

**Date of Meeting:** September 26, 2024

**Report Number:** A37-24

**Report Subject:** Parks, Recreation and Culture Master Plan Draft

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### **Recommendation:**

1. THAT the Clarington Public Library Board receive Administrative Report No. A37-24: Parks, Recreation and Culture Master Plan Draft for discussion.
2. THAT the Clarington Public Library Board endorse the recommendations in the PRCMP that are relevant to the CLMA and advise Council of the endorsement
3. THAT the Clarington Public Library Board direct the Chief Executive Officer to investigate the benefits of a Service Level Agreement (SLA) with the Municipality of Clarington and report back to Board for additional direction at later date

### **Report Overview**

To share the Parks, Recreation and Culture Master Plan (PRCMP) Draft with the Library Board. The full draft plan is in Appendix B.

### **Background**

Monteith Brown Planning Consultants were retained in July 2023 to develop the PRCMP. The CLMA plays a significant role in cultural services in Clarington. The CLMA has been engaged throughout the development of the plan with Alison Dee, Director of Strategy & Innovation and Monika Machacek, CEO, as members of the project team.

Monteith Brown held various community and stakeholder engagement opportunities, and engaged with the Library Board at the January 18, 2024 Library Board meeting.

The proposed Master Plan provides guidance on delivering services to meet the needs of current and future residents. Recommendations are based on community input, as well as research and best practices in other municipalities and Library Boards to provide the Municipality and CLMA with key directions to strengthen internal capacity, improve service delivery, engage underrepresented populations, and make evidence-based decisions. The recommendations that pertain to the CLMA support the directions of the Library Board's 2023 – 2027 Strategic Plan: Opening New Chapters.

The draft PRCMP was presented at the Special General Government Committee meeting on September 16, 2024 with the CLMA CEO in attendance. Committee members voted to prioritize funding for a) Bowmanville Zoo Park b) Camp 30 Cafeteria Building and c) Courtice Waterfront. The draft plan has returned to the public for further comments. The plan is intended to be approved by Council on October 28, 2024.

## PRCMP – CLMA Recommendations

A summary of the PRCMP recommendations that directly pertain to CLMA as listed below, along with the corresponding CLMA Strategic Plan direction.

Parks, Recreation & Culture Master Plan Recommendation	CLMA 2023 – 2027 Strategic Plan	
	Action	Deliverable
61. Undertake a cultural mapping exercise to establish a full understanding of cultural resources that are available from the Municipality, CLMA, community providers, private businesses, etc. as a tool for bringing awareness and promoting what’s available in Clarington.	<b>Highly valued community partner:</b> Building relationships with local groups and committees	Create community mapping of groups and events
67. Undertake feasibility studies to implement the recommended library facility strategy outlined in this Master Plan: <ul style="list-style-type: none"> <li>a. Add approximately 20,000 square feet of library space in Bowmanville. A portion of library space needs should be met through a future expansion of the South Bowmanville Recreation Centre. A facility fit exercise should be undertaken to confirm the square footage of library space that can be accommodated (preferably in the 12,000 square foot range). The remaining balance should be provided at another location, preferably in the north end of Bowmanville and co-located with a community facility.</li> <li>b. Expand the Courtice Library Branch to add approximately 10,200 square feet of space, potentially by extending the existing building footprint to</li> </ul>	<b>Bold leaders in service design:</b> Creating a destination of choice in Bowmanville through a renovation of the Bowmanville Library, and centralizing our heritage buildings to Bowmanville to fully program and promote our local history	Develop public engagement strategy to solicit community input into moving the Kirby Schoolhouse to the Waverley Place grounds  Approval of “Centralization of Heritage” capital project as part of the 2025 – 2027 capital plan

