



STAFF REPORT ACTION REQUIRED

11d.

Budget Committee – 2015 – 2024 Capital Budget and Plan Submission

Date:	September 8, 2014
To:	Toronto Public Library Board
From:	Budget Committee

SUMMARY

The purpose of this report is to seek Toronto Public Library Board approval for the 2015 – 2024 Capital Budget and Plan submission as recommended by the Budget Committee at the meeting on August 21, 2014.

Toronto Public Library (TPL)’s 10-year capital submission has been developed according to City guidelines and achieves the following strategic objectives:

1. Meet City debt targets;
2. Focus on addressing state of good repair for branches and technology;
3. Address City growth intensification areas;
4. Maximize alternative (non-debt) funding sources;
5. Minimize the operating impact of the capital program.

While the 2015 – 2024 Capital Budget and Plan submission meets City debt targets, projections show a growing state of good repair (SOGR) backlog. A comprehensive Property Condition Assessment (PCA) was done in 2014, and the information indicates more SOGR funding requirements than previously identified over the next 10 years to address an aging facilities infrastructure, the majority of which was constructed 40 to 50 years ago. The impact of higher SOGR needs when combined with reduced debt targets over 2019-2024, results in a projected growing SOGR backlog. Based on the current 10-year capital program, the SOGR backlog is expected to grow significantly from a current value of \$44.236 million to \$128.663 million by 2024. At the same time, an evaluation of accessibility requirements under the Accessibility for Ontarians with Disabilities Act (AODA) was made.

TPL has partially addressed the issue of a growing SOGR backlog through accessing additional non-debt funding for capital projects by increasing its draw from development charges (DC) reserves, as allowed under the Development Charges By-law and supported by the more than adequate balance of funds in the current and projected reserve fund balance for TPL.

With the completion of the Scarborough Civic Centre project, TPL's infrastructure will be complete at 100 branches and service demands in new and growing communities will be addressed through renovation, relocation and expansion of existing branches.

RECOMMENDATIONS

The Budget Committee recommends that the Toronto Public Library Board:

1. takes the position that there should be no “discount rate” for development charges due to the projected large development charge surplus even with the discount rate applied (notwithstanding the conservative assumptions of the background study);
2. takes the position that no further debt funding over and above what has already been committed be made available for the First Parliament Site without explicit Board approval, and this be communicated to the City of Toronto;
3. approves the 2015 – 2024 Capital Budget and Plan submission, which meets the City debt targets, and requests funding of \$14.450 million debt (\$19.334 million gross) in 2015 and \$153.235 million debt (\$242.367 million gross) over 2015 – 2024; and
4. requests the City to adjust the 2015 operating budget target to recognize the second year impact of \$0.763 million in 2015 for the additional operating costs associated with the operations of the new Fort York and Scarborough Civic Centre branches.

FINANCIAL IMPACT

The capital submission, which meets City debt targets, requests funding approval of \$14.450 million debt (\$19.334 million gross) in 2015 and \$153.235 million debt (\$242.367 million gross) over 2015 – 2024.

The gross capital plan request is comprised of City debt funding (\$153.235 million or 63%) and non-debt sources of funding (\$89.132 million or 37%) comprised of DC (\$59.186 million or 24%), section 37 funding and other contributions from developers (\$11.914 million or 5%), City reserves (\$0.583 million or 0.2%), other external funding (\$3.669 million or 2%) and a transfer from the Library operating budget (\$13.780 million or 6%).

Planned relocation of branches, including Bayview and St. Lawrence, involve building on City owned lands and no funding has been budgeted to acquire these lands. This has been a consistent practice in all previous capital budgets, and TPL will seek exemption from budgeting for the cost to acquire City lands at fair market value.

Incremental operating budget impacts over the 2015 - 2024 period total \$3.114 million and 18.2 FTEs resulting mainly from the second year impact of \$0.763 million for the cost of operations of the two new branches, Scarborough Civic Centre branch (\$0.744 million) and Fort York Branch (\$0.019 million), and the planned relocation and expansion of the St.

Lawrence Branch (\$1.598 million). For Technology Asset Management Program (TAMP), which is partially funded by an annual contribution from the operating budget, the contribution has been reduced by \$0.570 million per year over 2015 to 2024, which provides an operating budget relief for those years.

The Director, Finance and Treasurer has reviewed this financial impact statement and is in agreement with it.

DECISION HISTORY

As part of the approved 2014 capital budget, Council at its meeting on January 29-30, 2014 adopted the following motion:

“City Council direct the General Manager, Parks, Forestry and Recreation and the Chief Librarian to report back through the 2015 budget process on a cost sharing mechanism for the underground parking facility for the new Bessarion Community Centre. The report is to include financial opportunities from commercial parking vendors who may wish to contribute to the financing of the construction”.

Discussions are currently underway with Parks, Forestry and Recreation, the Toronto Parking Authority and other partners regarding the feasibility of underground parking at the site and associated capital funding and maintenance costs.

At the meeting on July 28, 2014, the Budget Committee reviewed the draft 2015 – 2024 Capital Budget and Plan Submission which included strategic priorities of addressing state of good repair for branches as well as maximizing alternative (non-debt) sources of funding. To make progress on both of these priorities, TPL had increased its draw from DC reserves to fund the capital program, as allowed under the Development Charges By-law, and discounted the allowed draws by 10% instead of the 26% included in the budget guidelines issued by the City. The draft 2015 – 2024 Capital Budget and Plan Submission had the following recommendations:

That the Budget Committee recommends that the Board:

- 1. approves the 2015 – 2024 capital budget and plan submission, which meets the City debt targets, and requests funding of \$14.450 million debt (\$19.334 million gross) in 2015 and \$153.235 million debt (\$242.367 million gross) over 2015 – 2024; and*
- 2. requests the City to adjust the 2015 operating budget target to recognize the second year impact of \$0.763 million in 2015 for the additional operating costs associated with the operations of the new Fort York and Scarborough Civic Centre branches.*

At the meeting, the Budget Committee adopted recommendation 2. In considering recommendation 1, the Budget Committee adopted a number of motions including:

1. *recommends that the Toronto Public Library Board takes the position that there should be no “discount rate” for development charges due to the projected large development charge surplus even with the discount rate applied (notwithstanding the conservative assumptions of the background study);*
2. *requests staff to report back to the Budget Committee on a cost estimate to obtain a very simple opinion by Hemson (author of the development charges background study), or another reputable firm to support the position that the 10% discount rate is unnecessary;*
3. *requests staff to report back to the Budget Committee on the feasibility of reallocating from one capital budget line item to another (possibly through TAMP) to offset operating budget pressures; and*
4. *recommends that the Toronto Public Library Board takes the position that no further debt funding over and above what has already been committed be made available for the First Parliament Site without explicit Board approval, and this be communicated to the City of Toronto*

The Budget Committee met on August 21, 2014 to review the revised 2015-2024 Capital Budget and Plan submission and the following recommendation was adopted:

1. *recommends that the Toronto Public Library Board approves the 2015 – 2024 Capital Budget and Plan Submission, which meets the City debt targets, and requests funding of \$14.450 million debt (\$19.334 million gross) in 2015 and \$153.235 million debt (\$242.367 million gross) over 2015-2024.*

ISSUE BACKGROUND

Section 24(1) of the *Public Libraries Act* requires the Library Board to submit to City Council annually, estimates of all amounts required during the year for the purposes of the Board. This report covers the capital funding request. Council approval provides funding for each project in the capital budget, which is the first year of the plan, and only the cash flows for 2015 are approved for spending. Subsequent years' capital spending is approved through the annual capital submission and approval process.

