

KINGSTON FRONTENAC PUBLIC LIBRARY BOARD

POLICY MANUAL

Carver Governance Model

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POLICY TYPE: EXECUTIVE LIMITATIONS

POLICY TITLE: GENERAL EXECUTIVE CONSTRAINT

The Chief Librarian shall not cause or allow any practice, activity, decision or organizational circumstance which is either imprudent or in violation of commonly accepted business, environmental and professional ethics, the *Public Libraries Act, RSO 1990, c.P.44*, other relevant statutes, or contractual agreements the Board has made with the bargaining unit.

POLICY TYPE: EXECUTIVE LIMITATIONS

POLICY TITLE: *STAFF RELATIONS*

With respect to relations with paid staff and volunteers, the Chief Librarian may not cause or allow conditions which are unfair or undignified.

With respect to staff, she or he may not:

1. Operate without personnel procedures which clarify personnel rules for staff, provide for effective handling of grievances, and protect against wrongful conditions.
2. Discriminate against any staff member for expressing an ethical dissent.
3. Fail to acquaint staff with their rights under this policy.
4. Allow an employment environment that is detrimental to the morale and productivity of staff.

POLICY TYPE: EXECUTIVE LIMITATIONS

POLICY TITLE: TREATMENT OF PUBLIC

With respect to interactions with patrons, potential patrons or the general public, the Chief Librarian shall not cause or allow conditions, procedures, or decisions which are unsafe, disrespectful, unnecessarily intrusive, or which fail to comply with the provisions of the Municipal Freedom of Information Act and Protection of Privacy Act.

Accordingly, she or he may not:

1. Use application forms or procedures that elicit information for which there is no clear necessity.
2. Use methods of collecting, reviewing, transmitting or storing client information that fail to protect against improper access to, or transmission of, the information elicited.
3. Operate without a written policy on customer service based on the principles of consistent, patron-oriented public service.
4. Fail to ensure that staff are equipped with the necessary training to provide excellent service to library users in all areas.
5. Fail to monitor regularly patron satisfaction with the quality of service.

POLICY TYPE: EXECUTIVE LIMITATIONS

POLICY TITLE: FINANCIAL PLANNING/BUDGETING

Financial planning for any fiscal year or the remaining part of any fiscal year shall not deviate materially from Board *Ends* priorities, the requirements of the Public Libraries Act, 1990, c.P. 44, risk fiscal jeopardy nor fail to be derived from a multi-year plan.

Accordingly, he or she may not cause or allow budgeting which:

1. Contains too little information to enable accurate projection of revenues and expenses, separation of capital and operational items, cash flow, and disclosure of planning assumptions.
2. Is inadequate for a consolidated budget presentation or a cost centre budget presentation.
3. Plans the expenditure in any fiscal year of more funds than are conservatively projected to be received in that period.
4. Provides less than an amount adequate for the following Board prerogatives:
 - a) Board development including funds for training, and attendance at conferences and workshops
 - b) fiscal audit and other third-party monitoring
 - c) Board linkages including surveys, focus groups, opinion analyses and meeting costs
 - d) Board and Committee meetings
 - e) Board insurance
 - f) other undertakings approved by the Board

POLICY TYPE: EXECUTIVE LIMITATIONS

POLICY TITLE: FINANCIAL CONDITION

With respect to the actual, ongoing condition of the library's financial health, the Chief Librarian may not cause or allow the development of fiscal jeopardy or a material deviation of actual expenditures from Board priorities established in Ends policies and under the *Public Libraries Act, RSO 1990, c.P. 44*.

Accordingly, he or she may not:

1. Expend more funds than have been received in the fiscal year to date unless the debt guideline (in # 2 below) is met.
2. Indebt the library in an amount greater than can be repaid by certain, otherwise unencumbered revenues within 60 days.
3. Use any specifically designated Long Term Reserves, except for their designated purposes.
4. Conduct inter-fund shifting in amounts greater than can be restored to a condition of discrete fund balances by certain, otherwise unencumbered revenues within 30 days.
5. Allow cash to drop below the amount needed to settle payroll and debts in a timely manner, except where unavoidable due to Municipal funding flow.
6. Allow tax payments or other government-ordered payments or filings to be overdue or inaccurately filed.
7. Make a single purchase or commitment of greater than the amount allowed in the Purchasing Procedure.
8. Acquire, encumber or dispose of real property.
9. Fail to provide quarterly accurate and detailed financial statements showing budgeted and year-to-date figures.

