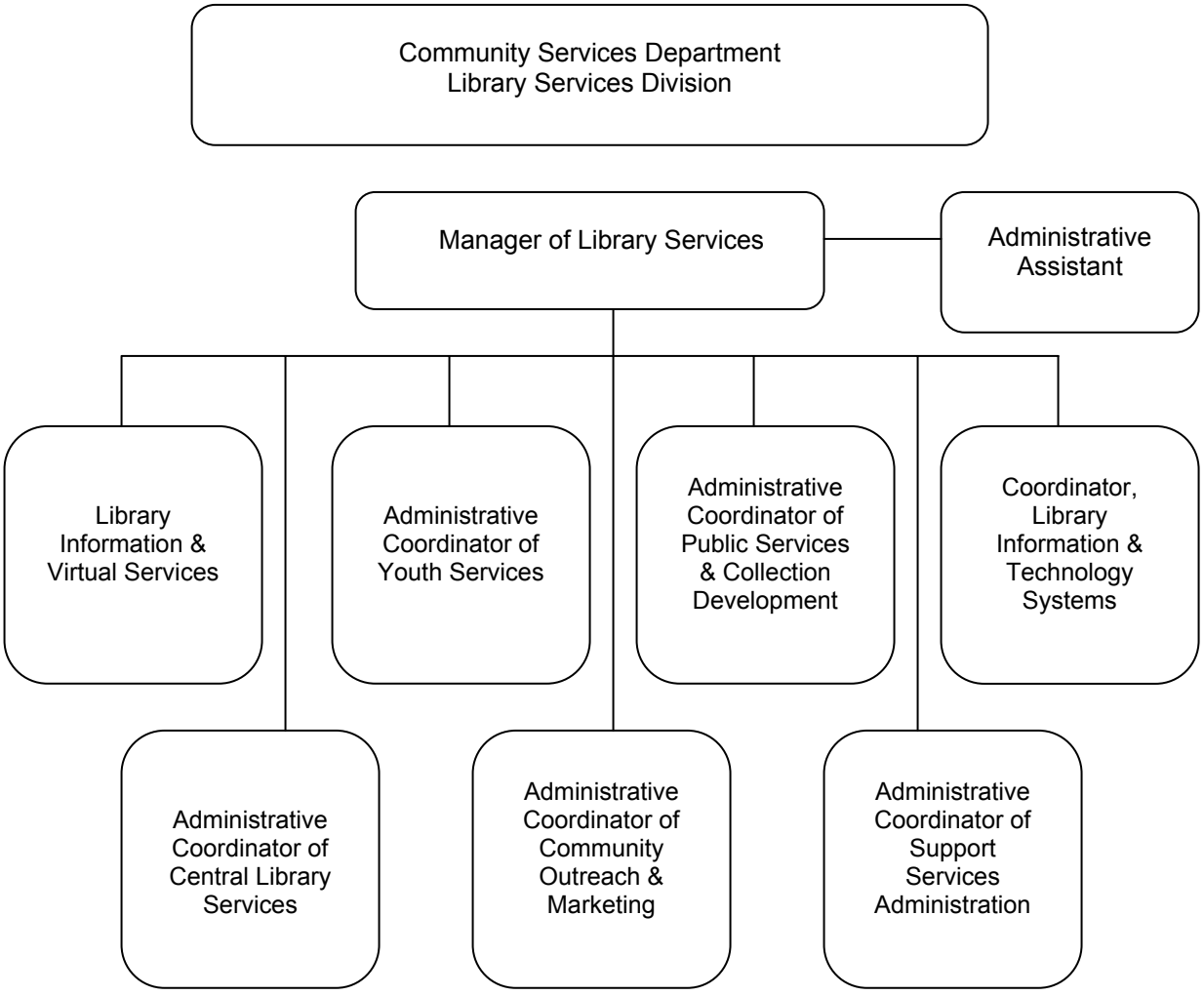


APPENDIX 2 – MAP OF WINNIPEG PUBLIC LIBRARY SYSTEM



1 - Sir William Stephenson	8 - St. Boniface	15 - River Heights
2 - West Kildonan	9 - Transcona	16 - St. Vital
3 - Henderson	10 - Westwood	17 - Windsor Park
4 - St. John's	11- St. James-Assiniboia	18 - Fort Garry
5 - Munroe	12 - Cornish	19 - Louis Riel
6 - West End	13 - Charleswood	20 - Pembina Trail
7 - Millennium	14 - Osborne	

APPENDIX 3 – ORGANIZATIONAL CHART



APPENDIX 4 – LIBRARY SERVICES GOALS AND STRATEGIES

1. To provide timely, relevant and varied collections of library materials that are responsive to the needs of all library users.