Planning Framework

Toronto Public Library has a planning framework to guide the development of its capital program for Library branches.

Service Delivery Model

The Service Delivery Model ensures equitable access to library services across the City and a rational approach to resource allocation. The Service Delivery Model established the following four tiers of library service:

1. Neighbourhood branches serve a minimum of 25,000 residents living in a 1.6 kilometre radius, and the optimal size of the branch is a minimum of 10,000 to 15,000 square feet. The current service hours vary from 40 to 69 hours per week;
2. District branches serve a minimum of 100,000 residents living in a 2.5 kilometre radius, and the optimal size is a minimum of 25,000 square feet. The current service hours are 69 hours per week, including Sundays;
3. Research and Reference libraries serve the entire city and should be a minimum of 150,000 sq. ft. The current service hours are 69 hours per week, including Sundays;
4. Non-branch services are comprised of virtual branch services and mobile services which includes the bookmobile and home library service.

Branch Development Strategy

In June 2004, the Board received the Service Harmonization Update report and endorsed the Branch Development Strategy of maintaining existing branches by enhancing services and facilities at existing locations, and planning for additional branches only in the Scarborough City Centre and Waterfront areas. With the completion of the Scarborough Civic Centre project, TPL's infrastructure will be complete at 100 branches and service demands in new and growing communities will be addressed through relocation and expansion of existing branches.

Refinement of Capital Program

Each year, as part of preparing the capital budget, it is necessary to consider opportunities which may arise involving the relocation or renovation of branches that are not part of the 10-year plan, or to change the scope and timelines of planned projects.

In April 2005, the Board received the Planning Framework for Toronto Public Library's Capital Program for Library Branches report and approved a process for assessing new proposals or changes to existing projects. Changes to the capital program would likely require reallocation of resources and projects within the fixed funding envelope. New projects should advance the integrity of the Service Delivery Model and should be evaluated against the following factors:

- strategic priority - how does the proposal advance the Library's strategic priorities?
- unique site/location - does the proposal present the Library with an opportunity to obtain a desirable site that may not be available again?
- partnerships - does the proposal present the opportunity to enter into a joint facility or other type of partnership arrangement which is beneficial and which must be acted upon in the short term?
- alternative funding available - does the proposal provide access to funding which is outside the existing capital envelope?
- size and timing of the capital project and how cash flows impact the debt target and other projects
- fiscal sustainability - will the proposal allow the Library to realize sustainable operating cost savings or can it be sustained within the existing budget?

State of Good Repair

A key requirement outlined in the 2015 – 2024 Capital Budget Submission Guidelines and Instructions is to include SOGR Backlog information that is critical to ensuring that limited resources are allocated in a manner that optimizes the utility of the City's capital assets.

According to City guidelines, a capital project is categorized as SOGR if it provides for the major capital maintenance, repair or replacement of existing assets. Asset replacement should be considered if rehabilitation is not feasible and delayed replacement could result in safety hazards. A key indicator of the state of the City's infrastructure is the relationship between the SOGR backlog and the insurance or replacement value of its inventory of capital assets. The City validates the SOGR backlog based on the correlation with related asset values both at the City Program / Agency level, and at the corporate level.

TPL's capital building program comprises two main components: an on-going multi-branch renovation program, which has proven to be a cost effective way to keep branches maintained and operational until a major renovation can be executed; and a major renovation and construction program, which significantly improves the functionality of a branch and updates and enhances its services.

The major renovation program involves much more than replacing and repairing building elements; it usually includes a complete reconfiguration to manage service efficiency and effectiveness, and it may involve partial or full demolition of the existing building. These renovations support the Board's vision for library service for the 21st century.

The multi-branch renovation program (SOGR) addresses the repair and replacement of building components identified in the property condition assessment (PCA), conducted every five years. SOGR allows the Library to address a combination of structural, building envelope, roofing, mechanical, electrical, plumbing, site work, fire and life-safety systems and interior finishes and furnishings.

COMMENTS

Development Charges Funding

- **Development Charges Discount Rate**

FS-FP-011 of the 2015 capital budget guidelines provides that DC funding should be used to the extent possible in the 2015 capital budget and plan. It also provides policy allocations for the DC funding for TPL at a 74% recovery rate, the equivalent of a 26% discount, which was used for the approved 2014 capital budget. The guidelines also state that exceptions may be made to the recovery rate and this depends on various factors, including available DC reserve fund balances and City corporate funding strategies.

In preparing the draft 2015 - 2024 Capital Budget and Plan Submission, presented to Budget Committee on July 28, 2014, the DC reserve fund analysis showed that sufficient

DC funding was available, based on forecast expenditures and revenues, to fund 90% of the full eligible growth-related share of capital projects (representing a 10% discount). Reducing the discount rate from 26% to 10% generated additional capital funding of \$8.242 million.

The Board Budget Committee requested staff to obtain an estimate of the cost for hiring a consultant to support TPL's position that no discount should be applied to DC draws from the reserves. TPL has been advised by City Finance staff that, in accordance with the budget guidelines, DC funding can be applied up to the full eligible growth-related shares of capital projects, provided that sufficient DC funds are available, based on a DC reserve fund continuity analysis, and subject to City corporate funding strategies. As such, the services of a consultant for a similar opinion are unnecessary.

In response to a Budget Committee motion, the DC funding has been further increased to the full eligible growth-related share and the discount has been eliminated (0%). The development charges reserve continuity statement, shown on Attachment 2, indicates that based on forecasted expenditures and revenues, sufficient DC funds are available to support the revised submission with a project balance of \$23.058 million by 2024.

Maximizing the DC funding by reducing the discount rate from 10% to 0% has generated an additional \$5.7 million of DC funding, which frees up debt funding from the eligible projects over 2015 - 2024. The freed-up debt room of up to \$5.7 million could be reinvested in additional SOGR spending on buildings to address the growing backlog. Another option to utilize the freed-up debt is discussed below.

Discussions are continuing with City Finance staff regarding TPL applying a 0% discount on DC draws for the capital submission.

- **Technology Asset Management Program Funding**

The Budget Committee motion from the July 28, 2014 meeting requested staff to report on whether funding can be reallocated from one project to another project, to offset pressures in the operating budget. The Technology Asset Management Program (TAMP) is funded from three sources: (1) debt; (2) a contribution from the operating budget; and (3) development charges. TAMP is the only capital project which receives funding from the operating budget, amounting to \$1.948 million annually, therefore, additional funding would need to be directed towards TAMP in order to seek relief for the operating budget.

