

Report to / Rapport au:

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

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SUBJECT: Ottawa Central Library Public Engagement Framework

**OBJET: Cadre d'engagement du public dans le projet de la Bibliothèque
centrale d'Ottawa**

REPORT RECOMMENDATION

**That the Ottawa Public Library Board approve the Central Library Public
Engagement Framework as outlined in Document 1.**

RECOMMANDATION DU RAPPORT

**Que le Conseil d'administration de la Bibliothèque publique d'Ottawa approuve le
cadre d'engagement du public dans le projet de la Bibliothèque centrale
d'Ottawa, décrit dans le document 1.**

BACKGROUND

A Public Engagement Framework has been developed to support Ottawa Public Library (OPL) plans to build a new flagship Ottawa Central Library (OCL).

In keeping with Board policy OPLB-002 Delegation of Authority, the OPL Board is responsible for approving strategic frameworks. The purpose of this report is to provide the Board with the high-level public engagement approach for the Central Library Development Project.

While there is much agreement regarding the need for a Central Library, and both public and political support (at multiple levels of government), it is widely recognized that the project is challenged by its complexity. There are a number of decisions that must be confirmed (i.e. funding, partnerships, site, and project delivery method) as part of the planning process. The parallel planning track with Library and Archives Canada (LAC) adds to the complexity (i.e. two-pronged approach: the existing Central Library Development Project, and the joint OPL-LAC facility). This results in a requirement to ensure that the planning process itself, and the engagement strategy that is developed to support it, is flexible and agile to respond to all of the potential outcomes.

As demonstrated through the activities undertaken to-date, the Ottawa Public Library (OPL) values public engagement as a meaningful part of the decision-making process. In particular, public engagement that is inclusive, accountable, and responsive to the public's perspectives and needs, is necessary.

The OPL ensures that public engagement for projects of this magnitude aligns with the City of Ottawa's Public Engagement approach.

DISCUSSION

The OPL has ambitious plans to contribute to Ottawa's transformation into a world-class city by creating a modern Central Library that responds to today's rapidly developing technology, increasing customer expectations and changing demographics.

The OCL will be as an innovative, iconic, and significant civic building playing three roles: a local library branch, a citywide service, and a destination for residents and visitors to the Nation's Capital. The initiative is supported by the OPL Board and has been approved as a strategic Term of Council priority.

The community is eager to be involved in this transformational project, and the plans for the new OCL have sparked a passion and generated a healthy debate on the role of libraries in society, and the purpose they serve.

At its core, the OCL is a city-building initiative. Often referred to as 'creative placemaking' initiatives, new central libraries can have a positive transformational impact on a city. When the new Ottawa Central Library opens in 2020, it will be one of a number of new projects and facilities alongside LRT, Arts Court and the Innovation Centre that are propelling Ottawa towards becoming a 'world-class city.'

To ensure the continued engagement of the public throughout the multi-year life of the Central Library Development project, the OPL has worked with Public Affairs & Community Engagement (PACE) to develop a Public Engagement Framework (the Framework) (Document 1). The framework sets out the approach and process that will be used leading up to, and during, the project's various phases. The objective is to ensure that the public and stakeholders are consulted in a meaningful way, and that a broad spectrum of input is collected to inform the location, vision, and design of this new iconic modern library. The public will be engaged in a variety of methods, using the many channels available, in order to broaden the reach.

While the attached Framework outlines the overarching strategic approach to public engagement through to opening in 2020, details on individual activities will be developed as the project unfolds. This allows for alignment with the guiding principles in terms of adaptability and continuous improvement. Given the forthcoming decision points and evolving status of the project, the framework's emphasis is on current activities through to design in 2017.

One of the primary goals of this Framework is to build on the support that currently exists for OCL. Engagement activities (both communications and consultation) will reassure the community and stakeholders that the planning process is sound, rooted in best practices, informed by public involvement, and that it will result in a new Ottawa Central Library that meets and even exceeds community expectations.

The framework is intended to be robust, reestablishing a common understanding of the project vision and the opportunities for public input and dialogue.

A number of key decision-points will be put forth to the OPL Board and Ottawa City Council in the coming months, including the location decision, financing, and recommendations for project delivery. It is more important than ever to ensure the public and stakeholders have a sound understanding of the process, the context within which the new OCL is being developed, and opportunities to provide input. As such,

consultation activities will be supported by comprehensive communications programs, which will include earned and paid media, information materials, and social media.

From the public's perspective, this Framework is designed such that participants in the engagement process are left with:

- A better understanding of the project, its benefits and the trade-offs;
- A sense of having contributed meaningfully to inform the decision-making process; and,
- A feeling of greater trust in, and support for, the decision-makers and the process.

The overall approach to consultations and the supporting communications hinges on two main prongs – the need to:

- Frame this initiative as city-building to establish a common understanding of the project; and,
- Build trust in the process to ensure meaningful and productive engagement.

Upcoming engagement activities

The Framework is based on overarching guiding principles of meaningful consultation, and aligned with the ladder of engagement (see Appendix 1). It is overlaid on top of the project's technical program to ensure that input solicited from the public can influence decision-making.

With respect to the technical process going forward, there are two 'input points' throughout 2016 and one 'input point' in 2017 where public input can shape decision-making:

- May-June 2016: Site evaluation criteria ("Where it will be built")
- June 2016: Functional program ("What will be built")
- 2017: Building design ("What it will look like")

Engagement activities in May and June 2016 build on the results of past consultations including the 2013 IMAGINE campaign on the library of the future; on public input (in-person and online) on spaces and services in a central library as gathered in March - April 2015; and on public opinion research conducted in October - November 2015 with

customers, future customers, and residents on use of the current Main branch and future Central Library. In addition, they are supplemented by the recent release of a refreshed Ottawa Central Library website.