- Recommend changes to materials selection processes based on the 2007 WPLB Material Study Report.
- Provide materials in both English and French and other languages and formats, to meet the needs of Winnipeg's diverse communities, with particular emphasis on the needs of aboriginal communities.
- Improve public input into the selection of materials by surveying the public on a regular basis.
- Use technology to make library materials more convenient and accessible for the public.
- Revise the processes for the disposal of surplus library and donated materials.
- Explore grant opportunities from private and public sector partners, and non-profit agencies to enhance the library's collections.
- Pursuing resource sharing/consortium buying opportunities with other library systems.

2. To provide library users with access to new and enhanced services.

- Explore partnerships to facilitate expansion of homework rooms in branches for students.
- Explore ways to extend the Library's Writer-in-Residence program to public libraries in the province.
- Developing library policies and uses for new social networking technologies (E.g. Facebook, Blogs, Librarything) to help promote library services and provide library users with the services they want.
- Develop a volunteer-based cyber guides program for Millennium Library where volunteers would assist the public with computer assistance.
- Introduce colour photocopier and printer services to more locations in the system.
- Explore the development of mobile collections, services and programs through the Outreach Services unit to take library service to high needs communities.
- Review the library's rules and guidelines and the impact on socially excluded communities.
- Expand the capacity of homebound service for those unable to access the library in person.

3. To provide timely assistance to the public in their search for materials and information.

- Ensure staff is well trained in assisting the public with their information and reader's advisory needs.
- Promote e-reference services for convenient access from home/work. Enhance public access to print and electronic information within the library and from home/work through the library's automated catalogue and web-based services.
- Expand computer based training programs for the public.
- Make changes to the library's interlibrary loan service to ensure access in the most timely and cost-effective manner possible.
- Continue to replace print-based reference materials with on-line resources.
- Examine the library's vertical file services and making changes as required.
- Pursue partnerships and grants for digitization and on-line access to historical and special collections.

4. To provide the public with high quality programs in all branches with an emphasis on literacy, culture and lifelong learning.

- Develop a strategic vision for library programs that supports the library's principles of life-long learning and access to information.
- Provide quality programs that are relevant, convenient and connect with the library's collections and enhance the quality of life of Winnipeg's citizens.
- Use technology to enhance programming through on-line registration and computer based training.
- Ensure that library staff receives the necessary training to deliver quality programs to the public.
- Utilize partnerships to expand and enhance the programs being offered to the public.
- Track program attendance and evaluation forms to ensure that programs are being well attended.
- Advertise library programs to ensure that target audiences are reached.

5. Provide the public with library facilities that are safe, convenient and accessible community places.

- Work with other city departments to ensure that library buildings are well maintained within the budget available.
- Ensure that library hours of operation are responsive to community needs.
- Expand the library's "virtual library" presence through its website.
- Ensure that new cleaning & snow removal contracts for libraries address library needs.
- Conduct regular facility audits, including public feedback, on the state of library facilities.
- Budget for capital funding to address facilities, shelving and furniture replacement needs.
- Ensure that the City's principles of Universal Design are incorporated into all library building projects.
- Incorporate "green" building design and environmental stewardship within the financial resources available.

6. Market and promote the collections, programs and services of the library system to ensure maximum public benefit.

- Expand the library's marketing and promotion through community events, fairs, etc.
- Market library programs and services through the library's website and the use of social networking sites such as YouTube and Flickr.
- Update and create new library promotional materials.
- Create plain language and multilingual promotional materials for targeted groups.
- Increase funding for marketing and promoting library services.
- Establish an on-line mechanism to continually seek feedback from the public on customer service.
- Provide library orientations, tours and presentations to groups coming to the library, and by using Outreach Services and specialized staff to bring library orientations out to groups in their communities.
- Market and promote library collections through attractive displays in libraries.

