



STAFF REPORT ACTION REQUIRED

13.

2017-2026 Capital Budget and Plan Submission

Date:	June 27, 2016
To:	Toronto Public Library Board
From:	City Librarian

SUMMARY

The purpose of this report is to seek approval for the Toronto Public Library (TPL) 2017-2026 Capital Budget and Plan submission as detailed herein. The Library's ten-year submission has been developed according to City guidelines while recognizing the changing service needs of the Library, the growing State of Good Repair (SOGR) backlog and the strategic priorities described in the TPL Strategic Plan 2016-2019 which includes a focus on technological changes, removing barriers to access and service transformation.

Toronto Public Library's 2017-2026 Capital Budget and Plan submission aligns and supports Council's Strategic Plan and vision to make Toronto a *centre of innovation and growth*. The Capital Plan builds and maintains beautiful *public space in every neighbourhood* and leverages digital advances and technology *to create smart and efficient services*. It is future oriented, environmentally sustainable and efficient. By enhancing the physical accessibility of library branches and expanding digital access, the plan supports equitable access to library services for all and enhances investment and quality of life in neighbourhoods across the City.

The ten-year budget and plan funding request of \$212.120 million debt (\$306.931 million gross) is a fiscally responsible budget balancing the capital needs of the Library with the financial challenges faced by the City. In light of these challenges, the capital funding request does not attempt to completely address the significant SOGR issues but rather is at a level between the City's debt target and TPL's most pressing needs that are above the target. The submission funding request includes 24 projects totalling \$159.432 million debt (\$247.693 million gross) in-line with the City debt target as well as seven projects totalling \$52.688 million debt (\$59.238 million gross) exceeding the debt target.

In addition to the budget submission request, this report also identifies other SOGR needs with the backlog estimated to grow to \$120.789 million by 2026. This information will be forwarded to the City and will provide a more complete picture of TPL's total funding needs. This year's submission repeats and reinforces TPL's business case for additional capital funding, though the format has been changed to more closely follow the City's budget instructions.

RECOMMENDATIONS

The City Librarian recommends that the Toronto Public Library Board:

1. approves the 2017-2026 capital budget and plan submission which requests funding of \$17.475 million debt (\$27.095 million gross) in 2017 and \$212.120 million debt (\$306.931 million gross) over 2017-2026 which is comprised of:
 - a. 24 projects totalling \$16.565 million debt (\$26.095 million gross) in 2017 and \$159.432 million debt (\$247.693 million gross) over 2017-2026 in-line with the City debt target; and
 - b. seven projects totalling \$0.910 million debt (\$1.000 million gross) in 2017 and \$52.688 million debt (\$59.238 million gross) over 2017-2026 which represents additional funding above the City debt target; and
2. approves forwarding this report to the City for consideration.

FINANCIAL IMPACT

The capital submission requests funding of \$17.476 million debt in 2017 and \$212.120 million debt over 2017–2026. The budget includes funding over the ten-year period to accomplish many goals, including addressing the growing SOGR backlog, advancing digital service delivery, and increasing access for all Torontonians to library service. The Library's 2017-2026 capital submission, including funding sources and the impact on the operating budget, is summarized as follows:

2017 - 2026 Capital Submission Summary (\$000's)													
	2017	2018	2019	2020	2021	Total 2017-2021	2022	2023	2024	2025	2026	Total 2022-2026	Total 2017-2026
Buildings - Gross	21,495	24,834	29,816	33,270	28,253	137,668	22,479	21,768	23,637	21,451	19,547	108,882	246,550
IT - Gross	5,600	5,600	5,600	5,600	5,600	28,000	5,600	6,400	6,610	6,440	7,331	32,381	60,381
Total Gross Request	27,095	30,434	35,416	38,870	33,853	165,668	28,079	28,168	30,247	27,891	26,878	141,263	306,931
Non-Debt Sources of Funding													
- Development Charges	5,684	8,571	9,568	12,800	10,269	46,892	5,349	5,855	5,617	3,247	2,043	22,111	69,003
- 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
- Section 37 and Section 42	1,300	300	2,610	1,515	-	5,725	-	518	2,083	1,049	-	3,650	9,375
- City Reserves	700	130	-	1,100	-	1,930	-	-	-	-	-	-	1,930
- Other external	558	165	-	-	-	723	-	-	-	-	-	-	723
Total Non-Debt Funding	9,620	10,544	13,556	16,793	11,647	62,160	6,727	7,751	9,078	5,674	3,421	32,651	94,811
Total Debt Request	17,475	19,890	21,860	22,077	22,206	103,508	21,352	20,417	21,169	22,217	23,457	108,612	212,120
Incremental Operating Impacts	53	38	92	227	255	665	957	857	39	94	55	2,002	2,667
FTEs	-	-	-	3.7	-	3.7	14.0	-	-	-	-	14.0	17.7