1. Public Input – Site Evaluation Criteria

The forthcoming site selection must take into account the views and input of city residents and interested stakeholders as to what they deem most important when selecting a location for a central library. Public engagement at this step is partnership and site agnostic, applying to both the OPL stand-alone and OPL-LAC joint facility. Previous and ongoing public input as well as best practices (library and technical expertise) will be considered in the development of the site evaluation criteria that the Board will approve in July 2016.

There will be two components to this consultation: In-person sessions, followed by an online questionnaire. The in-person sessions are scheduled for May 16, 2016. Notice of this public event was provided in a multitude of ways, through both owned and earned media.

The sessions will feature:

- Information boards and brief presentations, moderated by the OPL Board Chair; and,
- Community discussion: led by table hosts, participants will engage in small group discussions about what is most important to them about the location of the new Ottawa Central Library.

The input and ideas received during those in-person sessions will serve as the basis for an online questionnaire. The questionnaire will be launched in late May and will allow all residents to provide input into how site evaluation criteria will be weighed.

2. Public Input – Functional Building Program

With respect to the Functional Building Program, there are a number of opportunities for public participation throughout May and June. This input is partnership dependent, applying to both the OPL stand-alone and OPL-LAC joint facility.

Input begins through targeted focus groups scheduled throughout late May and early June. The focus groups are designed to validate specific functional components in advance of more broader public input in June. Focus groups will include participants from stakeholder groups for both OPL and LAC (e.g. Teen Advisory Group members, researchers, genealogists, etc.).

Following the focus groups, two sessions will be held to involve the broader public in the functional building program. The first is scheduled for June 15 at Jean Pigott Place (Ottawa City Hall). The second will take place at the Library and Archives Canada building, 395 Wellington Street, on June 22. In addition, display boards will rotate through some OPL branches throughout the summer.

The sessions will feature an Open House portion and presentation, followed by the consultation via a World Café, based on functional programming themes. In this type of consultation, participants move through tables reviewing the theme, comments left by other participants, and sharing their own thoughts and ideas.

The input and ideas received will be used to validate the spaces and uses of the Ottawa Central Library, building on the input received at the blue-sky engagement held in March and April 2015.

Timelines

The following outlines the anticipated timeline / release of various public engagement activities and related key decision points.

Date (2016)	Activity
May 16	Public discussion on what's important regarding location
May 26	Launch on-line questionnaire.
June 9	Close on-line questionnaire.
June 15 (City Hall) June 22 (LAC)	Public discussions on functional building programming.
July 7	Public release of Board documents regarding draft site

	evaluation criteria, including summary of public input.
July 12	OPL Board meeting – approval of site evaluation criteria.
December 2016	OPL Board meeting – complete decision package including recommendations on site, partnerships, funding, and project delivery method. This includes a summary of the public input related to the functional program.

CONSULTATION

The Ottawa Central Library Public Engagement Framework was developed using feedback received through public delegations and Trustees at previous Board meetings, with input from past consultations, a series of stakeholder interviews, media and literature reviews.

LEGAL IMPLICATIONS

There are no legal impediments to receiving this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with this report.

FINANCIAL IMPLICATIONS

There are no financial implications associated with this report.

ACCESSIBILITY IMPACTS

In keeping with the guiding principles, accessibility is a key consideration throughout the public engagement framework. Accommodations will be made available for participants upon request and as required (e.g. visual aids, hearing support, etc.).

TECHNOLOGY IMPLICATIONS

There are no risk management implications associated with this report.

BOARD PRIORITIES

Central Library Development is a 2015-2018 approved strategic priority for both the Board and City Council.

SUPPORTING DOCUMENTATION

The following immediately follows the report.

Document 1 Ottawa Central Library Engagement and Communications Strategy

DISPOSITION

Pending Board approval, the Framework will support the Ottawa Public Library's plans to build a new flagship Ottawa Central Library.

Public Engagement Guiding Principles and Levels of Engagement

The Public Engagement Framework for the Ottawa Central Library is based on the following overarching guiding principles on engagement in order to ensure a meaningful and effective process:

- **ACCOUNTABLE:** Provide participants with information on how their feedback was considered and adopted, or why it was not adopted.
- **INCLUSIVE:** Plan and implement engagement activities that are accessible and respond to the needs of all, and that remove potential barriers to participation.
- **OPEN, INFORMATIVE, and TRANSPARENT:** Provide clear, relevant and complete information, in plain language at the start and throughout the public engagement process and communicate the purpose, expectations, and limitations clearly.
- **TIMELY:** Ensure that engagement is conducted in a well-timed manner, providing sufficient time for soliciting input, and for reporting back on how the input was used.
- **ADAPTIVE:** Ensure that the engagement is well-tailored to the nature of the topic being discussed and flexible enough to be modified during the process, as needed.
- **CONTINUOUSLY IMPROVING:** Evaluate each public engagement initiative by seeking input from participants about the process and the content. Evaluate on an ongoing basis in order to improve the quality of the public engagement process over time.
- **COOPERATIVE:** Build and maintain positive, respectful, and co-operative relationships with residents, stakeholders and community partners in order to increase the effectiveness of public engagement.