In last year's approved 2014 - 2023 Capital Budget and Plan, a similar strategy was used when \$1 million of additional DC for TAMP, which resulted from the new DC By-law, was used to reduce the contribution from the operating budget funding source, resulting in a \$0.100 million annual relief to the operating budget.

As noted above, reducing the discount rate on DC draws from 10% to 0% has freed-up additional debt room of up to \$5.7 million, which is being used to replace part of the

operating budget contribution to fund TAMP over 2015 – 2024, resulting in a relief to the operating budget of \$0.570 million annually. As detailed in the table below, the gross capital funding for TAMP is unchanged, but the funding sources are adjusted.

TAMP FUNDING

10% Discount on Development Charges Draw	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	TOTAL
Gross Expenditures	4,500	4,100	4,100	4,100	4,100	4,100	4,100	4,100	4,100	4,100	41,400
Funding Sources:											
Debt	2,404	1,817	2,011	2,011	2,011	2,011	2,011	2,011	2,011	2,008	20,306
Development Charges	148	335	141	141	141	141	141	141	141	144	1,614
Contribution from Operating Budget	1,948	1,948	1,948	1,948	1,948	1,948	1,948	1,948	1,948	1,948	19,480
	4,500	4,100	4,100	4,100	4,100	4,100	4,100	4,100	4,100	4,100	41,400

A

0% Discount on Development Charges Draw	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	TOTAL
Gross Expenditures	4,500	4,100	4,100	4,100	4,100	4,100	4,100	4,100	4,100	4,100	41,400
Funding Sources:											
Debt	2,837	2,516	2,565	2,534	2,693	2,408	2,311	2,722	2,565	2,662	25,813
Development Charges	285	206	157	188	29	314	411	-	157	60	1,807
Contribution from Operating Budget	1,378	1,378	1,378	1,378	1,378	1,378	1,378	1,378	1,378	1,378	13,780
	4,500	4,100	4,100	4,100	4,100	4,100	4,100	4,100	4,100	4,100	41,400

B

Full Impact on TAMP from Eliminating Discount (10% to 0%)	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	TOTAL
Gross Expenditures	-	-	-	-	-	-	-	-	-	-	-
Funding Sources:											
Debt	433	699	554	523	682	397	300	711	554	654	5,507
Development Charges	137	(129)	16	47	(112)	173	270	(141)	16	(84)	193
Contribution from Operating Budget	(570)	(570)	(570)	(570)	(570)	(570)	(570)	(570)	(570)	(570)	(5,700)
	-	-	-	-	-	-	-	-	-	-	-

B - A

The 2015 – 2024 Capital Budget and Plan Submission summary spreadsheet, Attachment 1, reflects the adjusted funding for TAMP, which is being recommended for approval.

2015 – 2024 Capital Budget and Plan Strategy

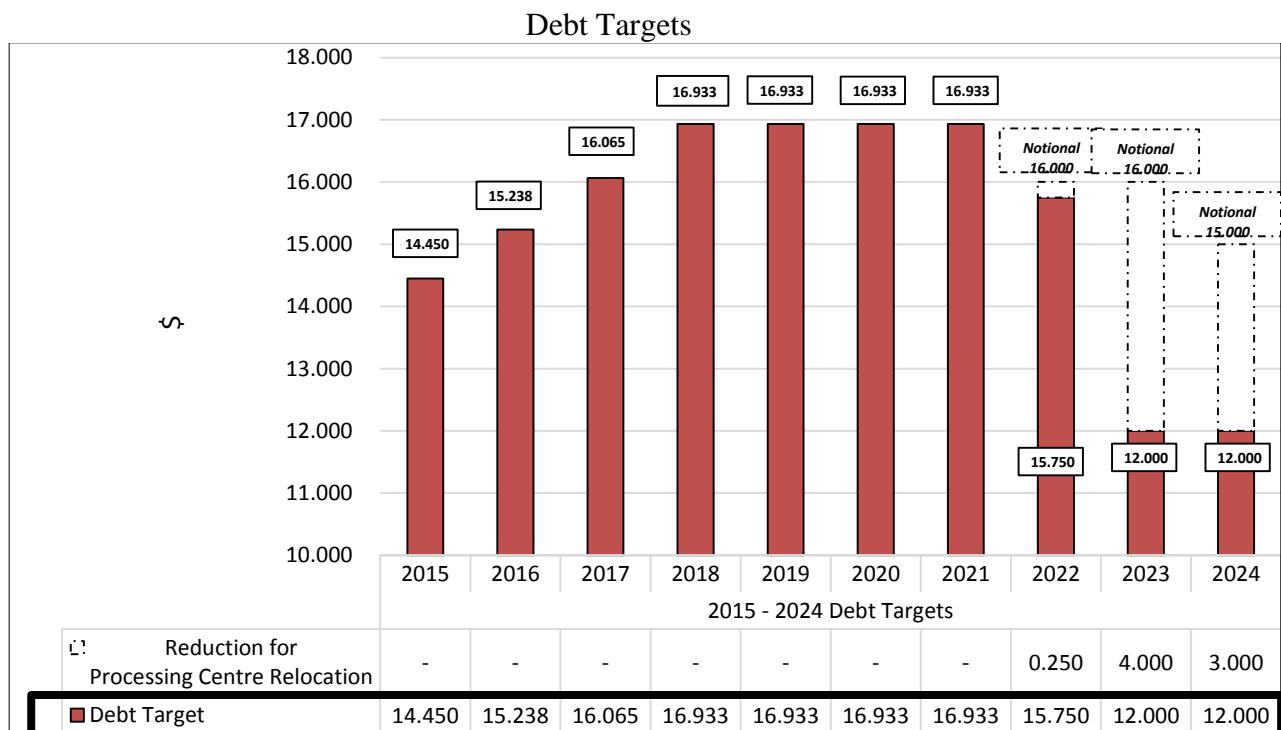
The capital submission is informed by the planning framework for developing the capital program for Library buildings. The Library's 10-year capital submission has been developed following City guidelines which require that the debt targets for each year be met and that the use of non-debt financing be maximized. In addition, the Library has followed the budget guidelines which state that, "The 10-year Capital Plan must demonstrate commitment to achieve a balance between maintaining existing City assets and growth focusing on investment in state of good repair while addressing service gaps and priorities on a city-wide basis for service improvements and growth related projects".

The strategic priorities of the 2015 – 2024 capital budget and plan are to:

1. Meet City debt targets;
2. Focus on addressing state of good repair for branches and technology;
3. Address City growth intensification areas;
4. Maximize alternative (non-debt) funding sources;
5. Minimize the operating impact of the capital program.