POLICY TYPE: EXECUTIVE LIMITATIONS

POLICY TITLE: EMERGENCY EXECUTIVE SUCCESSION

In order to protect the Board from sudden loss of chief executive services, the Chief Librarian may not have fewer than one other executive familiar with Board and Chief Librarian issues and processes.

POLICY TYPE: EXECUTIVE LIMITATIONS

POLICY TITLE: ASSET PROTECTION

The Chief Librarian may not allow assets to be unprotected, inadequately maintained nor unnecessarily risked.

Accordingly, he or she may not:

1. Fail to insure against theft and casualty losses to at least 80 percent replacement value and against liability losses to Board members, staff or the library itself in an amount greater than the average for comparable libraries.
2. Allow unbonded personnel access to material amounts of funds.
3. Subject plant and equipment to improper wear and tear or insufficient maintenance.
4. Unnecessarily expose the library, its Board or staff to claims of liability.
5. Make any purchase
 - a) wherein normally prudent protection has not been given against conflict of interest and
 - b) except in conformity with a policy that is progressively more stringent relative to the amount of purchase.
6. Fail to protect intellectual property, information and files from loss or significant damage.
7. Receive, process or disburse funds under controls which are insufficient to meet the auditor's standards.
8. Invest in uninsured instruments.
9. Endanger the library's public image or credibility, particularly in ways that would hinder the accomplishment of its mission.

POLICY TYPE: EXECUTIVE LIMITATIONS

POLICY TITLE: COMPENSATION AND BENEFITS

With respect to employment, compensation and benefits to employees, consultants, contract workers and volunteers, the Chief Librarian may not cause or allow jeopardy to fiscal integrity or public image.

Accordingly, he or she may not:

1. Establish or alter the compensation and benefits for non-union staff without board authorization or approval.
2. Promise or imply permanent or guaranteed employment.
3. Create compensation obligations over a longer term than revenues or adequate funds can be safely projected.
4. Establish or change pension plans so as to cause unpredictable or inequitable situations.

POLICY TYPE: EXECUTIVE LIMITATIONS

POLICY TITLE: COMMUNICATION AND COUNSEL TO THE BOARD

With respect to providing information and counsel to the Board, the Chief Librarian may not permit the Board to be uninformed. Accordingly, he or she may not:

1. Neglect to submit monitoring data required by the Board (see policy on Monitoring Executive Performance) in a timely, accurate and understandable fashion, directly addressing provisions of the Board policies being monitored.
2. Let the Board be unaware of relevant trends, significant changes in provincial or municipal policies, anticipated adverse media coverage, and/or public reaction, material external and internal changes, particularly changes in the assumptions upon which any Board policy has previously been established. This shall be done in a timely manner.
3. Fail to advise the Board if, in the Chief Librarian's opinion, the Board is not in compliance with its own policies on Governance Process and Board-Staff Relationship, particularly in the case of Board behaviour which is detrimental to the work relationship between the Board and the Chief Librarian.
4. Fail to marshal for the Board as many staff and external points of view, issues and options as needed for fully informed Board choices.
5. Present information in unnecessarily complex or lengthy form or in a form that fails to differentiate among information of three types; monitoring, decision-preparation or other.
6. Fail to provide a mechanism for official Board, officer or committee communications.
7. Fail to deal with the Board as a whole except when (a) fulfilling individual requests for information or (b) responding to officers or committees duly charged by the Board.
8. Fail to report in a timely manner an actual or anticipated non-compliance with any policy of the Board.
9. Fail to supply for the consent agenda all items delegated to the Chief Librarian, yet required by law or contract to be board-approved, along with the monitoring assurance pertaining thereto.

