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STAFF REPORT ACTION REQUIRED

2025 Capital Budget Adjustment and Monitoring Report – December 31, 2025

Date: February 23, 2026

To: Toronto Public Library Board

From: City Librarian

SUMMARY

This report requests Toronto Public Library Board endorsement to amend the Toronto Public Library (TPL) 2025-2034 Capital Budget and Plan by adjusting cash flows to match the timing of expenditures for projects proceeding ahead of planned schedule, and to account for unplanned costs incurred for completed or near-completed projects. These adjustments will ensure project expenditures are aligned to budget at year-end. These technical budget adjustments require City Council approval and are expected to be included in the City's final carry forward report for Council's approval on May 20, 2026.

This report also provides the Library Board with a summary of TPL's capital expenditures for the year-ended December 31, 2025. Capital spending during 2025 totalled \$85.001 million, or 94.4% of the proposed adjusted gross cash flow budget. The unspent balance of \$5.083 million across twelve capital projects at year-end will be carried forward to future years. Over the past three years, TPL's capital spending rate has averaged nearly 90% of the approved annual budget,

demonstrating TPL's capacity to utilize its capital funding commitments to invest in its assets and services, addressing SOGR and service alignment.

RECOMMENDATIONS

The City Librarian recommends that the Toronto Public Library Board:

1. endorses the following year-end cash flow accelerations totalling \$1.202 million:
 - a. accelerate a total of \$0.039 million gross and debt cash flow from 2026 to 2025 for Richview Building Elements;
 - b. accelerate a total of \$0.114 million gross and debt cash flow from 2026 to 2025 for Service and Digital Modernization;
 - c. accelerate a total of \$1.049 million gross and debt cash flow from 2026 to 2025 for Technology Asset Management Program;
2. endorses a budget transfer of \$0.115 million gross and debt from Multi-Branch Renovation project to Junction Triangle - Construction project;
3. authorizes staff to forward the capital budget adjustments in recommendations 1 and 2 to the City for approval; and
4. receives for information the 2025 year-end capital monitoring report of spending against capital projects for 2025 totalled \$85.001 million, or 94.4% of the proposed adjusted gross cash flow budget, as outlined in attachment 1.

FINANCIAL IMPACT

The approval of this report will endorse the acceleration of funds in TPL's approved 2025-2034 Capital Budget and Plan, accelerating funding from the 2026-2029 capital plan to the 2025 capital budget in the amount of \$1.202 million gross and debt as show in Table 1 below.

Table 1: 2025 CAPITAL YEAR-END ADJUSTMENTS REQUIRED (\$ millions)

Description	2025		2026	
	Gross	Debt	Gross	Debt
Advance and accelerate cash flows				
Richview Building Elements (SOGR)	0.039	0.039	(0.039)	(0.039)
Service and Digital Modernization	0.114	0.114	(0.114)	(0.114)
Technology Asset Management Program	1.049	1.049	(1.049)	(1.049)
Total Adjustment	1.202	1.202	(1.202)	(1.202)

In addition, the approval of this report will endorse a budget transfer of \$0.115 million gross and debt to account for close out costs incurred on the Junction Triangle capital project, as shown in Table 2 below.

Table 2: 2025 CAPITAL YEAR-END BUDGET TRANSFER ADJUSTMENTS (\$ millions)

Description	2025	
	Gross	Debt
Budget transfer		
Multi-Branch Renovation Program	(0.115)	(0.115)
Junction Triangle - Construction	0.115	0.115
Total Adjustment	0.000	0.000

These adjustments will result in a revised 2025 gross cash flow of \$90.084 million.

For the year-ended December 31, 2025, TPL spent \$85.001 million or 94.4% of the proposed adjusted gross budget of \$90.084 million. Details of project-by-project year to date spending are outlined in attachment 1 of this report.

These results should be considered preliminary until the external audit of the financial statements is completed.

The Director, Finance & Chief Financial Officer has reviewed this financial impact statement and agrees with it.