The gross capital plan request is comprised of City debt funding (\$212.120 million or 69%) and non-debt sources of funding (\$94.811 million or 31%) such as development charges (\$69.003 million or 22%), a transfer from the Library operating budget (\$13.780 million or 4%), Section 37/42 funding (\$9.375 million or 3%), City reserves (\$1.930 million or 1%),

and other external funding (\$0.723 million or 0.2%). The ten-year funding request exceeds City debt target of \$159.432 million by \$52.688 million.

Incremental operating budget impacts over the 2017-2026 period total \$2.667 million and 17.7 full-time equivalents (FTEs) resulting mainly from the planned relocation and expansion of the St. Lawrence Branch (\$1.652 million and 14.0 FTEs). Operating impact in 2017 is \$0.054 million with no additional FTEs.

Planned relocation of branches, including Bayview-Bessarion, St. Lawrence and Queen/Saulter (Port Lands), involves 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 submissions.

The complete ten-year capital submission summary with gross and debt funding for capital projects is included in Attachments 1 and 2.

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

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 2017 are approved for spending. Subsequent years' capital spending is approved through the annual capital submission and approval process.

Planning Framework

TPL 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 and responses to changing needs of 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 kilometer 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, including Sundays.
2. District branches serve a minimum of 100,000 residents living in a 2.5 kilometer 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. The fourth tier of library services is comprised of mobile services, which includes bookmobile and home library service and digital services, which include access to a full range of services through its online and social media channels. Digital services enable the Library to expand service hours efficiently.

Branch Development Strategy

In June 2004, the Board reviewed 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 both of which have now opened. TPL's infrastructure is now optimal and service demands in new and growing communities will be addressed through: technology; renovation, relocation and expansion of existing branches; new service delivery options; and additional open hours.

Refinement of Capital Program

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

In April 2005, the Board reviewed the Planning Framework for TPL'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-use facility or other type of partnership arrangement that is beneficial and that must be acted upon in the short term?
- alternative funding available - does the proposal provide access to funding that 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?

COMMENTS

2017-2026 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 ten-year capital submission has been developed following City guidelines which require that "*greater emphasis placed on those projects that have been identified as an unmet need...to address State of Good Repair or Service Improvement project that, to date, could not be funded within current affordability targets*". It is on this basis that TPL is recommending to the Board to request funding above the assigned debt target at a fiscally responsible level that is still well below the true requirements.

2017-2026 Capital Budget and Plan

Summary (\$millions)

	Gross	Debt
Request meeting Debt Target (Attachment 1)	\$ 247.693	\$ 159.432
Request above Debt target (Attachment 2)	\$ 59.238	\$ 52.688
Total Budget Request	\$ 306.931	\$ 212.120

The requested capital budget and plan achieves the following strategic objectives:

1. Budget submission that is fiscally responsible;
2. Transform branches for 21st century library service;
3. Focus on addressing state of good repair for branches;
4. Address City growth intensification areas;
5. Maximize alternative (non-debt) funding sources; and
6. Minimize the operating impact of the capital program.