<p>the west, which could be undertaken in conjunction with expanding the aquatic facility, as recommended in this Master Plan. Should it be determined that this location cannot be expanded, undertake a feasibility study to determine alternatives to providing library branch space in Courtice.</p> <p>c. Add approximately 2,100 square feet to the west, south, or east side of the Newcastle Library Branch.</p>		
<p>68. As part of library space development and redevelopment, consider leading space and design considerations to provide accessible, fresh, and modern spaces that are relevant and responsive to all users, and are inclusive and flexible to support evolving needs, services, and programming.</p>	<p><b>Supportive and welcoming spaces:</b>          Demonstrating that our locations and services will leave an unforgettable impact because our services are designed and offered with you in mind through the development of a customer service strategy and standards</p>	<p>Committing to exceptional service delivery and design, we will create new customer service standards and train all staff on service excellence model</p>
<p>69. Increase access to library resources in smaller hamlets and the rural areas of Clarington through alternative service delivery models by providing a bookmobile service for rural residents and installing two library lockers for pick-up and drop-offs. Library book vending machines should also be considered.</p>	<p><b>Bold leaders in service design:</b>          Hitting the road by operating a bookmobile to reach underserved areas in Clarington</p>	<p>Goal has been shifted to lockers by end of 2024, bookmobile delivery pending budget</p>
<p>70. Monitor the effect on space utilization resulting from the implementation of the Use of Space Policy and, if necessary, undertake policy revisions.</p>	<p><b>Continuous improvement:</b>          Establishing a policy and procedure framework</p> <p><b>Align with Municipal strategies:</b></p>	<p>Implement policy &amp; procedure review schedule</p> <p>Develop tracking form and update monthly with measurable key</p>

	Establishing key performance indicators (KPIs) to track our progress toward resource utilization and sustainability goals	performance indicators
71. Explore alternative historical and/or cultural uses for the Sarah Jane Williams Heritage Centre following completion of renovations to the Bowmanville Branch Library, which will absorb museum artifacts and exhibits, and archives.	<p><b>Bold leaders in service design:</b> Creating a destination of choice in Bowmanville through a renovation of the Bowmanville Library, and centralizing our heritage buildings to Bowmanville to fully program and promote our local history</p> <p><b>Preserve and exhibit cultural history:</b> Continuing to develop and preserve archival and local history materials that are reflective of past and current communities and residents, ensuring broad representation as a trusted source for research</p>	<p>Develop public engagement strategy to solicit community input into moving the Kirby Schoolhouse to the Waverley Place grounds</p> <p>Approval of “Centralization of Heritage” capital project as part of the 2025 – 2027 capital plan</p>
72. Proceed with co-locating Clarington’s heritage buildings in Bowmanville to create a centralized hub, in alignment with CLMA’s Strategic Plan.	<p><b>Bold leaders in service design:</b> Creating a destination of choice in Bowmanville through a renovation of the Bowmanville Library, and centralizing our heritage buildings to Bowmanville to fully program and promote our local history</p>	<p>Develop public engagement strategy to solicit community input into moving the Kirby Schoolhouse to the Waverley Place grounds</p> <p>Approval of “Centralization of Heritage” capital project as part of the 2025 – 2027 capital plan</p>
73. Create a plan to bolster museum programming and use of archives	<b>Supportive and welcoming spaces:</b>	Development of a multi-year program

<p>with a focus on maximize the use of enhancing CLMA spaces to celebrate and better connect residents to Clarington’s past.</p>	<p>Continuing to develop and maintain programs, partnerships, and experiences that reflect the rainbow of cultures, personal identity, and belief systems as part of a multi-year program plan</p> <p><b>Preserve and exhibit cultural history:</b> Continuing to develop and preserve archival and local history materials that are reflective of past and current communities and residents, ensuring broad representation as a trusted source for research</p>	<p>and events plan</p> <p>Installation of display cases at all library locations to display local history, heritage and cultural artifacts. Establish a community use procedure to invite community members to engage and contribute to displays</p> <p>Installation of display cases in 2 community centres to display local history, heritage and cultural artifacts. Establish a community use procedure to invite community members to engage and contribute to displays</p>
<p>74. Create a Public Art Policy to provide guidance on evaluating and approving public art installations and create a Public Art Reserve Fund to assist with acquisition, development, installation, and maintenance; funding which could be made through gifts, bequests, fundraising, levy, or other funding source.</p>	<p><b>Highly valued community partner:</b> Building relationships with local groups and committees</p> <p><b>Highly valued community partner:</b> Forging relationships with Tourism organizations in each tier of government</p>	<p>Develop strategy to engage with tourism and attract visitors to CLMA locations</p> <p>In partnership with Gift of Art and the Visual Arts Centre, install public art displays in library and museum locations</p> <p>In partnership with the Visual Arts Centre, launch a “Creator in Residence” initiative (pending grant funding)</p>
<p>75. Prepare a Special Events and</p>	<p><b>Supportive and</b></p>	<p>Development of a</p>