POLICY TYPE: EXECUTIVE LIMITATIONS

POLICY TITLE: ACCESS TO FACILITIES AND MAINTENANCE

With respect to the public's access to the library and its resources, the Chief Librarian shall not cause or allow conditions, procedures or decisions which inhibit access for any patrons.

Accordingly, the Chief Librarian may not:

1. Fail to provide a high-quality, balanced, active collection reflecting the needs and interests of the community.
 - 1.1 Fail to select materials without adequately representing various points of view.
 - 1.2 Fail to provide materials in a variety of formats.
2. Fail to organize the collection in a logical and systematic physical arrangement.

POLICY TYPE: GOVERNANCE PROCESS

POLICY TITLE: GOVERNANCE COMMITMENT

Policy G-1 is a global statement that establishes the purpose and governance commitment of the Board. This set of policies establishes the governance process. The purpose of the Board, on behalf of all people throughout our service area, is to see to it that Kingston Frontenac Public Library 1) achieves what it should and 2) avoids unacceptable actions and situations.

This global statement that establishes the purpose of governance commitment of the Board is augmented by policies G-2 to G-9 that follow.

POLICY TYPE: GOVERNANCE PROCESS

POLICY TITLE: GOVERNING STYLE

The Board will govern with a style that emphasizes:

- a) outward vision (rather than internal preoccupation)
- b) tolerance of diversity in viewpoints
- c) strategic leadership (rather than administrative detail)
- d) clear distinction of Board and Chief Librarian roles
- e) collective decisions (rather than individual decisions)
- f) future orientation (rather than past or present)
- g) proactivity (rather than reactivity).

More specifically, the Board will:

- 1. Operate in all ways mindful of its civic trusteeship obligation to the people of the City of Kingston and the four Townships of Frontenac. No Board officer, committee or member will hinder this commitment.
- 2. Operate in all ways within the principles of Intellectual Freedom.
- 3. Direct, control and inspire the library through the careful establishment of broad organizational policies (Ends) reflecting the Board's values and perspectives.
- 4. Ensure the continuity of governance capability through orientation of new members to, and periodic (evaluation) discussion of, the Board's governance process.
- 5. Cultivate a sense of group responsibility by using the experience and talents of individual Board members to enhance the ability of the Board as a body.
- 6. Monitor and discuss the Board's process and performance regularly. Self-monitoring will include comparison of Board activity and discipline to policies in the Governance Process and Board-Staff Relationship categories.
- 7. Enforce the necessary discipline to govern with excellence. Such discipline will apply to:
 - a) policy making principles
 - b) respective roles
 - c) speaking with one voice
 - d) rules of order
 - e) attendance

POLICY TYPE: GOVERNANCE PROCESS

POLICY TITLE: BOARD JOB DESCRIPTION

The specific jobs of the Board are:

1. The Board will create and maintain links between the library and the ownership.
2. The Board will produce written governing policies that, at the broadest levels, address each category of organizational decision:
 - A. *Ends*: Organizational products, effects, benefits, outcomes, recipients, and their cost or relative worth (what good for which recipients at what cost).
 - B. *Executive Limitations*: Constraints on executive authority that establish the prudence and ethics boundaries within which all executive activity and decisions must take place.
 - C. *Governance Process*: Specification of how the Board conceives, carries out and monitors its own task.
 - D. *Board-Chief Librarian Relationship*: How power is delegated and its proper use monitored; authority and accountability for the Chief Librarian role.
3. The Board will produce assurance of Chief Librarian performance (against policies in 2A and 2B).
4. The Board will maintain links with the broader Library Community.
5. The Board will act where appropriate regarding legislation that impacts on the library system.
6. The Board will co-operate with the municipal councils' recruiting of library board members.
7. The Board will advocate for the library.

POLICY TYPE: GOVERNANCE PROCESS

POLICY TITLE: CHAIRPERSON'S ROLE

The Chairperson ensures the integrity and fulfilment of the Board's process and represents the Board to outside parties.