1. Meet City debt targets

The City's assigned 2015 – 2024 debt targets, as shown below, are inadequate to meet TPL's capital funding needs for building SOGR. Debt targets after 2018 are not adjusted for inflation and actually decreased after 2021, which puts significant pressures on the capital program, especially in the second five years of the 10-year plan, and will negatively impact TPL's ability to address SOGR issues.



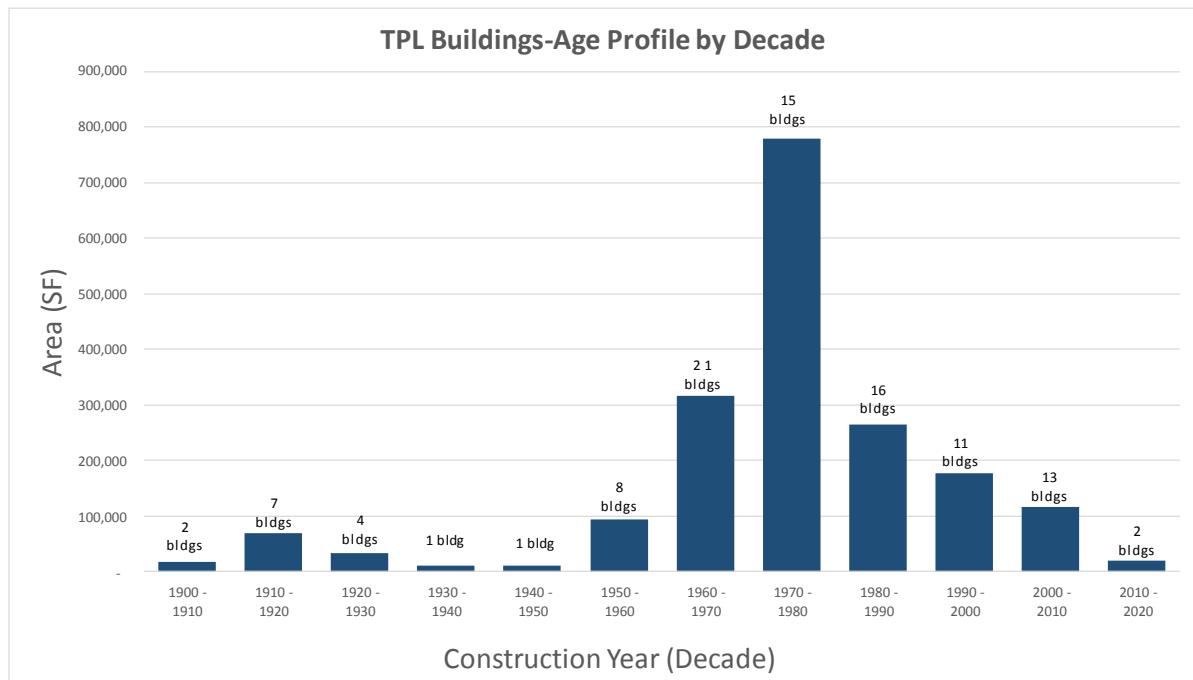
2. Focus on addressing State of Good Repair for Branches and Technology

Maintain and upgrade existing branch and technology infrastructure to manage activity growth and deliver 21st century library services.

- TPL undertook a comprehensive Property Condition Assessment (PCA) this year, performed by an external firm. The PCA provided a thorough assessment of the building envelope (e.g. windows, brick deterioration, sealant, roofing), mechanical systems (e.g. heating and cooling, elevators), plumbing and other utilities, lighting, furnishings and finishes, wall and floor coverings, site work (e.g. parking lot paving), fire and life-safety systems and recommended replacement/repair based on industry

standards for lifecycle replacement. The PCA indicates more SOGR funding requirements than previously identified over the next 10 years to address an aging facilities infrastructure, which is largely 40 - 50 years old. Based on the current 10-year capital program which meets debt targets, at the end of 10 years the SOGR backlog will increase from \$44 million to \$128 million. TPL staff will analyze and prioritize the PCA results and address critical items within the available budgets in 2015 and future years.

The PCA was based on the ASTM (American Society for Testing and Measures) Standard Guide for Property Condition Assessments. ASTM defines a physical deficiency as a conspicuous defect or significant deferred maintenance of a site's material systems, components or equipment as observed during the site assessor's walkthrough site visit. Included within this definition are material systems, components, or equipment that are approaching, have reached, or have exceeded their typical expected useful life or whose remaining useful life should not be relied upon in view of actual or effective age, abuse, excessive wear and tear, exposure to the elements, lack of proper or routine maintenance.



- TPL has partially addressed the issue of a growing SOGR backlog through non-debt funding for capital projects, including maximizing the draws from DC reserves, as allowed under the Development Charges By-law and supported by the significant balance of funds in the current and projected DC reserves for TPL. No discount was applied in drawing eligible DCs to fund projects.
- Other non-debt sources of financing have been maximized, including section 37 funding, City reserves and other external funding, in order to meet capital requirements while minimizing the impact on City debt.

- Other major projects in the plan with significant SOGR backlog include Albion, Wychwood, North York Central, Dawes Road, St. Lawrence, Parliament Street, Northern District, Mimico Centennial, High Park, Weston, Albert Campbell, Brookbanks and Agincourt branches. As directed by the City, TPL has been in discussion with the City's Facilities and Real Estate Division regarding options for the Dawes Road capital project. As no City owned land has been identified for a possible relocation, the project budget for Dawes Road Branch has been increased by \$1.5 million for the potential acquisition of land. The reduced City debt target in later years has resulted in a one-year deferral of the Northern District and High Park projects.
- High SOGR priority needs of a smaller scale in many branches are addressed through the Multi-branch Renovation Program, funding for which has been increased by approximately \$5 million over the plan years mainly to address accessibility needs. The Multi-branch Renovation Program has been further allocated to subprojects which are:
 - Mechanical / Electrical;
 - Interior Renovation;
 - Roofing;
 - Structural / Building Envelope;
 - Sitework.
- Accessibility Retrofit is also a subproject of the Multi-Branch Renovation Program and addresses facility and service accessibility. For a person with disabilities to enjoy and benefit from library services in the same way other members of the community are able to do, the need is greater than the legislated barrier-free entrance door. It may also include: a height adjustable study table that can accommodate a wheelchair or motorized scooter; a hearing assist device in order to hear a program speaker; magnifying systems to read a printed page; computer software that can read the written word; and access to a barrier-free washroom. TPL staff will analyze and prioritize accessibility requirements to address critical items and coordinate with other SOGR needs in each location, within the available budget for 2015 and future years.
- The demand for and the cost of online resources and services continues to grow each year. Virtual Branch Services funding has been increased by approximately \$0.750 million over the 10 years to address increasing demands for digital and on-line services.