1. Fiscally responsible budget submission

In recognition of the City's financial situation, the 2017–2026 capital funding request represents a fiscally responsible budget submission and does not attempt to completely address the significant SOGR backlog issue. Efforts will be made to deal with the unaddressed remaining SOGR backlog, estimated at \$120.789 million at the end of 2026, including assessing the feasibility of redeveloping TPL properties in order to generate excess capital funding to help address SOGR needs.

2. Transform branches for 21st century library service

The demand for and the cost of online resources and services continues to grow each year. Virtual Branch Services funding has been planned at approximately \$1.500 million annually over the ten years to address increasing demands for digital and on-line services. In addition, there is increasing demand for more self-service options, including mobile and personalized services and new service delivery options will create increasing demands for technology.

The City of Toronto's Poverty Reduction Strategy identifies *expanding digital access and literacy to ensure residents can effectively access services and program online* as a critical initiative to removing barriers to access. Technological advances are driving changes in patron expectations. Increasingly, patrons are demanding leading-edge online self-service options, digital content, and in-branch digital library services as well as continued demand for "traditional" services. Increases in capital funding requests for technology will be required to address these rapidly evolving needs and expectations, both through the introduction of new innovative services and the maintenance of existing service quality and standards. An investment in digital service delivery drives access and efficiency.

TPL continues to refine its digital strategy in developing a framework to guide the technology-based capital program in future years. The digital strategy will address three broad objectives:

- to enable an increasingly mobile population to access high-quality library services where, when and how they want them, on any device;
- to provide access to current and emerging technology to support Torontonians in gaining the skills to participate in the digital future and knowledge economy; and
- to leverage smart design, cloud, analytics and open data to support service innovation, effectiveness and efficiency.

3. Focus on addressing state of good repair for branches

Complete branch renovation projects in the plan with significant SOGR backlog include North York Central, Weston, Albert Campbell, Albion, Parliament Street, High Park, Northern District, Sanderson, Brookbanks and Wychwood. With the higher funding request, an additional six branch projects have been introduced into the capital plan with high SOGR backlog impact.

High SOGR priority needs of a smaller scale in many branches are addressed very effectively through the Multi-Branch Renovation Program, funding for which has been increased both above and below the debt target line.

4. Address City growth intensification areas

To address the needs of new and growing communities, relocation and expansion of branches are required such as the relocated Bayview-Bessarion, St. Lawrence, and Queen/Saulter (Portlands) branches, averting the need to add more branches, which would be more costly. These expansion projects are significantly funded by non-debt sources. The planned branch relocations for Bayview-Bessarion, St. Lawrence, and Queen/Saulter (Portlands) 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 submissions.

Bayview-Bessarion Branch

As a busy neighbourhood branch, the current Bayview Branch 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

13,418 square foot library on City-owned land to relocate an existing 6,333 square foot leased facility. This project is 57% funded from non-debt sources. The new Bayview-Bessarion Branch is expected to be located in a joint-use facility with Parks, Forestry and Recreation and a daycare.

St. Lawrence Branch

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 Branch 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. This project is 77% funded from non-debt sources. The participation of other potential partners may affect the scope and timing of this project.

Queen/Saulter (Port Lands) Branch

TPL is participating in a City community infrastructure planning study underway for the Port Lands area that anticipates a future growth in population of approximately 45,000. Relocating the Queen/Saulter Branch, which is undersized at 2,957 sq. ft., as part of the Port Lands would allow the branch to gain a larger 15,000 sq. ft. facility while still covering the branch catchment of 1.6 km radius effectively in Ward 30. This project is funded 76% from non-debt sources.

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

TPL intends to fully utilize non-debt funding sources for the 2017-2026 capital program. Non-debt funding sources include development charges (DCs), Section 37 and other developer contributions, City reserves and other external non-debt funding such as the Canada 150 Community Infrastructure Program (CIP 150). DC funding has been maximized and continues to be a very important funding source for the capital program. Even with the higher debt funding request, which results in additional capital projects partially funded by DCs, a continuity analysis shows that there is adequate balances in the reserves to support the capital submission. Overall 31% of total funding for the ten-year capital program will come from non-debt sources.