1. The Chairperson ensures that the Board behaves consistently with its own rules and those legitimately imposed upon it from outside the library.
 - A. The content of meetings will only be those matters which, according to Board policy, clearly belong to the Board to decide, not the Chief Librarian.
 - B. Deliberation will be fair, open, and thorough, but also efficient, timely, orderly, and kept to the point.
2. The role of the Chairperson is to make decisions that fall within Board policies on Governance Process and Board-Chief Librarian Relationship, except where the Board specifically delegates portions of this authority to others. The Chairperson is authorized to use any reasonable interpretation of the provisions within these specific policies. The Chairperson may delegate his or her authority but remains accountable for its use.
 - A. The Chairperson is empowered to chair Board meetings with all the commonly accepted power of that position (e.g., ruling, recognizing).
 - B. The Chairperson has no authority to make decisions about policies created by the Board within Ends and Executive Limitations policy areas. Therefore, the Chairperson has no authority to supervise or direct the Chief Librarian.
 - C. The Chairperson may represent the Board to outside parties in announcing Board-stated positions and in stating Chair decisions and interpretations within the area delegated to him or her.

POLICY TYPE: GOVERNANCE PROCESS

POLICY TITLE: BOARD COMMITTEE PRINCIPLES

Board committees will be assigned so as to reinforce the wholeness of the Board's job and so as never to interfere with delegation from Board to Chief Librarian.

1. Board committees are to help the Board do its job, not to help or advise staff. Committees ordinarily will assist the Board by preparing policy alternatives and implications for Board deliberation. In keeping with the Board's broader focus, Board committees will not direct staff.
2. Board committees may not speak or act for the Board except when formally given such authority for specific and time-limited purposes. Expectations and authority will be carefully stated in order not to conflict with authority delegated to the Chief Librarian.
3. Board committees cannot exercise authority over staff. Because the Chief Librarian works for the full Board, he or she will not be required to obtain approval of a Board committee before an executive action.
4. Board committees are to be mindful of their responsibility to the organizational whole rather than its parts.
5. Committees will be used sparingly, and ordinarily in an ad hoc capacity.
6. This policy applies to any group that is formed by Board action, whether or not it is called a committee and regardless of whether the group includes Board members. It does not apply to committees formed under the authority of the Chief Librarian.

POLICY TYPE: GOVERNANCE PROCESS

POLICY TITLE: COMMITTEE STRUCTURE

A committee is a Board Committee only if its existence and charge come from the Board, regardless whether Board members sit on the committee. The only Board Committees are those which have a specific purpose and specific time period.

POLICY TYPE: GOVERNANCE PROCESS

POLICY TITLE: BOARD PLANNING CYCLE/AGENDA PLANNING

To accomplish its jobs with a governance style consistent with Board policies, the Board will follow an agenda which (a) completes a re-exploration of ends policies and (b) continually improves its performance through Board education and enriched input and deliberation.

1. The cycle will conclude each year on the last day of September so that administrative planning and budgeting can be based on accomplishing a one year segment of the Board's most recent statement of long-term Ends.
2. The cycle will start with the Board's development of its agenda for the next period.
 - A. Consultations with selected groups in the ownership, or other methods of gaining ownership input, will be determined and arranged and held.
 - B. Governance education and education related to Ends determination (e.g., presentations by futurists, demographers, advocacy groups and staff) will be arranged and held.
3. The Board will attend to consent agenda items as expeditiously as possible.
4. Monitoring the Chief Librarian will be included on the agenda if monitoring reports show policy violations or if policy criteria are to be debated.
5. Annual review of Executive Limitations Policies
Annual review of Governance Process and Board-Staff Relationship Policies.
Annual review of Ends policies.

POLICY TYPE: GOVERNANCE PROCESS

POLICY TITLE: BOARD MEMBERS' CODE OF CONDUCT

The Board commits itself and its members to ethical, efficient, and lawful conduct, including proper use of authority and appropriate decorum when acting as Board members.