3. Address City growth intensification areas

To address the needs of new and growing communities, relocation and expansion of branches are required. Expanding the size of the relocated Bayview, St. Lawrence and Perth/Dupont branches averts the need to add more branches, which would be more costly. These projects are significantly funded by non-debt sources. The planned branch relocations for Bayview and St. Lawrence involve building on City owned lands and no

funding has been budgeted to acquire these lands. This has been a consistent practice in all previous capital budgets and TPL will seek an exemption from budgeting for the cost to acquire City lands at fair market value, which is a City requirement.

Bayview Branch

As a busy neighbourhood branch, Bayview is undersized to adequately serve its current population of 47,532 residents and projected population growth associated with current and new development in the area. This project reflects the construction of a 12,000 square foot library on City owned land to relocate an existing 6,333 square foot leased facility. This project is 56% funded from non-debt sources. The new branch is expected to be located in a joint-use facility with Parks, Forestry and Recreation and a daycare. Funding for the acquisition of City land and parking spaces is not included in the budget for this project.

St. Lawrence Branch (First Parliament Site)

This project is for the design and construction of a 25,000 square foot district library on City owned property at the site of the former First Parliament at the south-west corner of Parliament St. and Front St. and replacing the existing St. Lawrence neighbourhood library at 171 Front St. East. Council approved the relocation of the St. Lawrence Branch to the First Parliament site at its meeting on February 20 and 21, 2013. This project is necessary to provide library service to this high growth community. The new West Don Lands, Lower Don Lands and East Bayfront communities will bring approximately 34,000 residents to the area as well as schools, recreation centres and businesses in addition to the current St. Lawrence population of 17,484. Initially, the current St. Lawrence Branch will serve these communities, but as they are built out and new development continues in the St. Lawrence area, the current branch will not be able to adequately serve the East Waterfront communities. Further population growth in the area is expected as well with the future Waterfront development in the Port Lands. This project is 76% funded from non-debt sources. The participation of other potential partners may affect the scope and timing of this project. Subject to Board approval of the July 28, 2014 Board Budget Committee recommendation, the business case for this project will be updated to specify that no further debt funding allocation for the Library will be committed to acquire City owned land and to remediate the soil at the First Parliament site without explicit Board approval.

Perth/Dupont Branch

This project is for the relocation and expansion of the existing 3,627 sq. ft. branch to 299 Campbell Avenue as part of a new mixed-use development, and increases the size of the branch to 10,000 sq. ft. The new development is subject to Council approval expected in early 2015. The branch at the current location is aging and is undersized to meet the requirements of modern library services. The area is undergoing revitalization with a number of residential building projects underway, which will increase the population and library use. An amount of \$0.841 million of the project is shown as funded from other external, and thus represents a potential funding shortfall. The shortfall may be partially offset if proceeds from the sale of the current site are directed to the construction of the new branch. At its meeting on November 18, 2013, the Library Board adopted a motion

requesting City Council to direct proceeds from the potential sale of the current branch site towards funding for the construction of the new library. This request will go forward to Council when the City Planning report goes forward to seek approval for the development.

Other Projects

Capital projects at Albert Campbell, Dawes Road, Mimico and Wychwood branches will bring them up to service standards and allow TPL to meet needs for modern library services.

4. Maximize alternative (non-debt) funding sources:

TPL intends to fully utilize non-debt funding sources for the 2015 – 2024 Capital Program. Non-debt sources provide 37% of total funding for the 10-year capital program, including \$59.186 million or 24% from Development Charges, \$13.780 million or 6% from operating funds transferred to capital for the replacement of technology assets (TAMP), \$3.669 million or 2% from other external non-debt funding, \$11.914 million or 5% from section 37 and other developer contributions and \$0.583 million or 0.2% from City reserves.

DC funding is a very important funding source for the capital program and the approved 2013 Development Charges By-law has had a beneficial impact on funding for TPL projects. The draft 2015 – 2024 capital budget and plan submission, presented to Budget Committee on July 28, 2014 was based on applying a DC discount rate of 10% to DC draws instead of the 26% that was specified in the budget guidelines and used in last year's approved budget. Reducing the discount rate applied to DC draws from the reserve from 26% to 10% has generated \$8.242 million of additional development charges, which has freed up debt room to allow increased funding for the following SOGR needs:

- \$3.347 million towards Multi-Branch Minor Renovation Program to address SOGR and accessibility;
- \$1.0 million for the Agincourt renovation project, along with an additional \$1.297 million of section 37 funds, to address a large SOGR backlog;
- \$0.690 million for Dawes Road towards the purchase of land;
- \$1.727 million for Northern District to start in 2020 (1 year deferral) instead of 2021;
- \$1.478 million for partial funding of SOGR needs at Perth/Dupont (\$0.215 million), Brookbanks (\$0.878 million) and Centennial (\$0.385 million) projects. These capital projects were initially introduced with no debt funding, but the amount of debt now allocated represents the estimated SOGR needs, which have been identified and would have been addressed by TPL.

In response to the July 28, 2014 Budget Committee motion, the DC discount rate was further reduced from 10% to 0%, which utilizes the full eligible funding share of growth-related capital projects allowed under the Development Charges Act and provides an additional \$5.7 million of DC funding. The recommended capital budget submission

applies the \$5.7 million of debt freed-up to fund TAMP over 2015 – 2024, replacing \$0.570 million of the annual operating budget contribution to fund TAMP and providing a relief to the operating budget of \$0.570 million annually.

5. Minimize the operating impact of the capital program

As part of the building construction program, efficiency opportunities are assessed which would achieve operating savings and manage higher activity levels without necessarily adding more staff or opening new branches. And by relocating branches from leased space to City owned lands, the leasing cost is saved. The amended TAMP funding will also save \$0.570 million annually.

2015-2024 Capital Submission Request

The debt funding request for the 2015 – 2024 Capital Budget Submission is \$153.235 million, which consists of \$124.821 million for building projects and \$28.414 million for technology-related projects, which include TAMP, Virtual Branch Services and the Automated Sorter Replacement Program.

A summary of the Library's 2015 – 2024 capital submission, including sources of funding and the impact on the operating budget is provided below:

2015 - 2024 Capital Submission Summary (\$000's)													
	2015	2016	2017	2018	2019	Total 2015-2019	2020	2021	2022	2023	2024	Total 2020-2024	Total 2015-2024
Buildings - Gross	13,084	21,691	27,736	26,763	18,729	108,003	14,886	18,518	19,359	15,895	9,746	78,404	186,407 77%
IT - Gross	6,250	5,600	5,100	5,100	5,350	27,400	5,350	5,350	5,350	6,150	6,360	28,560	55,960 23%
Total Gross Request	19,334	27,291	32,836	31,863	24,079	135,403	20,236	23,868	24,709	22,045	16,106	106,964	242,367 100%
Non-Debt Sources of Funding													
- Development Charges	(236)	8,450	13,312	11,912	5,768	39,206	1,925	4,950	5,165	5,212	2,728	19,980	59,186 24%
- Library operating budget	1,378	1,378	1,378	1,378	1,378	6,890	1,378	1,378	1,378	1,378	1,378	6,890	13,780 6%
- Other external	-	-	-	841	-	841	-	359	1,024	1,445	-	2,828	3,669 2%
- Section 37 and Dev. Contrib.	3,739	2,225	1,501	799	-	8,264	-	248	1,392	2,010	-	3,650	11,914 5%
- City Reserves	3	-	580	-	-	583	-	-	-	-	-	-	583 0%
Total Non-Debt Funding	4,884	12,053	16,771	14,930	7,146	55,784	3,303	6,935	8,959	10,045	4,106	33,348	89,132 37%
City Debt - MeetsTarget	14,450	15,238	16,065	16,933	16,933	79,619	16,933	16,933	15,750	12,000	12,000	73,616	153,235 63%
Incremental Operating Impacts	767	83	99	969	915	2,833	18	48	112	82	21	281	3,114
FTEs	-	2.7	-	15.0	-	17.7	-	-	0.5	-	-	0.5	18.2

The complete 10-year capital submission summary with gross and debt funding for capital projects is included on Attachment 1.