<p>Festivals Strategy that defines the roles and responsibilities of the Municipality, community organizers, and the CLMA in delivering and facilitating special events. The Strategy should articulate funding and staffing requirements, promotional and awareness strategies targeted to residents and tourists, strategies to address relevant actions of the Municipality's Inclusion, Diversity, Equity, and Anti-Racism (IDEA) Strategy, and identify how existing and future physical infrastructure can be incorporated as part of parks and facility designs to deliver quality experiences.</p>	<p><b>welcoming spaces:</b> Continuing to develop and maintain programs, partnerships, and experiences that reflect the rainbow of cultures, personal identity, and belief systems as part of a multi-year program plan</p> <p><b>Highly valued community partner:</b> Building relationships with local groups and committees</p> <p><b>Highly valued community partner:</b> Forging relationships with Tourism organizations in each tier of government</p>	<p>multi-year program and events plan</p> <p>Implement programs to celebrate various cultures within Clarington</p> <p>Members of Senior Management Team will sit on and attend events by economic development, CBOT, and BIAs</p> <p>Create community mapping of groups and events and target to attend 15 large community events.</p>
<p>76. Regularly engage key groups such as the Indigenous community and Aboriginal Sports Council to identify ways to advance reconciliation through parks, recreation, culture, and library services, as well as to inform the Municipality's Engagement and Relationship Building Strategy, actions articulated in Clarington's IDEA Strategy, and CLMA's Repatriation and Decolonization Strategy; there may be synergies in working collaboratively to develop strategies and programs aimed at engaging Indigenous Peoples.</p>	<p><b>Preserve and exhibit cultural history:</b> Expanding our responsibility in Reconciliation by the development of a Repatriation and Decolonization strategy</p> <p><b>Supportive and welcoming spaces:</b> Continuing to develop and maintain programs, partnerships, and experiences that reflect the rainbow of cultures, personal identity, and belief systems as part of a multi-year program plan</p>	<p>In partnership with the Municipality of Clarington's Pathway to Reconciliation Action Plan, we will develop a Repatriation and Decolonization Strategy</p> <p>Develop a training plan to support Cultural Competency and Diversity, Equity, and Inclusion to support service excellence.</p> <p>Continue to foster partnerships through the MOC DEI Committee for training opportunities</p>

		<p>that support DEI training and awareness initiatives.</p> <p>Include Land Acknowledgements in large programs and events</p> <p>Implement programs to celebrate various cultures within Clarington</p>
<p>77. Provide Municipal and CLMA staff with appropriate supports to deliver exceptional services, which may include, but not be limited to, technology and equipment, professional development and training, and other supports to function as a high performing organization. Appropriate staffing levels must also be considered to implement the recommendations of this Master Plan and should be guided by the organizational and staffing review provided under a separate cover.</p>	<p><b>Continuous improvement:</b> Identify and tailor training and change management programs for employees so we are always prepared for new initiatives</p> <p><b>Employer of choice:</b> Encourage innovation and experimentation by recognizing great ideas through an Employee Recognition Program</p>	<p>Implement continuous improvement framework</p> <p>Employee Recognition Program to be developed and delivered</p>
<p>80. The Municipality and CLMA should continue to offer and expand its range of in-person and virtual programs to reach a wider audience, which may be done in partnership with community partners and other program providers to share resources and space.</p>	<p><b>Align with Municipal strategies:</b> Building action plans that supports the Municipality of Clarington’s Economic Development Strategy and the Prioritization of Arts, Culture &amp; Recreation</p> <p><b>Continuous improvement:</b> Establishing a system of program evaluation and feedback</p> <p><b>Supportive and</b></p>	<p>Implement continuous improvement framework</p> <p>Development of a multi-year program and events plan</p> <p>Implement programs to celebrate various cultures within Clarington</p> <p>Create community mapping of groups and events and target to attend 15</p>

	<p><b>welcoming spaces:</b> Continuing to develop and maintain programs, partnerships, and experiences that reflect the rainbow of cultures, personal identity, and belief systems as part of a multi-year program plan</p> <p><b>Highly valued community partner:</b> Building relationships with local groups and committees</p>	<p>large community events</p>
<p>81. Expand the CLMA’s StoryWalk program within Clarington’s parks systems, particularly along trails and pathways.</p>	<p><b>Align with Municipal strategies:</b> Building action plans that supports the Municipality of Clarington’s Economic Development Strategy and the Prioritization of Arts, Culture &amp; Recreation</p> <p><b>Highly valued community partner:</b> Building relationships with local groups and committees</p>	<p>Create community mapping of groups and events and target to attend 15 large community events.</p>
<p>82. Undertake an update to the Older Adult Strategy by engaging older adults and all related partners to ensure services are inclusive of an aging and increasingly diverse older adult population.</p>	<p><b>Expanding access to digital literacy:</b> Mobilizing staff into senior residences and schools to upskills residents’ digital literacy knowledge and comfort</p> <p><b>Align with Municipal strategies:</b> Creating volunteer opportunities that enable residents to</p>	<p>Quarterly visits to senior residences to provide tech help/digital literacy training</p> <p>Expand digital literacy and STEM programming across the entire CLMA organization.</p>