In keeping with these principles, public engagement methods are considered based on the level of engagement required (known as the ladder of engagement). The various levels are:

- **INFORM:** one-way communication method that usually involves information aimed at raising awareness and understanding. It is conducted throughout projects in order to help the public understand the issues and the environment informing the Board's decisions and recommendations to Council (where applicable).
- **CONSULT:** in addition to achieving the goal of the INFORM stage, this method provides opportunities for public feedback, including two-way communication and public comment in its planning.
- **INVOLVE:** this method is used at various stages throughout a project to engage the public and ensure that their issues and concerns are understood and considered. At this level, public input is analyzed, incorporated, and built into the decisions and outcomes.
- **COLLABORATE:** in this method, the public partners with the OPL participating in the analysis of issues and directly influencing the recommendations, outcomes, and decisions.
- **DELEGATE:** decision-making authority is handed over to another group in accordance with a formal governance approach (agreement, terms of reference), with the OPL providing support where required.

**PACE
PUBLIC AFFAIRS
& COMMUNITY ENGAGEMENT**

**Public Engagement Framework for the Ottawa Central Library
-A City-Building Initiative-
April 2016**

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Introduction

— *Creative placemaking involves leveraging the value of art and culture to act as a catalyst for change, growth and transformation of place.*

Tim Jones, President and CEO, Artscape

SIGNIFICANCE OF THE OTTAWA CENTRAL LIBRARY INITIATIVE FOR OTTAWA

The Ottawa Public Library (OPL) has ambitious plans to contribute to Ottawa's transformation into a world-class city by creating a modern Central Library that inspires learning, sparks curiosity, and connects people. The Ottawa Central Library (OCL) will be an innovative, iconic, and significant civic building playing three roles: a local library branch, a citywide service, and a destination for residents and visitors to the Nation's Capital. The initiative is supported by the OPL Board and has been approved as a strategic Term of Council priority.

The community is eager to be involved in this transformational project, and the plans for the new OCL have sparked a passion in our community and generated a healthy debate on the role of libraries in society, and the purpose they serve. Not only does building a new library involve a re-imagining of the programs and services that should be offered in a modern facility, but the impending change in location has generated interest for the many customers who frequent the current branch.

THE NEED FOR A ROBUST PUBLIC ENGAGEMENT FRAMEWORK

This Public Engagement Framework (hereafter, 'framework') has been developed to support the Ottawa Public Library's plans to build a new flagship Ottawa Central Library in the Central Area.

The framework sets out the approach and process that will be used leading up to and during the project's various phases. The objective is to ensure that the public and stakeholders are consulted in a meaningful way, and that a broad spectrum of input is collected to inform the location, vision, and design of this new iconic modern library.

In preparation for this assignment, informal pre-consultation interviews were conducted by a senior member of PACE with a sample of internal and external stakeholders. PACE also reviewed media and social media coverage to date, as well as past reports and consultation activities. The interviews and media and literature reviews helped inform the framework's design, allowing for a deeper understanding of the key issues and concerns, and the most appropriate means of facilitating a productive and beneficial exchange between OPL and participants in the consultation activities.

What emerges is that the need to replace the main library itself does not seem to be in question, but that there are questions and concerns tied to process and the opportunities for public input into key project decisions.

One of the primary goals of this public engagement framework will be to address public concerns, with a view to 'clearing the air,' thereby allowing for solid and unified support for the OCL to grow. Engagement activities (both communications and consultation) will reassure the community and stakeholders that the planning process is sound, rooted in best practices, informed by public involvement, and that it will result in a new Ottawa Central Library that meets and possibly exceeds community expectations.

To achieve these objectives, the framework must be robust and re-establish a common understanding of the project vision and the opportunities for public input and dialogue. It will also be important to properly inform the public about the recent OPL decision to proceed with a two-pronged approach: the existing Central Library Development Project, and the potential partnership with LAC.

While often overlooked in engagement programs, recruiting a large cross-section of participants to take part in engagement activities is critical to ensuring that all relevant publics have equal opportunity to participate and help to not only inform decisions, but to establish credibility and transparency in the process. As such, consultation activities will be supported by comprehensive communications programs, which will include owned, earned and paid media, information materials, social media, and more.

Context

— *Great libraries build communities.*

R. David

Lankes

Discussion around the need for a new Ottawa Central Library is long-standing, and the initiative has seen many changes in scope and evolving visions.

A significant change was the unanimous decision in June of 2015 by the Ottawa Public Library Board to build a new 132,000 sq.ft. facility in a new location in the Ottawa Central Area as captured in the City of Ottawa's planning and intensification policies. The OPL Board's decision followed on the recommendations of an independent expert that concluded this solution would be more effective in terms of cost and modernized service delivery, than extensively remodelling the existing 1970's vintage building.

Based on preliminary project direction, OPL undertook a number of steps to (1) explore potential partnerships and delivery models, and (2) establish a public sector comparator (i.e., the development of a model and approach to allow for an 'apples to apples' fair comparison of publicly- and privately-owned parcels of land located within the city's Central Area). The approach followed the City of Ottawa's procurement policies, and the recommendations of expert consultants.

While the development of a modern Central Library is an important City-building initiative, the complexity of this project has garnered mixed reaction.

For example, support was widespread leading up to a public engagement session on March 31, 2015, when the issue of where to build the library emerged as a key concern. A number of planning reports on the OCL also created confusion around the process by which a site would be selected. There have since been demands for more transparency and public consultation, particularly around how to select a new location.

To further complicate matters, both shortlisted proponents of the NCC's LeBreton Flats redevelopment project made it public in early 2016 that their proposals included a central library. While this illustrates the point that libraries are seen as important contributors to visionary capital city development, these announcements were unrelated to the OCL planning process and have muddied public understanding and served to reinforce a perception that OPL had pre-determined the location of the OCL, west of Bronson. Critics have since argued that the new facility needs to be located in the 'traditional downtown' area, rather than the broader Central Area boundaries that are the focus of the City's intensification plans.