ALIGNMENT WITH STRATEGIC PLAN

The 2025 capital budget supports the 2025-2029 Strategic Plan priority of Shared Community Spaces by accelerating enhancements of our physical spaces to ensure that Torontonians have access to up-to-date multi-use library spaces that cater to diverse needs in every neighbourhood in the city.

EQUITY IMPACT STATEMENT

The 2025 capital budget is informed by the principles of equity and access and advances the work required under the Accessibility for Ontarians with Disabilities Act (AODA).

DECISION HISTORY

At its meeting on December 1, 2025, the Board adopted the report titled [Capital Budget Adjustment and Monitoring Report - September 30, 2025](#), which included cash flow accelerations of \$14.025 million, while also reporting year to date spending of \$36.200 million and a forecasted year-end spending of 94.5% of the 2025 capital budget for TPL.

At its meeting on September 29, 2025, the Board adopted the report titled [Capital Budget Adjustment and Monitoring Report - June 30, 2025](#), which included cash flow accelerations of \$4.304 million, while also reporting year to date spending of \$20.416 million and a forecasted year-end spending of 94% of the 2025 capital budget for TPL.

At its meeting on May 26, 2025, the Board adopted the report titled [Capital Budget Adjustment and Monitoring Report - April 30, 2025](#), which included cash flow accelerations of \$11.763 million and budget adjustments of \$1.086 million, while also reporting year to date spending of \$11.495 million and a forecasted year-end spending of 95% of the 2025 capital budget for TPL.

At its meeting on February 24, 2025, the Board adopted the report titled [2024 Capital Budget Adjustment and Monitoring Report - December 31, 2024](#), which included a 2024 year-end adjustment of \$10.178 million cash flow acceleration from the 2025 budget to align the 2024 budget with year-end actual spending and \$1.752 million of unspent 2024 funding to be carried forward to 2025-2034.

At its meeting on February 24, 2025, the Board adopted the report titled [2025-2034 Capital Budget and Plan – Adoption](#), which included the City Council adopted 2025 – 2034 Capital Budget and Plan for TPL.

ISSUE BACKGROUND

City Council adopted TPL's 2025-2034 Capital Budget and Plan, which included a 2025 capital budget of \$48.245 million. Through subsequent quarterly variance reporting, as well as through the approval of the acquisition of the future St. Lawrence Branch site, cash flow accelerations were approved resulting in a revised 2025 capital budget of \$88.883 million, before adjustments outlined in this report.

Financial control policies of the City and TPL allow for cash flows to be adjusted for projects where spending is ahead of schedule or for budget adjustments to be made to address the need for additional funding on projects due to unexpected or unplanned circumstances. Any budget adjustments of more than \$250,000 require Board endorsement and City approval.

Budget monitoring reports are presented to the Board quarterly and are aligned to the City's variance reporting cycles to Council. The consolidated financial results across all City Agencies, Boards and Divisions for the year-ended December 31, 2025 is planned to be reported to the City's Executive Committee meeting on July 21, 2026. TPL's financial results will be forwarded to the City for consolidation into these financial results.

COMMENTS

Through this report, TPL is seeking the Board's endorsement to amend the 2025 capital budget to align the 2025 cash flows with current project schedules and year-end spending. The proposed changes reflect projects advancing ahead of schedule that require accelerated funding, as well as projects with unforeseen costs through close-out activities that require budget transfers from other projects that have unused cash flows in 2025.

Capital Cash Flow Accelerations

The cash flow spending for the Richview Building Elements, Service and Digital Modernization, and Technology Asset Management Program projects had proceeded ahead of planned schedule in 2025 and a cash flow acceleration of \$1.202 million gross and debt from future years are required. These accelerations will align cash flows with the updated schedule and spending of these projects.