7. Provide qualified, well-trained staff that reflects the diversity of the community.

- Provide staff training, with an emphasis on customer service, health and safety and automation.
- Encourage staff to apply for, and attend library conferences, and other work-related workshops.
- Make changes to the library staffing structure, and the process for filling vacancies to ensure that the needs of the public are being met by the most qualified, well trained staff.
- Continue to expand the opportunities for the use of volunteers in libraries to enhance existing services or develop new areas of service delivery.
- Work with community partners to provide work experiences and practicum experiences.
- Update the division's orientation program for new library staff.
- Establish a performance appraisal system for all library positions.
- Review job descriptions and update accordingly, including adding competencies.

8. Provide collections, services and programs that are responsive to the needs of Winnipeg's diverse communities.

- Provide outreach services to communities currently being underserved and in high needs areas.
- Establish advisory committees to better meet the needs of Winnipeg's diverse communities.
- Work with the Aboriginal community and Winnipeg's multicultural communities to enhance services, collections and programs.
- Develop collections and programs in partnership with literacy practitioners and organizations to address EAL needs.
- Develop library promotional materials in key languages.
- Place collections of materials in various languages in branches based on community demographics.

APPENDIX 5 – SUMMARY OF RECOMMENDATIONS

Recommendation 1
We recommend that the Community Services Department prepare a report for the consideration of City Council reviewing the current role and structure of the Board to determine whether a Governing Board would be more effective to oversee the operations of the library.

Recommendation 2
The Library Services Division develop a business plan that identifies a set of goals and related strategies to be accomplished within a defined timeframe and supported by performance measures to enable evaluation of achievement. The goals should be prioritized and the needs in each community along with the overall purpose of the library should be considered when developing the business plan.

Recommendation 3
The Library Services Division management should engage citizens of Winnipeg who are not currently using library services to gain an understanding of their needs and to determine where and how the Division and the library can better serve the community.

Recommendation 4
Library Services Division management should develop performance measures and targets that can be used to evaluate success at achieving the desired outcome from the strategies and goals.

Recommendation 5
Library Services Division management should develop a process to ensure that the Community Profile templates are completed in full by all Branches and updated at regular intervals. In addition, the inclusion of additional information available from the neighborhood profile initiative should be incorporated. Together this information should be integrated into planning activities for collections, programming and facilities.

Recommendation 6
The Adult and Children and Youth Program Committees should develop a set of specific, measurable and prioritized objectives supported with a balanced set of performance measures to guide the development of new programs as well as the schedule of programs offered in the various branches. The objectives which each programming committee wishes to achieve should take into account the needs and requirements of the communities served by the various branches. The programming objectives should link to the Division's strategic goals.

Recommendation 7
Short-term targets for collection development should be developed which reflect the Division's goals and vision for the collection. The materials budget should be allocated to reflect the priorities and areas of focus identified.

Recommendation 8
The Library Services Division and Corporate Finance should review the accounting treatment for capitalization of library collections to ensure it is consistent with generally accepted accounting principles.