2015 – 2024 Capital Project Business Cases

A business case for each project contained in the 2015 – 2024 plan is included in Attachment 4 describing the project, providing project justification, operating impacts and a financial summary.

The business cases for TAMP, Virtual Branch Services and Multi-Branch Renovation Program, provide an expanded breakdown of the components of these projects.

Further detail for the Multi-Branch project is provided in Attachment 3.

Key Elements of 2015

Key elements of the 2015 capital program are as follows:

- **Continuing to refresh and upgrade the Information Technology infrastructure (Technology Asset Management Program):** At an average annual gross cost of \$4.140 million, the Technology Asset Management Program (TAMP) provides for the life-cycle replacement of existing hardware and software such as PCs, monitors, laptops, printers, multi-functional devices, servers, network hardware, audio visual and self-serve equipment, which have an inventory value of approximately \$36.388 million. The TAMP budget will also fund the completion of the high speed fiber network implementation; provide for upgraded network access control which will support greater flexibility in support of branch technology initiatives; provide for an authentication and identity management system that will consolidate all user identity information across various TPL public systems; and allow for better analysis of user data for service planning.
- **Continuing advancement and improvement of Virtual Branch Services:** The Virtual Branch Services Capital program aims to address the dynamic landscape of digital content access (e-content including e-books, e-magazines, music, databases etc.) and the provision of library services online. With each initiative the Library is building services and features which are as flexible and open as possible so that future requirements can be addressed. The project's objective is to make virtual library services available and accessible to residents from anywhere and at any time.

The focus for 2015 and beyond is to upgrade and improve user account management and self-service capabilities and add user lists; facilitate search and self-service discovery of all library resources with specific emphasis on better discovery of e-books and children's materials; integrate available e-book service provider application programming interfaces (API) for seamless discovery and account management; design a website that is responsive to device screen widths and meets required accessibility standards; and make available some statistical data as open data sets.

- **Continuing the Multi-Branch Renovation Program:** This state of good repair renovation project is an effective way to extend the operating life and keep branches functional until a major renovation can be funded. In 2015, renovations included in four subprojects are: mechanical / electrical work, interior renovations, roofing work, and structural / building envelope work. In conjunction with the PCA, TPL

undertook a compliance audit under AODA. While the legislative requirement is to ensure AODA compliance at the time of a major renovation or new construction or whenever a building permit is issued, the Library is proposing to allocate a portion of the multi-branch budget to upgrades that will move it closer to AODA compliance. To address the critical accessibility issues, two accessibility retrofit subprojects within the SOGR Multi-Branch Renovation Program are proposed, with a value of \$5.8 million over the 10-year plan as detailed in Attachments 3 and 4.

- **Renovation of the Agincourt Branch:** The state of good repair renovation component for Agincourt was previously included as part of the Multi-Branch Renovation Program. The City has recently advised that section 37 funding of \$1.125 million will be available. Instead of addressing the SOGR needs of Agincourt in the Multi-Branch Renovation Program, a separate project was created at a gross cost of \$2.297 million, which includes the \$1.125 million of section 37 funding. In 2009, part of the main floor was renovated with Federal Infrastructure Funds. This renovation project will address building needs, second floor washrooms, fire alarm systems, interior and exterior lighting, roofing and elevator requirements. Service enhancements supported by section 37 funding include KidsStop early literacy centre and enhanced computer and media learning centre with digital innovation hub. This work will complete the renovation process and bring the entire branch up to current service standards.

Agincourt branch is the busiest district library in the City with a circulation of over 1 million and 435,000 visits annually. At 27,000 square feet, the branch serves a neighbourhood population of 60,424 and a district population of 141,589 (based on 2011 census).

- **Completing construction of the new Scarborough Civic Centre Branch:** This project consists of the construction of a new 14,500 sq. ft. neighbourhood library to serve a projected population of 40,000 residents. This project has a gross budget of \$10.276 million, funded 66% from non-debt sources. The branch will include a collection of 50,000 items, computers with internet access, wireless internet access, an open floor plan, barrier free access, study and multipurpose programming space, self-service circulation, KidsStop early literacy centre, digital innovation hub and outdoor reading garden. Construction started in May 2013 with expected completion in early 2015.
- **Beginning reconstruction of the Albion Branch:** This project consists of construction of a new building on the current parking lot adjacent to the existing branch at 1515 Albion Road. The new building will revitalize the site and provide barrier free access for the public, increased programming and community meeting space, expanded flexible spaces to support literacy services for adults and children, including an interactive early literacy centre, middle childhood area, digital innovation and creation spaces, computer learning centre, customer service improvements and quiet study space. The project will address new and evolving technological requirements for connectivity. There will also be flexible space both indoors and outdoors for performances / events. Upon the completion of the

construction of the new building, the old building will be demolished to make way for a new multifunctional outdoor green space / parking lot with accessible parking. Toronto Green Standards will be incorporated into this project.

- **Continuing the planning work of the Bayview Branch relocation:** This project consists of the construction of a 12,000 square foot library on City owned land to relocate an existing 6,333 square foot leased facility. The new building is expected to be located in a joint facility with Parks, Forestry and Recreation and a daycare. As a busy neighbourhood branch, Bayview is undersized to adequately serve its current population of 47,532 and projected population growth associated with current and new development in the area.

The new branch will include an open floor plan and barrier free access for the public, study seating, multipurpose room, flexible programming spaces for branch and community use, quiet study spaces, a 50,000 item collection, computers with Internet access, a computer user/media centre, wireless internet access, exhibit space, customer self service improvements, protective security systems including intrusion alarms, fire and book security systems. Focus areas for teens, children, adults and seniors will be created. Construction is expected to start in 2016 with completion in 2017.

As part of the approved 2014 capital budget, Council at its meeting on January 29-30, 2014 adopted the following motion:

City Council direct the General Manager, Parks, Forestry and Recreation and the Chief Librarian to report back through the 2015 budget process on a cost sharing mechanism for the underground parking facility for the new Bessarion Community Centre. The report is to include financial opportunities from commercial parking vendors who may wish to contribute to the financing of the construction.

