

MANAGEMENT REPORT

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TO: Library Board
FROM: Raji Mangat, Chair, CRPD Committee
SUBJECT: Facilities Master Plan Approach

SUMMARY

This report outlines elements of the VPL Facilities Master Plan (FMP) and seeks Board input on timing of its refresh in the context of the City of Vancouver Official Development Plan (ODP), and on the areas of greatest interest for VPL Board involvement in the refresh.

PURPOSE

This report is for information.

RECOMMENDATION

THAT the Board receive this report for information.

COMMITTEE DISCUSSION

The Committee was asked to discuss how the Board would like to be involved in updates to the Facilities Master Plan, service level targets and timing. They expressed interest in Board involvement in the review of the Guiding Principles and Prioritization, and agreed that updating the Facilities Master Plan should be delayed until further information is available from the Official Development Plan process. They also expressed interest in discussion related to service level targets.

INDIGENOUS CONSIDERATIONS

The City of Vancouver coordinates participation by x^wməθk^wəyəm (Musqueam), Skwxwú7mesh (Squamish) and səłilwətał (Tsleil-Waututh) Nations in the City's and VPL's facilities redevelopment projects, and is responsible for long-term land use planning. Through City processes, Library staff receive information about the Nations' priorities and areas of interest and concern related to land use planning.

For the Official Development Plan (ODP), the [June 12, 2024 report to Vancouver City Council titled "Vancouver Official Development Plan - Project Scope and Terms of Reference"](#) identifies that Musqueam, Squamish and Tsleil-Waututh Nations were key partners in developing the Vancouver Plan.

As the Library updates the VPL Facilities Master Plan, staff will incorporate feedback that has been received through other projects, and invite specific input from the Nations through formal referral processes.

BACKGROUND

Initiated in 2017, and approved by the Board in 2018, VPL's Facilities Master Plan focuses on the long-term planning of specific aspects of VPL's facilities, namely: facility types, sizes, locations, and long-term investment priorities. Development of the Plan began with an assessment of the current and future state through secondary research, data analysis, and public consultation. The Board was engaged in the development of key deliverables through three workshops:

- Facility Model (July 2017);
- Library branch location criteria and guiding principles (November 2017); and
- Strategic priorities for branch re-investment (February 2018).

Originally, VPL intended to update the Facilities Master Plan in alignment with each 4-year capital planning cycle. This was not pursued in 2022, as capital planning had been significantly affected by the COVID-19 pandemic, and the priorities of the 2018 Facilities Master Plan were used for the current City of Vancouver [Capital Plan](#), which runs from 2023-26. The intent is to renew the Facilities Master Plan to support planning for the next City of Vancouver Capital Plan, which will run from 2027-2030. Staff have identified that given development timelines, an 8-year renewal cycle is likely to be appropriate going forward.

Under new provincial legislation from April 2024, Vancouver must implement a city wide ODP by June 30, 2026. The City of Vancouver's ODP will set out long-term policy for land use and development city-wide over the next 20 to 30 years, and will be based on the Vancouver Plan. A member of the City's Planning staff provided an overview of the process for developing the ODP at the September 2024 Board meeting. Detailed information about the ODP can be found [here](#).

DISCUSSION

The elements of the current [VPL Facilities Master Plan](#) include:

- **Guiding principles** for the Library's facilities planning.
- **Facility model** indicating the size and type of facilities that constitute the library system.
- **Branch location decision framework** which includes neighbourhood criteria and site criteria. This helps VPL identify optimal locations when seeking to open new or relocate existing branches.
- **Total space requirements** which outline the total amount of additional space VPL will need over the next 25 years. The requirements are based on a common measure to determine the total space needs of a library system, which compares the library's total square footage to the size of the population served.
- **Approach to identifying priorities for branch re-investments** including recommended branch expansions and relocations.
- **Priority areas for investment** in new library facilities.

The VPL Facilities Master Plan update will be informed by land-use plans for the City outlined in the ODP, including the location and type of present and proposed public facilities and key infrastructure requirements, as well as housing needs/targets and land use strategy amendments. Data such as population growth estimates, areas of increased density, and transit expansion will impact VPL's facilities requirements. Because this information underpins so many elements of the FMP, staff are proposing that VPL update the FMP after this information is available through the ODP process. In the interim, staff will initiate review and assessment of relevant internal VPL data (e.g. understanding current utilization and condition of branches).

One key step identified in the ODP that will require input from VPL is establishing service level metrics and targets, a new process which involves balancing desired service needs over 10-20 years within the City's long term financial capacity. In the current Facilities Master Plan, VPL seeks to maintain the current ratio of 0.80 sq. ft. per resident, such that VPL's total space increases proportionally to population growth, with the majority of additional space allocated to neighbourhood branches. While most urban Canadian public libraries do not achieve it, a target of one square foot per capita is noted as ideal. Reviewing service level metrics and targets will be part of the VPL Facilities Master Plan update. In addition to the service metric currently used of ft²/resident, which is a system-wide measure of overall space needed, metrics such as intensity of use or other branch level indicators will be explored.