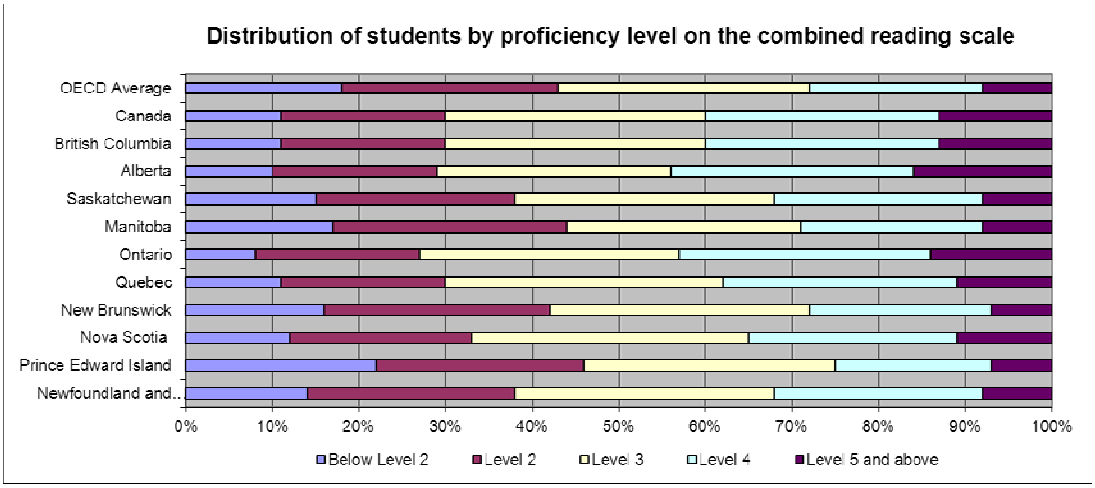
Recommendation 9
The Library Services Division management should develop a formalized process to identify, track and report on the key recommendations made through facilities planning reports.

APPENDIX 6 – LIBRARIES AND LITERACY

With the growing number of demands on library services, it becomes increasingly important to narrow down the focus and purpose of the library. Literacy is an important role of the library and the library can play a critical function in developing the literacy skills of Winnipeg citizens by ensuring resources are allocated to where there is the most need. Reading and literacy have been found to play an important part in the development of children's and adult's future developments such as choosing to stay in school and complete further education.

A Canadian report entitled "Reading the Future – A Portrait of Literacy in Canada" discussed the findings of the 2003 International Adult Literacy Survey (IALS). The report stressed the importance of literacy and its effect on society by highlighting how society rewards individuals who are proficient in terms of employment opportunities and job success or active social, cultural and citizenship participation in society and penalizes those who are not. Literacy has also been identified as a building block which enables the creation of a labour force capable of competing in a changing world. In addition, an analysis of the survey results suggest that school leavers' low literacy levels may have contributed to their decision to leave school before graduation; therefore literacy may be a determinant of educational attainment as well as a consequence of it.

Furthermore, in a global report on education in sixty-five of the leading economies, it was found that Manitoba performed below the Canadian national average for both the combined reading and reading sub-scales. As well, Manitoba had a significant decrease in reading scores between 2000 and 2009. In 2009, approximately 71% of students at age 15 were at a level 3 or below, compared to the Canadian average of approximately 60% at a level 3 or below[1].



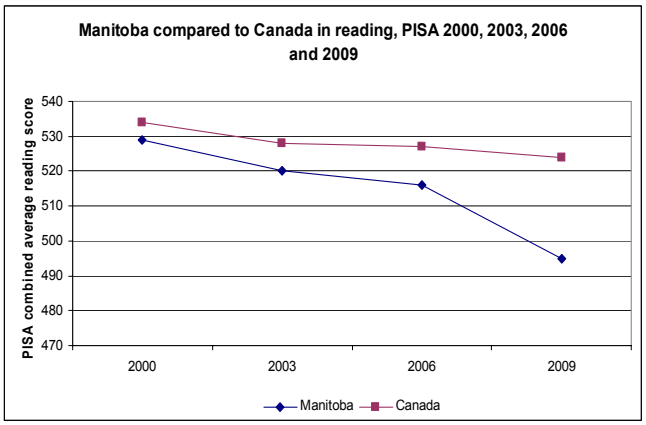
Literacy Level
Level 1 – Very poor literacy skills. An individual at this level may, for example, by unable to determine from a package label the correct amount of medicine to give a child.
Level 2 – A capacity to deal only with simple, clear material involving uncomplicated tasks. People at this level may develop everyday coping skills, but their poor literacy makes it hard to conquer challenges such as learning new job skills.
Level 3 – Adequate to cope with the demands of everyday life and work in an advanced society. It roughly denotes the skill level required for successful high-school completion and college entry.
Level 4 and 5 – Strong skills. An individual in these levels can process information of a complex and demanding nature.