Capital Budget Transfers

In 2025, the Junction Triangle – construction project incurred unplanned costs as part of project close out activities to address post-completion deficiencies. This has resulted in a need for an in-year budget adjustment of \$0.115 million gross and debt to align 2025 cash flows with expenditures. Unspent 2025 cash flows will be transferred from the Multi-Branch Renovation Program to offset this need, resulting in a \$0 net impact on the Council-approved annual gross and debt levels for 2025.

Capital Budget Monitoring Report – For the Period Ended December 31, 2025

For the year-ended December 31, 2025, TPL spent \$85.001 million or 94.4% of the proposed adjusted gross budget of \$90.084 million. Attachment 1 includes a list of all active projects, providing 2025 year-to-date and life-to-date project expenditure status. Overall, TPL was able to utilize available capital funding to invest in critical facilities and technology infrastructure, as well as to advance many strategic initiatives. Examples of the outcomes of the capital work completed in 2025 include:

- completion of construction and the opening of the new Junction Triangle branch;
- completion of the Locke and Fairview renovations;
- completion of various State of Good Repair (SOGR) projects including HVAC upgrades at 3 locations, roof replacement at 3 locations, paving at 2 locations, fire monitoring upgrades at 41 locations and accessibility assessments at 70 locations;
- commencement of construction work on significant branch expansion projects including Centennial, Dawes Road and Pleasant View branches;

- acquisition of 339 Queen Street East for the relocation of the St. Lawrence branch;
- re-platforming and reimagining of TPL's new website and app to improve the customer experience, launched in January 2026;
- harmonized Voice Over IP technology with migration to cloud hosted Unified Communications as a Service enabling enhanced phone capabilities;
- network infrastructure improvements to meet increasing and future service demands from staff and customers; and
- successful roll out of more efficient, intuitive and secure printing solution for TPL customers and staff, including colour printing and copying.

CONCLUSION

The budget adjustments outlined in this report will be included in the City's final carry forward report for Council's approval on May 20, 2026. The budget adjustments will align the 2025 cash flow requirements to TPL's capital project delivery schedule and funding requirements.

The year-end financial results will be forwarded to the City of Toronto for inclusion in the consolidated financial results to December 31, 2025, which are expected to be presented to the Executive Committee on July 21, 2026.

CONTACT

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SIGNATURE

Moe Hosseini-Ara
City Librarian

ATTACHMENTS

Attachment 1: Capital Budget Monitoring Report for the Year-Ended
December 31, 2025

Toronto Public Library
2025 Capital Budget Monitoring Report
For the Period Ended December 31, 2025