TPL has an active program of engaging Councillors, City Planning and community stakeholders to attract Section 37 funding for branches.

TPL has applied for 1/3 funding of eight projects as part of Intake Two of the CIP 150 program with a request value of \$1.565 million.

6. 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 growing populations and higher activity levels without necessarily adding more staff or opening new branches. By relocating branches from leased space to City-owned lands, the leasing cost is saved.

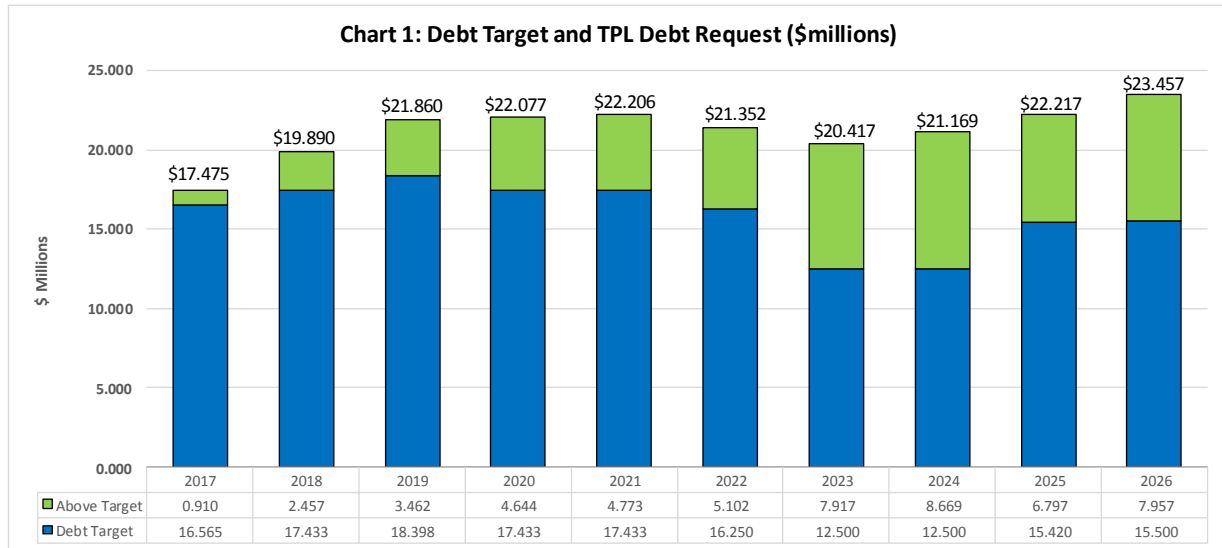
2017-2026 Debt Funding

On June 2, 2016, the City released the budget directions and debt targets for the 2017-2026 Capital Budget and Plan to all City's Programs and Agencies including TPL. The directions emphasized that budget submissions must adhere to the debt targets in each year in order to continue to meet Council's direction that limits debt servicing costs to a maximum of 15% of property tax revenues.

Notwithstanding the constraints imposed by the debt target, TPL is seeking funding in excess of the debt target imposed by the City. The Capital Budget and Plan will be submitted to the City in two sections: 1) Board approved submission with projects meeting debt target (Attachment 1) and 2) projects above debt target (Attachment 2). Funding in excess of target is required for a number of reasons, including:

1. Decreasing Debt Target: The debt target assigned to TPL (see Chart 1) decreases starting in 2020 before increasing again in 2025. This decrease would be even more pronounced if inflation was taken into account and does not allow TPL to deliver a capital program that addresses requirements such as the SOGR backlog as discussed more below. This inadequate debt funding makes it difficult for TPL to deliver its strategic objectives and Council priorities, and would continue a trend of underfunding.

Chart 1 shows the City imposed debt target and the TPL requested debt funding. As can be seen, the additional debt request by TPL results in a much flatter and more stable total funding model that provides the ability to proceed with the planned requested capital program to address a greater portion of the SOGR needs of the Library.