Source: Canadian Council on Learning, http://www.ccl.cca.ca

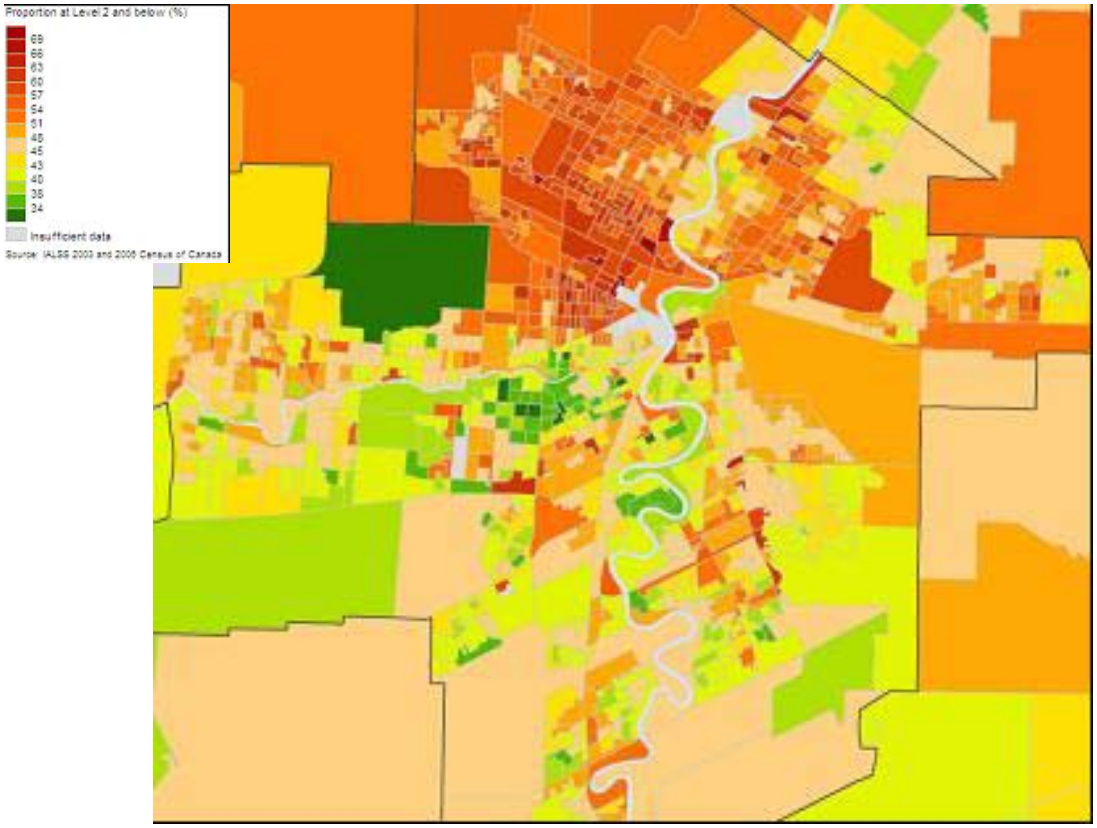
[1] Measuring up: Canadian Results of the OECD PISA Study, The Performance of Canada's youth in Reading, Mathematics and Science, 2009 First Results for Canadian Aged 15, December 2010

Over this 2000 to 2009 time period, Manitoba saw a far greater decline in reading proficiency than the Canadian average.

In 2006, the Canadian Council on Learning created a literacy map identifying the areas within the city with their respective estimated literacy levels. It was estimated that greater than 50% of the population in the northwest quadrant of Winnipeg were at a prose literacy level of 2 or below.