Also confounding matters, the Ottawa Public Library's Request for Expressions of Interest (REOI) process, which was initiated to explore opportunities for partnerships as well as to garner information to inform the project delivery and site processes, requires that it treat information received in those meeting as commercially confidential. While this is common practice for any major city infrastructure project, it was misinterpreted by some, leading to misunderstandings and mistrust. One publicly acknowledged upside from the REOI process was the interest expressed by the Library and Archives Canada (LAC) and the agreement to explore a potential partnership.

Despite the project's complexity, support for the OCL has been and continues to be strong both politically and at the community level; few would dispute that a modernized central library is needed in Ottawa. There are, however, many more critical decision-points before shovels are in the ground which will put that support to the test.

PACE

The above presents a complicated context from which to initiate productive public discussions about a new Central Library, the overall societal and city-building benefits, and the opportunities for synergies that might result from a potential partnership with Library and Archives Canada.

A number of key decision-points will be put forth to the OPL Board and Ottawa City Council in the coming months, including the location decision, financing, and recommendations for project delivery. It is more important than ever to ensure the public and stakeholders have a sound understanding of the process, and the context within which the new OCL is being developed. Diminished support or 'cracks in the armour' could result in another false start, in a long list of attempts to see a new OCL.

Objectives

—A common understanding of the issues is required to ensure that consultation is meaningful and that public input is on point and can inform and influence decision-making.

OPL and PACE will design consultation activities that engage participants meaningfully, tap into fresh ideas to inform decision-making, and facilitate a better understanding and acceptance for the project.

The consultation objectives are to ensure that:

- » The decision-making process is informed by public and stakeholder input.
- » A better understanding exists for OCL and the project planning process.
- » The public and stakeholders are consulted in a transparent way.
- » Creative and thought-provoking ideas are solicited from a diverse cross-section of stakeholders and community members, from across the entire City.

Ultimately, this public engagement framework aims to ensure that Ottawa not only benefits from a new OCL that is iconic and meets the needs of customers, the broader community and visitors, but that a legacy of improved relationships has been created between the OPL, its stakeholders, and the community at large.

Communications go hand-in-hand with engagement to help raise awareness of the opportunities to participate, and to build a common understanding of the consultation topics, and the broader project – sharing information as available. As such, the communications objectives are to:

- » Provide clear and consistent information to audiences on the project status, and opportunities for public input into the development of the new OCL, including site selection, functional design, and architectural design.
- » Demonstrate transparency and accountability, and build trust and confidence with clear, consistent, and proactive communication.

From the public's perspective, this framework is designed such that participants in the engagement process are left with:

- » A better understanding of the project, its benefits and the trade-offs.
- » A sense of having contributed meaningfully to inform the decision-making process.

- » A feeling of greater trust in, and support for, the decision-makers and the process.

Approach

The issue of relationship-building will need to be a core focus if OPL wants to proceed with a constructive community dialogue. This public engagement framework must aim to establish a common ground between OPL, the public, and key stakeholders, or it will be challenging to engage in a productive discussion on the actual topics that will be the subject of consultation.

Engagement activities throughout will be designed to establish a collaborative working relationship with stakeholders and the public, as a means to 'set the stage' for future consultations as the project progresses. It will be essential that the public understands where and how their input can have an impact.

This will also require that consultation activities are supported by an effective communications campaign to ensure broad awareness of the Ottawa Central Library project, a shared understanding of the issues and topics of consultation, and the engagement of the broadest group of citizens and organizations possible. This will help frame the discussion, allowing participants the ability to focus on the consultative questions at hand rather than on misunderstandings or questions outside of the scope of the consultations.

PACE has reviewed public engagement input to-date and used it to further understand the community's interests in the project. Not surprisingly given the complexity of the project, much of the public discourse has focused on 'today' — from the location as a central branch, to the needs of current customers. Indeed, it is always a challenge with city-building initiatives to communicate the importance of considering future needs and changes to the current landscape. It will be important that participants in the OCL consultation activities keep this in mind, as an engaged and informed public will lead to more constructive input into the project, resulting in a better outcome.

OPL will also need to demonstrate that this initiative is supported by a robust project management plan leading to the development of a sound business case that will support evidence-based decisions that consider community wishes. Although public perception may be that the project has had a number of starts, stops, and changes in direction, the reality is that it has consistently moved forward and is gaining momentum. In the long history of this project, it has never been as advanced in its planning as it is now, and has never had the political (at all three levels) and community support it currently enjoys.

The overall approach to consultations and the supporting communications hinges on two main prongs—the need to:

1. Frame this initiative as city-building to establish a common understanding of the project; and,
2. Build more trust in the process to ensure meaningful and productive engagement.

See Appendix A for a list of key thematic messaging.

FRAME AS CITY-BUILDING TO ESTABLISH A COMMON UNDERSTANDING

City-building will be the 'umbrella' theme that drives all communications and consultation activities. Messaging will be inspiring and convey the positive impact that central libraries and investments in arts, culture, innovation, and architecture can have on cities. This will be important to establish a common understanding of the transformational nature of this initiative.

Although some of the key stakeholders involved do not necessarily agree on a few of the key decisions (central area vs. traditional downtown core; branch vs. city-wide service), there is broad consensus that the new OCL should be a world-class, eye-catching destination.

As such, it is essential that OPL provide context around what city-building entails, and how the OPL Board decision of locating the Central Library in the city's Central Area is supported by the City's planning and intensification policies.

In addition, the OPL and LAC will need to clearly communicate the greater opportunities that could result from their potential partnership, stemming from their shared values and visions.