Project/Sub-Project Name	2025 Budget	2025 - Year-to-Date						Life To Date				Expected Year of Completion	Comments		
		2025 Full Year Adjusted Budget		Spent		Unspent / (Overspent)		Budget	Actuals	Unspent / (Overspent)					
		\$	%	\$	%	(e) = (d) / (a)	On Budget			\$	%				
		(a)	(b)	(c) = (a) / (b)	(d) = (a) - (b)	(e) = (d) / (a)	(h)	(i)	(j)	(k)	(l) = (j) - (k)	(m) = (l) / (j)	(n)		
1 Bridlewood Branch Relocation	1,008,623	966,158	95.8%	42,465	4.2%	◎	◎	12,671,399	12,628,934	42,465	0.3%	2024	Branch reopened in November 2024, however, close out costs are still being incurred to address identified deficiencies. The unspent budget will be carried forward to 2026.		
2 Centennial Reconstruction and Expansion	8,239,227	6,471,452	78.5%	1,767,775	21.5%	◎	◎	21,744,000	10,358,130	11,385,870	52.4%	2027			
3 Dawes Road Reconstruction & Expansion	8,386,566	7,425,783	88.5%	960,783	11.5%	◎	◎	50,717,045	15,197,828	35,519,217	70.0%	2029			
4 Digital Experiences	2,215,467	2,022,367	91.3%	193,100	8.7%	◎	◎	19,937,221	12,383,341	7,553,880	37.9%	ongoing			
5 Ethennonnhawahstihnen' Library / Bayview Library Relocation	179,537	62,445	34.8%	117,092	65.2%	◎	◎	16,682,292	16,565,200	117,092	0.7%	2023	Branch reopened in July 2023, however, close out costs are still being incurred to address identified deficiencies. The unspent budget will be carried forward to 2026		
6 Etobicoke Civic Centre New Construction - Construction	5,464,492	5,028,594	92.0%	435,898	8.0%	◎	◎	33,687,000	8,300,102	25,386,898	75.4%	2028			
7 Junction Triangle - Construction	2,080,990	2,080,990	100.0%	0	0.0%	◎	◎	6,639,502	6,639,502	0	0.0%	2025	Branch in new location opened in July 2025. The project incurred unplanned costs as part of project close out activities to address post-completion deficiencies resulting in the need to adjust the project budget to ensure project cash flow match spending for 2025.		
8 Multi-Branch Renovation Program	14,988,655	14,988,655	100.0%	0	0.0%	◎	◎	69,315,662	62,241,637	7,074,025	10.2%	ongoing			
9 Northern District Exterior	32,182	32,182	100.0%	0	0.0%	◎	◎	3,400,698	3,400,698	0	0.0%	2025			
10 Northern District Renovation - Design	191,000	190,130	99.5%	870	0.5%	◎	◎	2,846,000	190,130	2,655,870	93.3%	2027			
11 Pleasant View - Construction	615,291	170,794	27.8%	444,497	72.2%	◎	◎	12,291,000	170,794	12,120,206	98.6%	2028	Project timelines have been revised based on construction contract award in October 2025. Construction phase will commence in Q1 2026		
12 Richview Building Elements (SOGR)	487,363	487,363	100.0%	-	0.0%	◎	◎	3,546,017	1,252,023	2,293,994	64.7%	2026	Project is advancing ahead of schedule. This has resulted in the need to accelerate \$0.039 million of cash flow from future years to align with 2025 spending.		
13 Service and Digital Modernization	4,270,448	4,270,448	100.0%	(0)	(0.0%)	◎	◎	36,182,764	18,413,484	17,769,280	49.1%	ongoing	Project is advancing ahead of schedule. This has resulted in the need to accelerate \$0.114 million of cash flow from future years to align with 2025 spending.		
14 St. Lawrence Relocation and Expansion	27,394,382	26,698,018	97.5%	696,364	2.5%	◎	◎	40,100,000	26,836,076	13,263,924	33.1%	2031	Building acquisition for the new branch relocation was completed in November 2025. Design will commence in Q1 2026		
15 Technology Asset Management Program	5,929,980	5,929,980	100.0%	(0)	(0.0%)	◎	◎	58,593,772	26,222,232	32,371,540	55.2%	ongoing	Projects are advancing ahead of schedule. This has resulted in the need to accelerate \$1.049 million of cash flow from future years to align with 2025 spending.		
16 Toronto Reference Library Renovation	8,203,727	8,114,247	98.9%	89,480	1.1%	◎	◎	29,208,803	14,751,323	14,457,480	49.5%	ongoing			
17 Woodside Relocation - Design	335,000		0.0%	335,000	100.0%	◎	◎	335,000	-	335,000	100.0%	2026	Delays were previously experienced in finalizing the lease terms for new location. This has been addressed. Design to commence in early 2026.		
18 Yorkville - Design	61,568	61,504	99.9%	64	0.1%	◎	◎	597,000	61,504	535,496	89.7%	2026			
Total 2025 Capital Projects Cash Flow Gross	90,084,497	85,001,111	94.4%	5,083,386	5.6%	◎	◎	418,495,175	235,612,939	182,882,236	43.7%				

On Time

On Budget

On / Ahead of Schedule

>70% of Approved Cash Flow

Minor Delays < 6 months

Between 50% and 70% of Approved Cash Flow

Significant Delays > 6 months

< 50% or >100% of Approved Cash Flow