2. Ageing Assets and SOGR Backlog: 70% of TPL’s buildings were built in the 1960/70/80s. Components of these buildings are now nearing the end of their useful lives and require replacement or major overhaul within the next ten years. Therefore, it is imperative that TPL’s debt target not decrease each year but actually should be increasing in order to prevent a surge in the SOGR backlog.

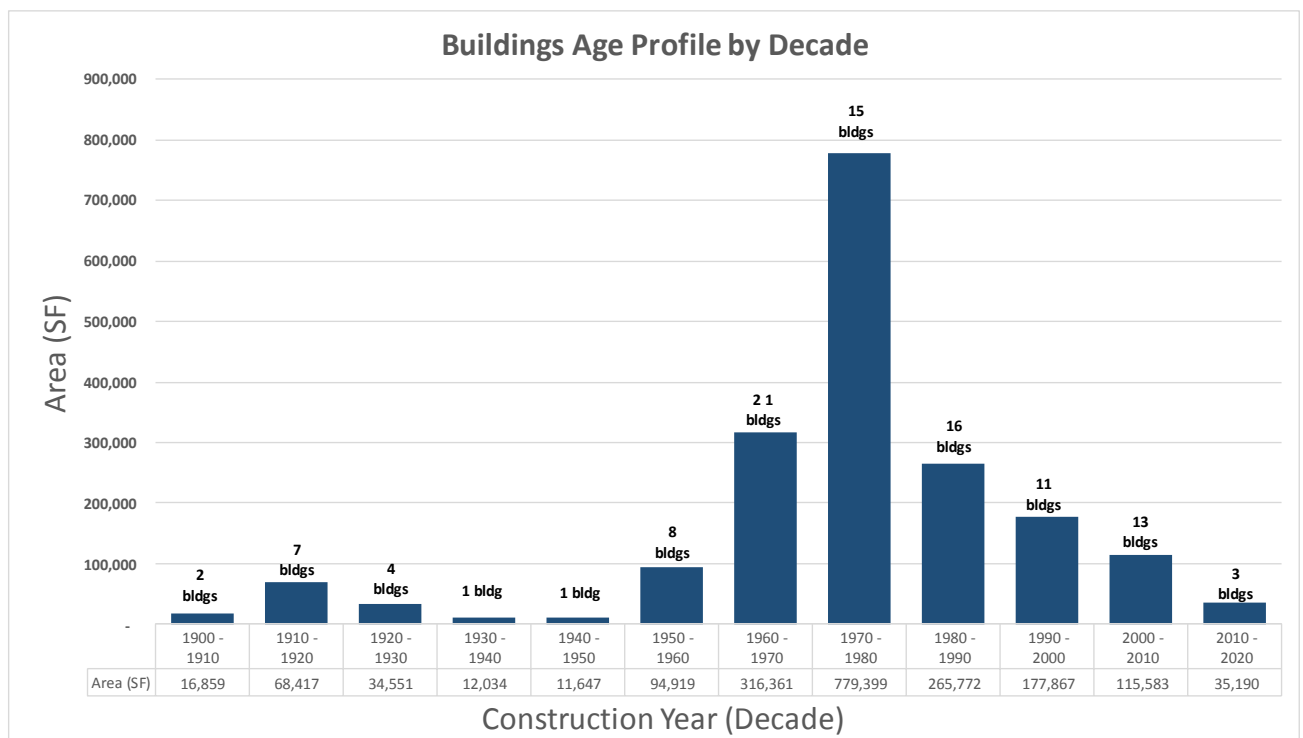
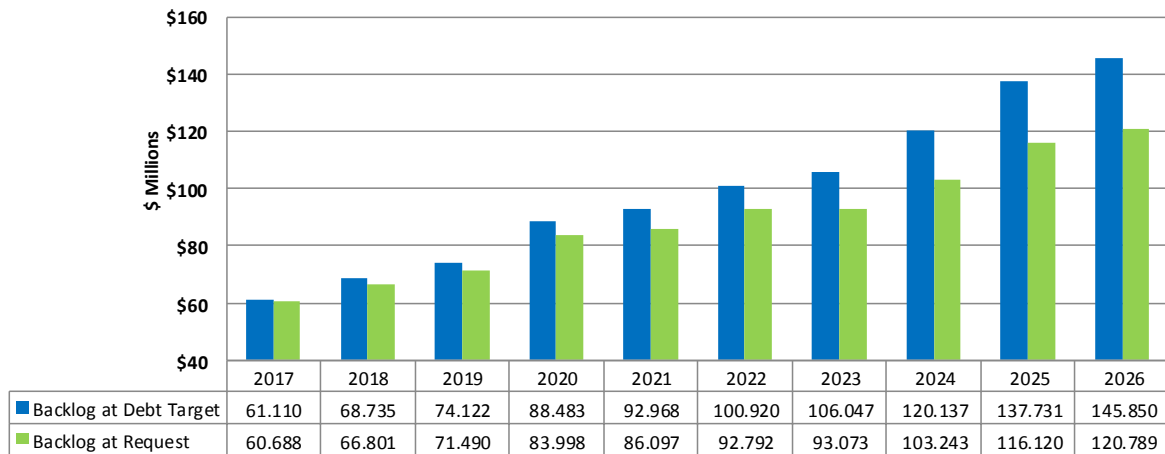