Broad Strategic Considerations

All engagement activities (communications and consultation) will be supported by:

- » A clear and inspiring narrative conveying the city-building aspect of this project and why the public should care. This would be conveyed in part using stories of how city-building in other major centres has been transformative, and visuals of inspiring design and architecture.
- » Narrative about how Ottawa is "coming into its own" as a result of community leadership and a number of other important city-building initiatives, with an emphasis on the Central Area. For example, light rail; the redeveloped Arts Court; the Innovation Centre; the renovated Rideau Centre and the re-envisioned

Rideau Street; the renovations to the National Arts Centre; the redevelopment plans for LeBreton Flats; the War Museum and Arts Gallery; the future plans for Queen, Albert, and Scott once light rail becomes operational; and so on.

- » Narrative of the potential partnership between OCL and LAC, and the national significance of the joint facility.
- » Evidence-based data and visual representations about how Ottawa, and in particular the Central Area, are changing and adapting to growth, new demographics, development initiatives, much of which is driven by the City's planning and intensification policies. Emphasis needs to be on the impact of the in-service dates of Phases 1 and 2 of light rail (in 2018 and 2023, respectively).

Key Strategic Considerations

Solid support exists for OCL: The project enjoys strong community and political support (from all levels of government), with a common/baseline understanding that the current facility is no longer adequate to serve as a Central Library.

Key Considerations:

- » *Support needs to be broadened to include the larger Ottawa community:* The engagement program must be engaging and inspiring for all. Efforts need to be taken to continue to build support for OCL, both at the community and stakeholder level. Rely on storytelling, visuals and case studies from other major centres.
- » *Proactively seek new and exciting partnerships at the community level, such as with academic institutions:* Create platforms (through LOIs, MOUs, etc.) to engage other organizations, secure support, and create a positive buzz for the initiative.
- » *Enlist the support of community leaders (champions):* Develop relationships and share vision with respected community leaders who can in turn inform the project, and share information on the vision and consultation opportunities with the community.

A library for the future: It is challenging to communicate about a project that has an intended 50-year lifespan or more. Most residents do not have access to planning information nor have a comprehensive portrait of the city's urban planning trends, policies, etc. This means that there is no shared understanding of how the city will grow and evolve over a five, 10, 15 year period and beyond. Participants in the engagement program will be challenged to be forward-looking when providing their input.

Key Considerations:

- » *Recruit others to help communicate what city-building is:* Conduct outreach to 'city-builders', urban planners, etc., who can help explain the projected evolution of the Central Area, and the changes in mobility behaviours once LRT becomes operational.

- » *Support the narrative with city planning language and proof points:* Be evidenced-based not just in the decision-making, but in messaging. Demonstrate the overall objectives and considerations relevant to selecting a site in the Central Area. Provide case studies for how other major centres selected their sites (for example, why Calgary and Montreal built in areas that were economically depressed). Show density now and into the future: what the central area will look like in five, 10, 15, 20 years (notably with LRT in place). Rely on visuals of the Central Area, projected growth, mobility patterns, etc.
- » *Show how LRT will impact the Central Area and the way people get to their destinations:* LRT will make it easy for people to travel from the east, west and south of Ottawa. Behaviours will change as people along the LRT corridors will 'hop on and hop off' conveniently and at will, even for short trips. Mobility in the Central Area will change significantly. Show the volume and demographic of people using LRT in 2018, and in 2023 and beyond. Show the connectivity to major hubs and with the major academic institutions (e.g., Ottawa University; Carleton University; Algonquin College; etc.)

BUILD MORE TRUST IN THE PROCESS TO ENSURE MEANINGFUL AND PRODUCTIVE ENGAGEMENT

Clear messaging will also be required to further instil a sense of trust in the process. All audiences need to be assured that a city-building project of this magnitude and importance is being managed in a professional, transparent and accountable way. How OPL interacts with the community and stakeholders and how it values public input will be a key determinant, not only in rebuilding relationships, but also in building a sense of trust in the process — that, at the end of the day, this project is being done in the interests of all Ottawans, not just special interest groups or developers.

Broad Strategic Considerations

To this end, the approach to communications and consultation activities will be to:

- » Clarify past, current and future process to address confusion (e.g., clear narrative, timelines and flowcharts).
- » Shore up support and instill trust that the process is sound and appropriate for a city-building project of this magnitude.
- » Communicate clearly and broadly - through traditional and stakeholder channels - the opportunities for public input and how these have, and will continue to be used to inform key decisions.

Key Strategic Considerations

Complex project and unclear process: The project structure (with key decisions around location, funding, etc. yet to determined) has made this extremely complex to communicate. This structure has created confusion and misunderstanding, and has raised concerns about the credibility of the project planning process. As well, certain

steps in the process, such as the Request for Expressions of Interest (i.e., the commercial confidentiality requirements) and the 2015 Business Case analysis of public sites (i.e., the use of the technical term 'preferred site' to reference the comparator site at 557 Wellington Street) have further left an impression with some that public input is being disregarded.