	share their time, skills, and talents for the benefit of the community	Intergenerational Technology Assistance
83. Regularly review, identify, and assess partnerships or collaborations as programs and services are planned to share resources, deliver joint-programs and services, cross program, and minimize service duplication with the view of improving efficiencies.	<p><b>Align with Municipal strategies:</b> Building action plans that supports the Municipality of Clarington’s Economic Development Strategy and the Prioritization of Arts, Culture &amp; Recreation</p> <p><b>Align with Municipal strategies:</b> Establishing key performance indicators (KPIs) to track our progress toward resource utilization and sustainability goals</p> <p><b>Highly valued community partner:</b> Building relationships with local groups and committees</p>	<p>Develop tracking form and update monthly with measurable key performance indicators</p> <p>Members of Senior Management Team will sit on and attend events by economic development, CBOT, and BIAs</p> <p>Create community mapping of groups and events and target to attend 15 large community events.</p>
88. Create a technology strategy for CLMA, potentially in partnership with the Municipality, to guide infrastructure investment and modernization of the CLMA, including in-branch hardware and software, makerspaces, and other technology-related space requirements, as well as equipment for the Library of Things. Exploring the role of artificial intelligence in the library system and in the Municipality should also be an on-going initiative.	<p><b>Expanding access to digital literacy:</b> Opening a Maker’s Space in Courtice and expanding STEM and DIY programs across the system to improve your confidence in playing and learning new technology and skills</p> <p><b>Disaster response and recovery supports:</b> Developing sound risk management action</p>	<p>Expand digital literacy and STEM programming across the entire CLMA organization.</p> <p>Expand digital literacy services across the entire CLMA organization</p> <p>Risk Management assessments presented to Library Board</p>

	<p>plans to mitigate risk, support staff, and plan resources effectively for responding to potential threats</p> <p><b>Satisfying your curiosity:</b> Offering an evolving treasure trove of books and materials that reflect the diverse and changing needs of Clarington</p>	<p>VR headsets, audio recording kits, iPads and tablets, Cricuts, sewing machines for Library of Things</p>
<p>91. Regularly review CLMA collections, resources, and services to ensure that they reflect the needs and interests of a diversifying community.</p>	<p><b>Satisfying your curiosity:</b> Offering an evolving treasure trove of books and materials that reflect the diverse and changing needs of Clarington</p> <p><b>Supportive and welcoming spaces:</b> Continuing to develop and maintain programs, partnerships, and experiences that reflect the rainbow of cultures, personal identity, and belief systems as part of a multi-year program plan</p> <p><b>Supportive and welcoming spaces:</b> Demonstrating that our locations and services will leave an unforgettable impact because our services are designed and offered with you in mind through the development of a customer service strategy and standards</p>	<p>Annual turnover rate analysis</p> <p>System of program evaluation to inform program directions</p> <p>Implement continuous improvement framework</p> <p>Committing to exceptional service delivery and design, we will create new customer service standards and train all staff on service excellence model.</p> <p>Development of a multi-year program and events plan</p>

<p>96. Continue to promote and raise awareness about the programs and services provided by the Municipality’s Community Services Division and CLMA using a range of print and digital tactics. Opportunities for cross promotion and collaboration between the Municipality and CLMA is encouraged.</p>	<p><b>Employer of choice:</b> Improve our communication to internal and external stakeholders through regular attendance at community events, planning tables, and regular updates to staff via a quarterly newsletter</p> <p><b>Highly valued community partner:</b> Partnering with Economic Development, Clarington Board of Trade and the Business Improvement Associations</p> <p><b>Align with Municipal strategies:</b> Building action plans that supports the Municipality of Clarington’s Economic Development Strategy and the Prioritization of Arts, Culture &amp; Recreation</p>	<p>Senior Leadership attends 1-2 large community events per year</p> <p>Management team to send out a quarterly newsletter to staff, starting in 2024</p> <p>Members of Senior Management Team will sit on and attend events by economic development, CBOT, and BIAs</p>
<p>107. Discuss and address the intersections between each department referenced in the Parks, Recreation and Culture Master Plan, including but not limited to:</p> <ul style="list-style-type: none"> <li>a. The development of online training modules common to Parks Operations, Community Services, and CLMA;</li> <li>b. The development of Standardized Partnership Agreements;</li> <li>c. Streamlining one point of contact for community sport</li> </ul>	<p><b>Align with Municipal strategies:</b> Building action plans that supports the Municipality of Clarington’s Economic Development Strategy and the Prioritization of Arts, Culture &amp; Recreation</p> <p><b>Align with Municipal strategies:</b> Establishing key performance indicators</p>	<p>Develop tracking form and update monthly with measurable key performance indicators</p>