Chart 2 compares the SOGR backlog over the next ten years for the TPL requested capital budget and plan that includes additional debt funding versus a budget and plan that meets the City debt target. As can be clearly seen, the City’s debt target results in an

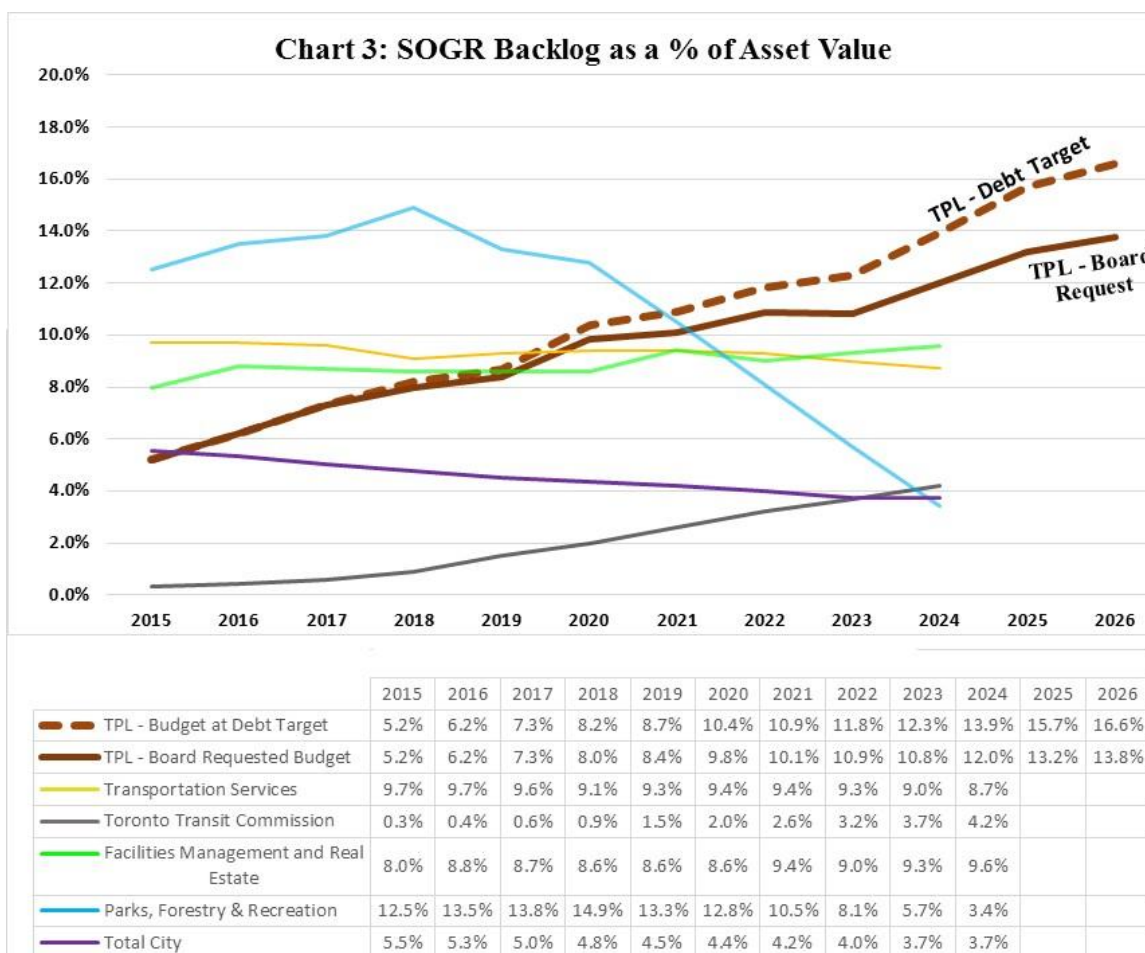
increase of the SOGR backlog to \$145.850 million by 2026. With the requested funding beyond the debt target, the accumulated SOGR backlog would decrease by \$25.061 million, and stand at \$120.789 million by 2026, representing unmet SOGR needs.