Key Considerations:

- » *Provide opportunities for meaningful consultation through a robust and transparent public engagement program:* Build-in real opportunities for community dialogue. Current issues of mistrust with some stakeholders need to be addressed and rectified, particularly in advance of major decision-points such as project financing.
- » *Provide a clear and comprehensive overview of the project planning process:* Develop information materials using easy-to-understand language and visuals that convey the key milestones in the project history and how these affect the planning. Demonstrate that although the process until now has experienced many changes in direction, the core project itself has always moved forward—and has never been so close to being actualized.
- » *Highlight the expertise of the leadership team, and the thoroughness of the planning process:* Reiterate that this project is a capital planning project that requires urban planners, process experts (such as Deloitte), modern library designers (RPG), and community input. Point to best practices and examples of how other centres have managed their central library and capital planning projects (showcase robustness of OPL's process).
- » *Clarify the more controversial aspects of the process and location selection:* Specifically, there is a need to provide a better understanding of the REOI and the 2015 Business Case studies, and why these were essential elements of the overall process (not simply ad-hoc or one-off studies). OPL must debunk the notion that exists with some stakeholders that "developers are leading the process." It must convey that in other major library projects in Canada, public sites were allocated for that purpose and that Ottawa's process is unique in that all potential sites are being considered (public- and privately-owned). This is an indication of OPL's dedication and commitment to identifying the best site possible – regardless of ownership.
- » *Reference the public engagement activities that have informed the project to date:* Since 2013, more than 3,600 people have provided input into the vision for the new OCL and what it should include in terms of programs and services. Acknowledge how this public input has resulted in a vision statement for the library, and the ability to accurately articulate the requirements for the new building. This input has been, and will continue, to be invaluable as the project team works towards recommending a new location, and building the new OCL.

The Library and Archives Canada proposal makes it challenging to communicate:

The partnership with LAC was a welcomed result of the REOI process. While it has been well received by many, it also served to cement a perception among some stakeholders that a 'preferred' site close to the existing LAC building at 395 Wellington Street had been selected. As well, the two-track approach, while sound from a project management perspective, is challenging to communicate.

Key Considerations:

- » *Provide clear narrative about the benefits of the potential partnership:* Building on their shared values and vision, benefits include facilitated access to a larger collection, the bolstered genealogy research function, and the joint public programming opportunities. Augment city-building narrative with additional national/capital city stature.
- » *Leverage LAC's ability to reach other pertinent stakeholders:* Initiate outreach to the academic, research, and genealogy communities (locally and nationally) that would see value in the partnership. Target relevant channels such as trade publications and blogs to highlight the national stature of the partnership.
- » *Provide clear narrative that OPL is following a rigorous project planning process:* Convey the benefits of the partnership while also reinforcing that sound project management principles dictate that the two-track approach is the most effective process for ensuring that the OCL will be built. Proactively address that no site has been pre-determined and that a thorough process will be undertaken to identify the best site available anywhere within the Central Area boundaries.

Consultation

—A fundamental principle in true and meaningful public engagement is that participants must feel they have been listened to, and that their input has received appropriate consideration. It is a matter of respect for a person's time and commitment to the process.

APPROACH AND METHODOLOGY

OPL has committed to public engagement throughout the life of this project. To be successful, consultation activities will need to be rooted in integrity, underpinned by principles of openness and transparency, and offer meaningful opportunities for everyone interested to provide input that can truly inform and influence the final outcomes for the OCL.

Public engagement involves any two-way communication to inform and/or involve the public in problem solving or decision-making. There are different types of engagement and various engagement activities or techniques (e.g. information kit, in-person meetings, online surveys, advisory groups, etc.).

Meaningful engagement requires that the public is aware of how and when they will be involved, and what impact their contribution will have. Engagement activities must therefore be overlaid on top of the project's technical program to ensure that input solicited from the public can influence decision-making.

Consultation activities will be simple yet comprehensive. Where the public can influence the decision, the activities will be designed to encourage a healthy and productive two-way exchange of ideas with participants. Where public input is gathered, summary reports will be made available to ensure that participant input has been captured and presented in a way that can legitimately inform and influence the decision-making process, and demonstrate to participants that their time, participation and commitment was valuable and meaningful. The reports will show how public input was used to influence project outcomes, and why some ideas could not be incorporated into the process.

In order to be impactful, consultation activities must be overlaid atop the project planning (technical) process, such that any public input collected can be used as a source of data in decision-making. Consultations need to also build on past public engagement activities, such that public input is continuously valued and that community considerations remain top-of-mind in the technical planning process. Past activities have included:

- » The 2013 IMAGINE campaign on the library of the future, as envisioned by OPL customers;
- » Public input (in-person and online) on spaces and services in a Central Library as gathered in March-April 2015;
- » Public opinion research conducted in October-November 2015 with customers, future customers, and residents on use of the current Main branch and future Central Library;
- » Board meetings and presentations by public delegations; and,
- » The launch of OCL's dedicated project website, providing more detailed information on the initiative and allowing browsers to the site to leave comments and register to receive ongoing project information.

With respect to the technical process going forward, there are two 'input points' throughout 2016 and one 'input point' in 2017 where the public can participate in helping to shape various decisions and influence the project outcomes:

1. May-June 2016: Site evaluation criteria ('Where it will be built')—Community input will feed into the evaluation process used to assess potential sites that will be considered by the OPL Board to identify the best possible location for the new OCL.
2. June 2016: Functional program ('What will be built')—Community input will be used to help validate the spaces and uses of the Ottawa Central Library. This

includes obtaining feedback on functional use, adjacencies, and breakdown of size of various spaces. This will be for both the OPL stand-alone and the OPL-LAC joint facility. The public session will be preceded by focus groups with internal and external stakeholders in late May and early June, conducted by the Resource Planning Group (RPG), an expert facilities functional planning firm specializing in libraries.

Once the OPL Board makes decisions (at the end of 2016), the project will progress to the next step in the planning process, which is the architectural design.

3. 2017: Building design ('What it will look like')—Public input will be solicited to inform the building design and architectural features, ensuring design excellence and meets community (and potentially national) expectations.

Individual consultation and communication plans will be developed for each of these input points, as well as for activities covering the initiation of construction through to the opening of the Ottawa Central Library. For each of these steps, public sessions will be organized to offer individuals and all interested parties an opportunity to actively contribute to the OCL project. These sessions will be structured to provide the participants with the opportunities to:

- » Hear from staff and experts in a group setting or individually;
- » Review project details;
- » If they choose, be able to engage in dialogue regarding the key elements being presented;
- » Provide comments, ideas and input that can truly influence the project outcomes.