1. Board members must represent unconflicted loyalty to the interests of the ownership. This accountability supersedes any conflicting loyalty such as that to advocacy or interest groups and membership on other boards, councils or staffs. It also supersedes the personal interest of any Board member acting as a patron of the library's services.
2. Board members must avoid any conflict of interest with respect to their fiduciary responsibility in Compliance with The Municipal Conflict Of Interest Act.
3. Board members must not use their positions to obtain employment in the library for themselves, family members or close associates. Should a member desire employment, he or she must first resign.
4. Board members may not attempt to exercise individual authority over the library or library staff except as explicitly set forth in Board policies.
5. Board members may not speak for the Board, unless authorized to do so.
6. Board Members shall not publicly criticize judgements of the Chief Librarian, or other board members, or other staff performance.
7. Members will respect the confidentiality appropriate to issues discussed In Camera.

POLICY TYPE: GOVERNANCE PROCESS

POLICY TITLE: COST OF GOVERNANCE

Because poor governance costs more than learning to govern well, the Board will invest in its governance capacity.

1. Board skills, methods, and supports will be sufficient to assure governing with excellence.
 - a) Training and retraining will be used to orient new members, as well as to maintain and increase the skills and understanding of existing Board members.
 - b) Outside monitoring assistance will be arranged so that the Board can exercise confident control over the organization's performance. This includes but is not limited to fiscal audit.
 - c) Outreach methods will be used to assist the Board to listen to owner viewpoints and values as needed.
2. Costs will be prudently incurred, though not at the expense of the development and maintenance of superior capability.

POLICY TYPE: BOARD-STAFF RELATIONSHIP

POLICY TITLE: BOARD-CHIEF LIBRARIAN LINKAGE

The Board's sole official connection to the operating library, its achievement, and conduct will be through the Chief Librarian who is the Chief Executive Officer.

POLICY TYPE: BOARD-STAFF RELATIONSHIP

POLICY TITLE: UNITY OF CONTROL

Only decisions of the Board acting as a body are binding on the Chief Librarian.

1. Decisions or instructions of individual Board members, officers or committees are not binding on the Chief Librarian except in rare circumstances when the Board has specifically authorized such exercise of authority.
2. In the case of Board members or committees requesting information or assistance without Board authorization, the Chief Librarian can refuse such requests that require, in the Chief Librarian's opinion, a material amount of staff time or funds, or are disruptive.

POLICY TYPE: BOARD-STAFF RELATIONSHIP

POLICY TITLE: ACCOUNTABILITY OF THE CHIEF LIBRARIAN

The Chief Librarian is the Board's only link to operational achievement and conduct, so that accountability of staff, as far as the Board is concerned, is considered to be the accountability of the Chief Librarian.

1. The Board will never give instructions to persons who report directly or indirectly to the Chief Librarian.
2. The Board will refrain from evaluating, either formally or informally, any staff other than the Chief Librarian.
3. The Board will view the Chief Librarian performance as central and critical to organizational performance. Organizational accomplishment of Board-stated ends and avoidance of Board-prescribed means shall be viewed as successful Chief Librarian performance.
4. There will be an annual evaluation of the Chief Librarian's performance.

POLICY TYPE: BOARD-STAFF RELATIONSHIP

POLICY TITLE: DELEGATION TO THE CHIEF LIBRARIAN

The Board will instruct the Chief Librarian through written policies that prescribe the organizational Ends to be achieved and describe organizational situations and actions to be avoided, allowing the Chief Librarian to use any reasonable interpretation of these policies.

1. The Board will develop policies instructing the Chief Librarian to achieve certain results, for certain recipients, at a specified cost. These policies will be developed systematically from the broadest, most general level to more defined levels and will be called *Ends policies*.
2. The Board will develop policies that will limit the latitude the Chief Librarian may exercise in choosing the organizational means. These policies will be developed systematically from the broadest, most general level to more defined levels and they will be called *Executive Limitations* policies.
3. As long as the Chief Librarian uses *any reasonable interpretation* of the Board's *Ends* and *Executive Limitations* policies, the Chief Librarian is authorized to establish all further policies, make all decisions, take all actions, establish all practices and develop all activities.
4. The Board may change its *Ends* and *Executive Limitations* policies, thereby shifting the boundary between Board and Chief Librarian domains. By so doing, the Board changes the latitude choice given to the Chief Librarian. But as long as any particular delegation is in place, the Board and its members will respect and support the Chief Librarian's choices.