Discussions are currently underway with Parks, Forestry and Recreation, the Toronto Parking Authority and other partners, regarding the feasibility of underground parking at the site and associated capital funding and maintenance costs.

Funding for the acquisition of City land and parking spaces is not included in the budget for this project. Any cost associated with the provision of underground parking will be a consideration in a future capital budget submission.

- **Continuing the planning work of the Wychwood Branch renovation:** This 6,381 sq. ft. heritage building opened in 1916, was renovated in 1978 and underwent a small retrofit in 1995. The branch serves a diverse community of 14,681. The community is growing with new condominium developments, and City Planning initiated a Bathurst/St. Clair study. The branch is in need of significant updating and redesign in order to deliver relevant library services, provide access to electronic resources and address accessibility issues.

This project was initially approved as a full renovation to address building deficiencies and bring the building up to service standards. The local Councillor has

directed section 37 funding to Wychwood to provide for an expansion and space for seniors. The project has been revised to include a 5,000 sq. ft. addition, including approximately 1,700 sq. ft. of space for seniors. The gross cost of this project increased by \$3.436 million (from \$4.248 million to \$7.684 million) funded by \$1.5 million of section 37 funding and \$3.474 million in development charges. The additional space will provide more quiet and group study spaces, collaboration spaces, enhanced children's area with a KidsStop early literacy centre and middle childhood area, teen zone, reading lounge and a digital innovation hub. Construction is expected to start in 2016 with expected completion in 2018.

- **Beginning the design and construction of the St. Clair/Silverthorn Branch renovation**

This project is a renovation and an 850 square foot expansion of a 4,587 sq. ft. 34 year old double store-front building. No major renovations have taken place since the building was retro-fitted in 1981. The branch serves a population of 18,513 and provides services to a culturally and economically diverse area with many children accessing library services. The planned renovation will include interior and exterior improvements to building structure, envelope, mechanical and electrical components and barrier free access. The additional square footage will bring the building size closer to the established size for a small neighbourhood branch and provide barrier free access. Construction has been accelerated and is now expected to start in 2015 with completion in 2016.

- **Beginning the planning work of the Sanderson Branch renovation**

This project is for the renovation of the existing 12,702 sq. ft. facility at a gross cost of \$5.475 million. The branch was built in 1968 and is attached to the Scadding Court Community Centre. This branch serves a growing population of 29,948 and is a busy neighbourhood branch. It serves a diverse multicultural community with a heavy ESL/literacy component. Renovation will include a revitalization of all public service areas and incorporate a complete redesign of current space to provide a more efficient layout, improved sightlines and security. The project will address building deficiencies and bring the building up to service standards. A feasibility study was completed in 2011 with a number of community partners including Scadding Court Community Centre. A reconstruction and redevelopment of this facility to a 15,000 sq. ft. neighbourhood branch within the context of the redevelopment of the complete site are being assessed. Redevelopment and revitalization principles for the site were endorsed by Council in 2012. In April 2014, Council approved the creation of an interdivisional working group to explore the potential redevelopment and revitalization and report back to Council in 2015.

- **Beginning the renovation work of the North York Central Library**

This project is part of the renovation and revitalization of a seven storey 166,022 sq. ft. facility constructed in 1987 to bring the facility up to standard and address building deficiencies. The facility is a high-use circulating library (1.7 million items circulated, 1.7 million visitors in 2013), which provides service to the local

community, and as one of two Research and Reference Libraries, provides in-depth research and reference services and collections to the entire city. Heavy use of the facility continues to increase largely due to recent residential development, a high proportion of newcomers and children in the area, close proximity to the subway system and a growing demand for library services.

The project will complete a retrofit and upgrade to the building systems and infrastructure, interior renovations on all floors to reconfigure public service and stacks space to meet new service demands and uses. Revitalization and reprogramming of interiors, that have been heavily used over the past 30 years, to better utilize space to provide enhanced customer service, respond to the changing patterns of library use, including a high number of program attendees (91,600 in 2013), the demand for flexible public space that can be used to accommodate meetings, studying and the creative use of new technologies and to support efficient operations.

- **Beginning the planning work of the Dawes Road Branch construction & expansion**

Dawes Road Branch is part of York Condominium Corporation, which includes the library and eight residential units above. The scope of this project involves an expansion of the existing 6,500 library to 14,000 sq. ft. either on the current site or a new location. Options to address this facility have been reviewed with Facilities and Real Estate. As no City owned land has been identified for a possible relocation, the project budget for Dawes Road Branch has been increased by \$1.5 million for the potential acquisition of land.

Despite improvements achieved since amalgamation, the building continues to be a serious facilities maintenance problem. TPL has continued to make minor renovations in order to keep the branch open and operational, and provide staff time to assist in property management. The project includes a revitalization of public space to improve sight lines, ensure accessibility and efficiency; replace lighting, furniture, shelving and equipment; upgrade IT infrastructure; enlarge the children's area to include an interactive early literacy centre; provide additional quiet study space; introduce a computer learning centre; ensure that the current and future technological requirements for connectivity are addressed. To enhance customer self-service, 10,000 items will be added to the collection. If relocated, it would be preferable for the branch to be on one level with an open floor plan and barrier free access to all services and spaces. A single floor operation will support flexible and efficient delivery of service. The new building would be constructed in accordance with Toronto Green Standards and could include an exterior reading garden and flexible space for programming and community gatherings that would greatly enhance the streetscape.