In addition to public or focus group meetings, on-line questionnaires are envisioned and it is possible that polling may be conducted at critical junctures.

The majority of consultation at this stage occurs in the first half of 2016 allowing experts and staff the time to apply the information through the various components, before bringing forward a recommendation to the Board for decision (by year-end). Active public consultation resumes in 2017 with the building design and architectural components.

Public engagement will not end with the architectural design. Communications and engagement will continue through construction and into grand opening (e.g. web cameras, groundbreaking ceremonies, etc.) via a number of approaches to be identified as the project progresses.

OTHER CONSULTATION CONSIDERATIONS

Indigenous Engagement: Subject to the final location, OPL and the City of Ottawa (and potentially Library and Archives Canada) will need to develop an appropriate

process for indigenous engagement. In addition, efforts will be made to engage Ottawa's urban indigenous population in all public consultations, as current and future library clients.

Website and Social Media: Ongoing engagement through the newly launched bilingual and responsive Ottawa Central Library website and social media platforms, which includes the collection and sharing of inspirational elements, and continual discourse in the “Share Your Voice” section of the website.

Elected Representatives: Elected representatives from all levels of government will be kept informed of the OCL's progress, and will be encouraged to help promote consultative activities through their networks. They will also be invited to attend consultation meetings as observers.

REPORTING

Reporting is an essential element of true and meaningful public engagement programs. The public must be confident that OPL has addressed their comments and concerns, and that the input they have provided has been considered in the decision-making process. All comments and input will be reviewed and analyzed.

PACE will deliver summary reports for each public consultation activity, shared with all project partners, key stakeholders, and made publicly available. A final summary report will be published at the completion of the consultation program that documents the public engagement process, including an analysis of all comments received, a summary of key findings/themes, and a reporting of how public input was used (or not used) to influence the project outcomes. Reports will be shared at OPL Board meetings and posted on the Ottawa Central Library website.

Communications Plan

Ongoing, proactive, clear, and consistent communication will keep the public and stakeholders abreast of the project, and ensure they are aware of new information of interest, as well as opportunities for input. The communications program not only aims to inform the general public, but to ensure special interest groups and stakeholders are kept apprised of the project's progress.

AUDIENCES (AT-A-GLANCE - NOT PRESCRIPTIVE)

- » General public (Ottawa) and OPL clients
- » Politicians and policy-makers
- » Community associations (Central Area and at-large)
- » Library Associations

PACE

- » Public interest groups and community organizations
 - Friends of the Ottawa Public Library Association (FOPLA)
 - Accessibility
 - Low income and other social services groups
 - Literacy
 - Arts and culture
 - Innovation and Maker community
 - Researchers and genealogists
 - Economic development (e.g. BIAs, chambers of commerce, Invest Ottawa)
 - Educational institutions
- » Media
 - Ottawa mainstream and City Hall (French and English coverage)
 - National media
 - Vertical: Urbanism, arts and architecture, libraries, business, urban planning, genealogy
- » Internal staff
 - Ottawa Public Library
 - Library and Archives Canada
 - City of Ottawa

CHANNELS

Three types of channels will be used to reach target audiences and achieve the communications objectives:

1. Owned channels: These are the channels owned by the OPL. The public can pull messages directly from these channels or messages can be shared from them.
 - » Ottawa Public Library
 - Branches
 - OPL and OCL websites
 - OPL and OCL social media channels (Twitter and Facebook)
 - OCL Email Subscribers list
 - » Library and Archives Canada
 - Website
 - Social media channels
 - » News releases, media advisories
 - » City of Ottawa
 - Website, social media channels

2. Earned channels - These are channels that are owned or operated by others (e.g., media, partners, or stakeholders). Messages can be shared via these channels.
 - » Board of Trustees' social media networks and their organizations' channels
 - » Council and Mayor's columns, householders, newsletters and social media
 - » Local MPs and MPPs' columns, householders, newsletters and social media
 - » Mainstream and vertical media, including blogs
 - » Partners and special interest groups' social media channels and distribution lists
 - Friends of the Ottawa Public Library Association
 - Community associations' mailing lists and social media channels
 - Library associations' mailing lists and social media channels
 - Other
3. Paid channels: When appropriate, the OPL can consider paying for advertising, including sponsored content, in print, online, and broadcast and social media. The OPL can also consider paying for mailing lists if gaps are identified.
 - » Mainstream media, including community papers
 - » Facebook and online advertising
 - » Mailing lists

ACTIVITIES

Communications activities will be punctual and tied to project news, milestones, and opportunities for public input. Distinct detailed communications plans will be created.

Overall, proactive messages have been, and will continue to be posted on the newly launched OCL website as well as other owned channels. As with all modern-day communications, the website will be the hub from which information can be pulled or pushed. It will be refreshed frequently with updates, new information, and communications products. Furthermore, it will be a gateway from which the public can provide feedback and input, and register for public consultation sessions or sign up for updates.

Social media channels and other proactive communications activities will drive to the website for additional information and event registration. Branches will be used to provide outreach to the broader Ottawa community.

While online communication is the most far-reaching and cost-effective way to reach the community, the OPL serves a number of publics that may prefer a more traditional form of communication. Posters, mainstream media, and other traditional channels, including Councillor householders and columns, will be used to reach these audiences.

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For stakeholders and special interest groups, the OPL's leadership will be made available for information sessions and meetings, upon request. A contact list has been created and will be augmented to provide these groups with information as it becomes available.