Chart 2: Accumulated SOGR Backlog - Debt Target vs. TPL Request (\$millions)



Because debt funds the majority of the capital program, the level of debt funding is the primary factor in determining TPL's ability to address SOGR and other capital needs. The combination of inadequate debt targets and an ageing infrastructure would result in TPL's SOGR backlog doubling over the next ten years.

3. **SOGR Backlog Comparison:** As can be seen in Chart 3, TPL's SOGR backlog is increasing at a much faster rate than other City divisions or agencies. With the additional funding above the debt target this increase is slowed down, though would still be above the other departments and agencies mainly due to the age of the buildings as discussed previously and as can be seen in the Chart.



4. **Ability to Deliver on Capital Program:** A final reason for the request for funding above the imposed debt target is TPL's history of above average spending rates as compared to other City divisions and agencies. As stated in the city's budget instructions, part of fiscal responsible budgeting is utilizing the funds committed in a responsible manner. With average spending levels across the City of only 65%, there is a significant amount of capital funding that is not being used each year. Over the last three years, TPL's average spending has averaged close to 90%. Therefore, in addition to all the reasons above, by assigning more funding to TPL the City's limited funds are more likely to be utilized to address SOGR needs rather than tied up and carried forward into future fiscal periods.

2017 Capital Projects

While the capital plan covers the ten-year period of 2017-2026, only projects in 2017 are approved for spending. Future year projects starting after 2017, require approval in the future before spending can begin. Key elements of the 2017 capital plan are:

- continued construction work at Albion and North York Central Library;
- continuing development of the Information and Technology infrastructure (Technology Asset Management Program) and Virtual Branch Services;

- continuation of the Multi-Branch Renovation Program to address TPL's growing state of good repair backlog;
- construction is expected to begin at Bayview-Bessarion, Wychwood and St. Clair/Silverthorn;
- address site issues and begin planning work for Dawes Road; and
- begin planning work for St. Lawrence relocation and expansion.

A description of the 2017 projects is in Attachment 3.

2016 Capital Achievements

Branch Renovations and State of Good Repair Projects

TPL's 2016 capital program was advanced and expenditure allocated and invested to create smart, innovative and efficient infrastructure that is responsive to the changing needs of residents and communities. TPL's three-year average capital completion rate of close to 90%, one of the highest in the City.

Major renovations are on track

- Albion: in construction, schedule on track, expected completion in 2017;
- Agincourt: design complete, permits received, construction commenced with completion in fall 2016;
- Design for Wychwood is complete with expected site plan approval for December 2016;
- St. Clair/Silverthorn: design complete, expected site plan approval fall 2016;
- North York Central Library design complete, construction starting early summer 2016;
- Eglinton Square on track;
- Albert Campbell on track; and
- Dawes Road site issues being addressed.