CHALLENGES AND ISSUES

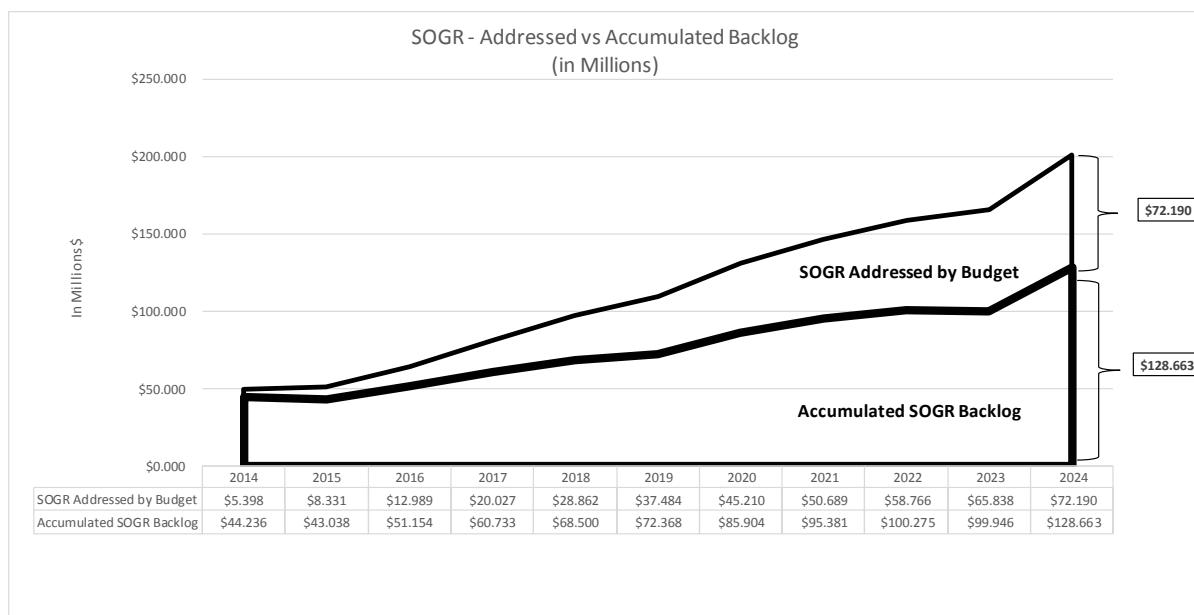
Debt Target

As noted earlier, the City's assigned 2015 – 2024 debt targets are inadequate to meet TPL's capital funding needs for building SOGR. Debt targets after 2018 are not adjusted for inflation and actually decreased after 2021. Over 2022 to 2024, the debt target was reduced by \$7.250 million to pay back the funding from the City's Land Acquisition Reserve Fund (LARF) for the Library Processing Centre project. The notional debt target in 2024 has been reduced by an additional \$1 million. This puts significant pressures on the capital program, especially in the second five years of the 10-year plan, and will negatively impact TPL's ability to address SOGR issues.

Building State of Good Repair and Accessibility Requirements

A comprehensive Property Condition Assessment (PCA) done in 2014 indicates more SOGR funding requirements than previously identified over the next 10 years to address an aging facilities infrastructure which is largely 40-50 years old as shown below.

The PCA identified an accumulated SOGR backlog of \$44.236 million at the end of 2014. Over the 10-year period, additional SOGR requirements total \$156.617 million, which will be partially offset by TPL's 2015 – 2024 capital program which addresses \$72.190 million of SOGR spending through the Multi-Branch Renovation Program (SOGR) and major renovations. This will result in the 10 year accumulated SOGR backlog growing to \$128.663 million by 2024.



The results of the PCA support the priorities for the 2015 – 2024 capital plan. The PCA results will be reviewed for priorities, to address critical items within the available budget.

In conjunction with the PCA, TPL undertook a compliance audit under AODA. Where feasible, AODA upgrades will be combined with other SOGR upgrades to minimize costs.

Growth in Population and Service Demand

As community cornerstones, branches are vital to local neighbourhoods. The demand for new and expanded branches continues to be shaped by ongoing needs to provide 21st century library services, high demand for library use and resources, growing communities, and improving access to branch facilities and resources. In addition to its existing projects, TPL continues to evaluate and prioritize future renovation and expansion projects for all of its locations. A self-service library kiosk is planned for the renovated area of Union Station to provide innovative and convenient access to library materials in a high traffic transit hub and extend library service in the under-serviced waterfront area. This service model will be evaluated for broader potential application.

Demand for Virtual Branch e-services and Technology

The Virtual Branch project is designed to deliver more content and features for a user-focused website, while accommodating rapid changes in mobile access requirements. The demand for this service continues to grow each year. Technology needs also continue to grow, including self-service, automated sorters, wireless and internet access. The technology infrastructure needs to be maintained, replaced and enhanced to meet demand, which requires capital funding.

Operating Impact

Applying debt savings generated by reducing the discount rate on DC draws from 10% to 0% has allowed the annual contribution from the operating budget, which partially funds the TAMP project, to be reduced by \$0.570 million per year over 2015 to 2024, providing operating budget relief.

Operating budget impacts over the 2015 – 2024 period total \$3.114 million and 18.2 FTEs resulting mainly from the second year impact of \$0.763 million for the cost of operations of the two new branches, Scarborough Civic Centre Branch (\$0.744 million) and Fort York Branch (\$0.019 million), and the planned relocation and expansion of the St. Lawrence Branch (\$1.598 million).

The table below provides incremental operating impacts and changes in full-time equivalent staff (FTEs) by branch:

2015 - 2024 Operating Impacts (\$000's)										
	2015	2016	2017	2018	2019	2020	2021	2022	2023	Total
Albert Campbell						18.0	18.0			36.0
Albion		17.0	17.0							34.0
Bayview FTE's		16.0	16.0							32.0
		2.7								2.7
Bookbanks							27.0	27.0		54.0
Bridlewood		42.0	12.0							54.0
Centennial							15.0	15.0		30.0
Dawes Road FTE's			93.0	93.0						186.0
			1.0							1.0
Library Processing Centre	(4.0)									(4.0)
Fort York	19.0									19.0
Guildwood FTE's						40.0	40.0			80.0
						0.5				0.5
Mimico								8.0		8.0
Northern District								13.0		13.0
North York Central		23.0	23.0							46.0
Parliament					15.0	15.0				30.0
Perth / Dupont		13.0	13.0							26.0
Sanderson		13.0	13.0							26.0
Scarborough Civic Centre	744.3									744.3
St. Clair / Silverthorn	8.0	8.0								16.0
St. Lawrence FTE's			799.0	799.0						1,598.0
			14.0							14.0
Weston					15.0	15.0				30.0
Wychwood		28.0	28.0							56.0
Total Operating Impacts	767.3	83.0	99.0	969.0	915.0	18.0	48.0	112.0	82.0	21.0
Total FTE's	0.0	2.7	0.0	15.0	0.0	0.0	0.0	0.5	0.0	0.0
										3,114.3
										18.2

The operating and staffing impact of each project is included in the business cases in Attachment 4.

Similar to the previous year, it is recommended that the Toronto Public Library Board requests the City to adjust the 2015 operating budget target to recognize the annualization of the budget approved in 2014 of \$0.763 million in 2015 for the additional operating costs associated with the operations of the new Fort York and Scarborough Civic Centre branches

CONCLUSION

The proposed full recovery on DC draws (i.e. 0% discount) and the corresponding use of the additional funding is being reviewed by City Finance.

In 2013, TPL achieved a capital completion rate of 87%, one of the highest in the City, and over the past five years, the completion rate has averaged 85%. This demonstrates TPL's

readiness and ability to execute its capital program within the approved budget, which results in more efficient and improved services.

TIMETABLE

The administrative review of the 2015 budget with City staff will take place over July – October 2014. The timetable for the Committee/Council review process will be communicated after the City's Budget Committee is formed by the incoming City Council.

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SIGNATURE

Anne Bailey
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ATTACHMENTS

- Attachment 1: 2015 – 2024 Capital Budget and Plan Submission – Gross and Debt Funding Summary
- Attachment 2: Development Charges Continuity
- Attachment 3: Multi-Branch Renovation Program (SOGR) Report to August 21, 2014 Budget Committee
- Attachment 4: 2015 – 2024 Capital Projects Business Cases