With respect to the potential partnership, the OPL will work with LAC to use their national communications and social media channels to support all OCL engagement activities.

INTERNAL COMMUNICATIONS

Communications with employees (OPL, LAC, and City) will be provided through a number of internal owned channels.

In the case of OPL, information will be shared with all employees using the OPL's internal blog service, which will feature summaries or highlights of OCL discussions at Board meetings, and specific messages and overviews as necessary for specific communications activities and updates. Information will be shared with City employees via their internal channels.

OPL employees who work at the OPL's Main branch as well as InfoService (OPL's virtual team who respond to email and phone inquiries) are invited to attend in-person updates. In addition, direct face-to-face meetings and updates will be provided to members of OPL's management team in order to ensure a cascading of information throughout the organization.

In the case of LAC, information will be provided through internal messages, updates to the intranet site, and face to face meetings.

PUBLIC AND MEDIA ENQUIRIES

Members of the public who contact the OPL and LAC for information on the OCL by phone, email or via the website or social media, will receive acknowledgement or a response in a timely fashion.

OPL and LAC's media relations teams will issue media releases, advisories, and statements, as well as manage and respond to all media calls. PACE will help draft responses or media products as required.

PRODUCTS

A number of communication products will be developed to help tell the story about the history of the project, the vision, the process, and the links to city-building.

Recommended products include:

- » A “By the numbers” infographic providing the type and volume of services the services the OPL delivers
- » A graphic outlining the project milestones - past and future
- » Social media graphics to promote the OCL vision as well as opportunities for input and consultation activities
- » Posters and digital slides to promote opportunities for input and to share news of the project in OPL branches, LAC facilities, and other City facilities
- » Graphics and other visuals outlining:
 - The 5, 10, 25, and 50 year outlook for the Central Area
 - The impact of LRT on movement in the Central Area
 - Other relevant planning data and information to help residents understand how the City is evolving and how transformational projects will impact it
- » A two-minute video outlining the vision for the new OCL (to be developed pending year-end decisions).

Tracking and Measurement

The success of an engagement program can only be measured by its ability to mobilize the target audiences to provide input and become engaged at the desired decision-making points.

A number of quantitative indicators will be tracked to help evaluate the reach and impact of the engagement and communication activities, including:

- » Registration, attendance numbers and organizational representation at engagement events
 - Number of comment sheets completed and received
- » Online questionnaire participation numbers
- » Web analytics
 - Hits to specific pages; how long people stay on pages; how people arrived at specific pages
- » Social media monitoring and tracking
 - Engagement (shares, likes, comments)
- » Subscriptions to OCL mailing list
- » Number of comments provided through OCL website
- » Media hits
- » Types of questions and concerns raised through public delegations at OPL Board meetings.

From a qualitative perspective, the effectiveness of the engagement and communications program to help address the key considerations and objectives can be measured through:

- » A noticeable shift in the types and tone of comments received through all channels:
 - Have we properly addressed process concerns?
 - Have we established a common understanding for the project and moved the discussion towards the positive transformational impact that the OCL can have for City-building?
 - Was the public satisfied with the public consultation methods?
 - Have we reassured the public that the process is sound and in their best interest?
 - Were we successful in receiving the input required to make informed decisions on site selection criteria, functional design and building design?
- » The participation of a broad cross-section of individuals and organizations, including new voices to the project.
- » Messages and tone of local media coverage and published communications by community and interest groups.
- » Express or implicit support for the process and the project.

Appendix A - Key Themes

OUR CENTRAL LIBRARY WILL BE AN INCLUSIVE, DYNAMIC DESTINATION FOR CREATIVITY AND LEARNING

- » A library for the future, the Ottawa Central Library will be a place that inspires learning, sparks curiosity, and offers spaces to connect people.
- » The Ottawa Central Library will feature iconic design and be architecturally distinct.
- » It is envisioned as an innovative, iconic, and significant civic building playing three roles: a library branch for local residents, a city-wide service, and a destination for residents and visitors to the Nation's capital.
- » The partnership with Library and Archives Canada, if it comes to fruition, is a unique offering in Canada and will bring national stature to this project. Our project management structure allows us to work both tracks for a stand-alone Central Library and a joint partnership - that way, Ottawa ends up with a new Central Library, whatever the outcomes of our discussions with LAC.

THE OTTAWA CENTRAL LIBRARY IS A CITY-BUILDING INITIATIVE THAT IS PART OF OTTAWA'S EVOLUTION INTO A WORLD-CLASS CITY

- » From the redevelopment of the Arts Court in the east to the new Innovation Centre in the west, and the many already established points of interest in-between, Ottawa's Central Area is fast becoming a cluster of major destination points for Ottawa residents and visitors.
- » Light rail will have a significant transformative impact on the City of Ottawa. From a development standpoint, there will be an increase in density and height all along the corridor, and in particular, in pockets around each of the five stations in the Central Area.

THE PUBLIC HAS AND WILL CONTINUE TO HAVE INPUT INTO THE OCL'S "WHAT" "WHERE" AND "HOW"

- » Since 2013, more than 3,600 people have participated in various public engagement activities on functional design - "*what*" spaces, programs, and services the new Central Library will deliver.
- » The public will have another opportunity to look at the "*what*" in June.
- » The public also has in-person and online opportunities to share what elements they consider most important when evaluating potential sites - the "*where*" - for the new Central Library.
 - » Once site location and functional programming have been approved by the Board, the public will have an opportunity to provide input into "*how*" the OCL will look - the architectural design.
- » The public can also provide input and receive information through the OCL website or social media channels.
 - » The public will be kept informed throughout (to 2020).