POLICY TYPE: BOARD-STAFF RELATIONSHIP

POLICY TITLE: MONITORING CHIEF LIBRARIAN PERFORMANCE

Systematic and rigorous monitoring of Chief Librarian job performance will be based primarily on the expected job outputs: organizational accomplishments of Board policies on Ends and organizational operation within the boundaries established in Board policies on Executive Limitations.

1. Monitoring is simply to determine the degree to which Board policies are being met. Data that do not do this will not be considered to be monitoring data.
2. The Board will acquire monitoring data by one or more of three methods:
 - a) Internal report, in which the Chief Librarian discloses compliance information to the Board.
 - b) External report, in which a disinterested, external third party selected by the Board assesses compliance with Board policies.
 - c) Direct Board inspection, in which a designated member or members of the Board assess compliance with the appropriate policy criteria.
3. In every case, the standard for compliance shall be *any reasonable Chief Librarian interpretation* of the Board policy being monitored.
4. All policies that instruct the Chief Librarian will be monitored at a frequency and by a method chosen by the Board. The Board can monitor any policy at any time by any methods, but will ordinarily depend on a routine schedule.

<i>Policy</i>	<i>Method</i>	<i>Frequency</i>
<i>Staff Relations</i>	Direct Inspection	as needed
	Internal report	quarterly
<i>Financial planning and budgeting</i>	Internal report	annually
<i>Financial Condition</i>	Internal report	quarterly
<i>Asset protection</i>	Internal report	twice per term
	External report (audit)	annually
<i>Emergency Chief Librarian succession</i>	Internal report	Annually
<i>Compensation and Benefits</i>	Internal report	twice per term
<i>Communication and Counsel to The Board</i>	Internal report	monthly
<i>Treatment of Public/Patrons</i>	Internal report	annually
<i>Access to Facilities and Maintenance</i>	Internal report	annually

POLICY TYPE: ENDS

POLICY TITLE: ENDS STATEMENT

The Kingston Frontenac Public Library exists to offer all people throughout our service area access to broadly based resources in support of personal enrichment, lifelong learning, and community interaction, in person or in virtual space. These services are provided by expending revenues in a fiscally responsible manner.

The Ends are supported by the Strategic Directions adopted by the Board. Currently the strategic directions are identified in the library's Strategic Plan: *kfpl VISION 2012*

E1. In support of access to broadly based resources, the Library will currently focus on:

Strategic Direction A: *Advance Library Services and Programs through Innovation*
Strategic Direction B: *Increase Scope, marketing and Accessibility of Collections in all Formats*

E2. In support of personal enrichment, lifelong learning, and community interaction, the Library will currently focus on:

Strategic Direction C: *Recruit Develop and Sustain a Highly Skilled, Competent and Flexible Workforce*
Strategic Direction D: *Provide a Welcoming Community Commons through our Physical and Virtual Spaces*
Strategic Direction E: *Enhance Awareness of the Library in the Community*

E3. In support of expending revenues in a fiscally responsible manner, the Library Board will currently focus on:

Securing Funding for Current and Improved Services and Facilities (Strategic Direction F)

E 3.1 Promote the Library's Value to the Municipalities and the Community

E 3.1.1 Raise awareness among decision makers

E 3.1.2 Act as library ambassadors

E 3.2 Advance the Harmonization of Facilities based on the Branch Services Review and the ARUPLO Standards

E 3.2.1 Support a standard of service that can be applied fairly to urban and rural branches

E 3.3 Enhance Resource Development to Meet Established Standards for Library Services and Facilities

F 3.3.1 Support fund development opportunities and encourage major gifts and planned giving

F 3.3.2 Strengthen strategic relationships and partnerships

POLICY TYPE: ENDS

POLICY TITLE: MISSION STATEMENT

The mission of the Kingston-Frontenac Public Library is to support a vital community of well-rounded and informed citizens.

The people of Kingston-Frontenac recognize their library as:

- the primary source for information;
- a major source of leisure activity;
- both a repository and entry point to the collective wisdom of society;
- an accessible, inclusive, comfortable, and welcoming place for all citizens to meet and interact.
- an active participant in developing and renewing community partnerships