Multi-Branch State of Good Repair Projects were advanced

- Building components for Beaches, Eatonville and Northern District branches were completed and seven other projects are underway.

Technology Asset Management Program (TAMP)

- Completion of upgrades of network hardware to support implementation of fiber network;
- Replacement of end-of-life PCs, monitors and laptops (five-year life cycle for PCs);
- Replacement of end-of-life networked printers & multi-functional devices; receipt printers; barcode & Radio-frequency Identification (RFID) scanners;
- Replacement of end-of-life servers and network hardware;
- Disk storage growth, including support for Toronto Star digital assets;
- Replacement of end-of-life in-branch audio visual equipment;

- Security upgrades, including Distributed Denial of Service (DDOS) appliance for website, malware gateway, and application permissions management;
- Installation of network security applications to support Your Account Cloud deployment;
- Purchase and install video-conferencing hardware and software to enable interactive; program broadcasts, remote learning and virtual meetings; and
- Continue the rollout of the building automation system.

Virtual Branch Services (VBS)

Digital services were made mobile friendly and new self-service features were launched:

- Re-built and improved mobile-friendly customer account, including information that provides customers with a better understanding of their account status;
- A mobile/responsive designed experience for priority webpages sections such as account access, library homepage, sign-in page, search results, online payment, item pages and new titles lists;
- Improved content management tooling and features;
- Launch a site for parents and caregivers for children under five; and
- Increased the available information for e-books, specifically the number of copies and holds.

CHALLENGES AND ISSUES

Service Transformation, Debt Target and SOGR Backlog

The City's assigned 2017-2026 debt targets are inadequate to meet TPL's capital funding needs. Despite the higher debt funding request in this submission, the ten-year outlook still shows a remaining unfunded SOGR backlog of \$120.789 million by 2026.

If the City does not agree to meet the Board's request for increased funding, the outlook for the SOGR backlog will worsen. In an effort to help address the SOGR backlog, the Board has directed staff to assess the feasibility of redeveloping TPL properties in order to generate excess capital funding that could help address the backlog and this process is underway working with the City and Build Toronto.

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. There will be a growing demand for wireless and internet access, more self-service, including mobile and personalized services, and new service delivery options will create increasing demands for technology. The technology infrastructure needs to be maintained, replaced and enhanced to meet demand, which requires capital funding as TPL refines its digital strategy. Funding for the technology infrastructure through Virtual Branch Services project is highly leveraged though development charges.

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, as well as other service options, will be evaluated for broader potential application.

CONCLUSION

Considering the age of the TPL buildings, the increase in population in the City core and the changing technologies in the delivery of library services, the Capital submission is in excess of the assigned debt targets in order to deliver on strategic priorities such as neighbourhood improvement, service transformation and access to technology through digital innovation. This year's submission repeats and reinforces TPL's business case for additional capital funding, though the format has been changed to more closely follow the City's budget instructions.

TPL's branch infrastructure is now optimal and service demands in new and growing communities will be addressed through: technology; renovation, relocation and expansion of existing branches; new service delivery options; and additional open hours.

TPL has achieved a three-year average capital completion rate of close to 90%, one of the highest in the City. This demonstrates TPL's readiness and ability to execute its capital program within the approved budget, which results in more efficient and improved services and better maintained assets.

TIMETABLE

The administrative review of the 2017 budget with City staff will take place over July-September 2016. The budget will be launched by the City on December 2, 2016, with final Council approval on February 15 and 16, 2017. A more detailed timetable is provided in Attachment 4.

CONTACT

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SIGNATURE

Vickery Bowles
City Librarian

ATTACHMENTS

- Attachment 1: 2017-2026 Capital Budget and Plan Submission – Project funding request meeting Debt Target
- Attachment 2: 2017-2026 Capital Budget and Plan Submission – Project funding request which exceeds Debt Target
- Attachment 3: 2017 Capital Projects Description
- Attachment 4: Capital Budget Timetable