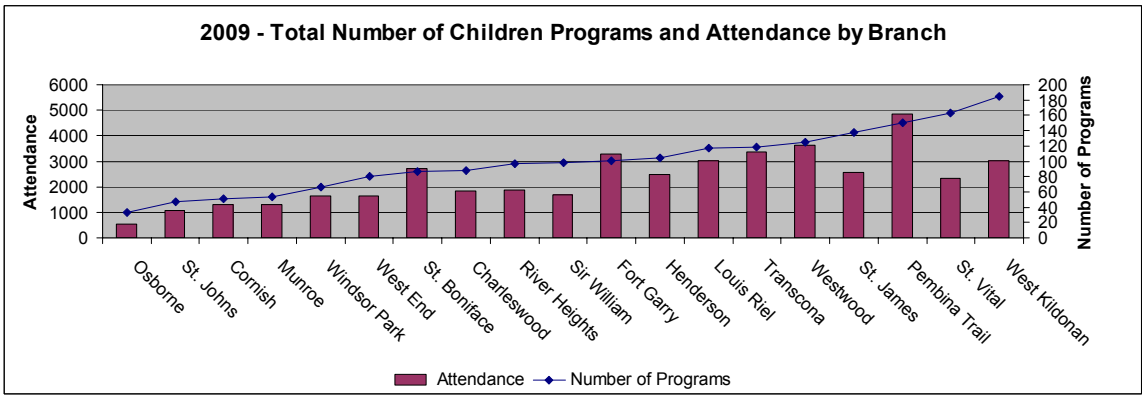
Source: Measuring up: Canadian Results of the OECD PISA Study, The Performance of Canada's Youth in Reading, Mathematics and Science, 2009 First Results for Canadian Aged 15



In a report published in 2006, "Libraries and Literacy - A Decade in Review" the most common barriers identified that limit the libraries ability to promote adult literacy were: no national literacy infrastructure, lack of effective partnerships and communication between libraries and literacy organizations and a lack of funding. Additional barriers identified included the perception on the part of the library that literacy is not their responsibility, as well as the perceptions on the part of adult learners that libraries cannot help them. Over the past ten years, libraries have been gaining recognition as important players in adult literacy and as welcome partners in collaborative efforts to advance adult literacy. In today's environment, public libraries play an important role in educating, promoting and developing literacy from early

childhood to adults and new Canadians. Promoting literacy should be considered a primary purpose of the library.

We reviewed the collection circulation and programming data from 2009 and identified that the Library Services Division has placed a focus on literacy and developing and offering programming at the library branches in these areas. In 2009 the West Kildonan branch offered the highest number of children programs with 60% of the programs offered targeting babies, toddlers, preschool children and families. The programs expose children to books and reading through reading-related activities and as a result advance their literacy skills. The West End Library offered the highest number of adult programs; the majority of programs have been identified to target newcomers, English as a Second Language, and literacy/tutoring. The Millennium library offers the largest number of programs throughout system and in 2009 offered 228 adult programs and 354 children programs; of the adult programs offered, 18% were identified by the library as targeted to newcomers, EAL, and literacy/tutoring. As the population of new immigrants in Winnipeg has increased, the Division has been working at increasing the number and variety of programs offered which develop English reading and writing skills.



Library programs have been developed to specifically target literacy for new immigrants, adult literacy and literacy for families. The programs offered targeting these groups are:

- West End Library Learning (WELL) Program – The program is offered from the West End library and is designed to help learners upgrade their skills to be able to further their learning – Adult Learning Centres, GED (General Education Development), and other.
- Finding Your Voice – Creative Writing Group for New Canadians – This is a 6 week creative writing program for New Canadians that builds intercultural communication and writing skills.
- Family Literacy Fun Days – Families are invited to participate in games and creative activities which promote playful use of reading, writing, and language skills. This program is offered through all the library branches.

As well the collection has been expanded and includes a variety of books in a number of languages for people learning English.

Outreach Services are provided by the library where the library experience and resources are brought out to people in the community. Presentations are made that promote the library's resources and services to newcomers, Aboriginal people, literacy groups and learners, and seniors. Books are brought into the communities which can be checked out through a mobile library service.

Public libraries can play an important role in educating, promoting and developing literacy from early childhood to adults and new Canadians. If the Division considers literacy as one of its primary objectives and focus, this should be formally identified and prioritized in a strategic plan which can then be linked to collection development and programming. Goals and targets should be established which aim at increasing the literacy levels in the areas where they are lowest. The diversity of each community in Winnipeg will result in each branch requiring different levels of resources to support the needs in their community. As a result the areas identified as highest priority, with potentially the lowest literacy levels will require more resources to promote the library and the programs.