<p>field users; and</p> <p>d. The viability development of a Service Level Agreement between the Corporation and the CLMA to outline the provision of common services (IT, Human Resources, Legal Counsel, etc.)</p>	<p>(KPIs) to track our progress toward resource utilization and sustainability goals</p>	
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**CLMA Staffing Structure**

The PRCMP clearly indicates the need for additional staff, along with expansion of facilities to best serve the community. While these pressures have long been known to the Library Board, the PRCMP reinforces the staff and space deficit that are necessary to provide service to the Clarington community. Planning for additional staff will be done in coordination with the Municipality, but not yet known at the time of this report.

The PRCMP recommends that Service Level Agreements (SLAs) be investigated for the provision of various corporate functions such as finance, streamlining IT infrastructure and human resources, and that the Library Board consider initiating discussions with the Municipality for an indirect reporting relationship with the CLMA CEO into a senior Municipal official.

An indirect reporting relationship, which is becoming a more common practice for CEOs, is to assist in providing corporate functions and improve coordination in service delivery and does not impede the sole governing authority of the Public Library Board, nor their role as the Employer for the CEO. This approach is favoured by the CEO as it places the CLMA on equal footing with other municipal services and ensures our services and people are more visible to Council and senior staff at the MOC. The examples of Library Boards initiating SLAs with their municipality are among the most well-funded systems in Ontario: East Gwillimbury PL; Mississauga Public Library; Markham PL; Innisfil PL; Richmond Hill PL; Milton PL; Oakville PL.

These libraries maintain a successful indirect reporting relationship with their Municipality and the vast majority of these systems also continue to employ a professional librarian as their CEO.

**Implementation Considerations**

An implementation summary is contained in the proposed Parks, Recreation and Culture Master Plan. By approving this Master Plan, the Library Board is not bound to implementing every recommendation and providing the facilities in the order, amount, or timing indicated; rather the Master Plan provides guidance on community priorities and sets a general course of action to meet needs as they are presently defined.

The current draft includes high-level preliminary analysis of staffing levels required for new amenities. These assumptions will be confirmed when the final report is submitted.

The timing of the recommendations proposed in the Master Plan recognizes the need for phased implementation, partnerships, and/or outside funding sources, as some recommendations are based upon what is needed and not necessarily what may be financially achievable at the present time. The timing of initiatives is organized into short, medium and long-term deliverables.

### **Facility Considerations**

The PRCMP outlines the square footage needed in each urban centre. It also reinforces a need for a bookmobile to service the rural areas instead of investing in bricks and mortar location. The Orono Library will remain open if a bookmobile service is introduced.

The PRCMP does not outline a clear direction where additional space in Bowmanville would be located, as CLMA is not included in current or future expansions of the South Bowmanville facility. Conversations between the CLMA and MOC are on-going regarding a clear plan for CLMA space allocation in Bowmanville.

### **Financial Considerations**

By endorsing the recommendations of the draft PRCMP, the Library Board is not bound to financing the recommendations contained within. Rather, the Library Board is committing to the vision of the PRCMP and supports the need for additional facilities and resources.

The preliminary cost estimates for additional facilities over the planning horizon, prepared by Watson and Associates (Appendix C), total \$40,375,000. There are additional costs associated with new facilities, particularly for new collections. The total capital costs for CLMA are: \$50,010,000. The final PRCMP will outline the prioritization for other facilities or facility expansion.

### **Attachments:**

- Appendix A: MOC Staff Report on the PRCMP
- Appendix B: Draft PRCMP
- Appendix C: Financial Considerations
- Appendix D: CAO Presentation on the PRCMP

Report Submitted by:  
Monika Machacek, Chief Executive Officer  
September 26, 2024