

DOCUMENT 1

10.2

Report to / Rapport au:

**Ottawa Public Library Board
Conseil d'administration de la Bibliothèque publique d'Ottawa**

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SUBJECT: Library Services Asset Management Plan

OBJET: Plan de gestion des actifs des services de bibliothèque

REPORT RECOMMENDATIONS

That the Ottawa Public Library Board:

- 1. Approve the Library Services Asset Management Plan, as further described in this report and attached as Document 1; and,**
- 2. Recommend that Council approve the Library Services Asset Management Plan.**

RECOMMANDATIONS DU RAPPORT

Que le Conseil d'administration de la Bibliothèque publique d'Ottawa :

- 1. Approuve le Plan de gestion des actifs des services de bibliothèque, tel que décrit dans le présent rapport et joint au document 1 ; et,**

2. Recommande au Conseil d'approuver le Plan de gestion des actifs des services de bibliothèque.

BACKGROUND

In keeping with the *Public Libraries Act, RSO 1990, c.P.44* (the Act), and other relevant statutes, laws, and good governance practices, the Ottawa Public Library (OPL) Board holds accountability for the full range of decisions affecting the organization.

Furthermore, as per Section 20, the Board "... (c) shall operate one or more libraries and ensure that they are conducted in accordance with this Act and the regulations; (d) may operate special services in connection with a library as it considers necessary;" and, per Section 4 (f) regulate "... all other matters connected with the management of the library and library property."

As per OPL Board policy #002 – Delegation of Authority, the Board is responsible for approving key strategic frameworks, and the CEO holds authority for implementation. In addition, the Board is responsible for approving the allocation of both operating and capital resources. As stewards of the public good, it is staff's responsibility to work with the OPL Board in planning for and securing funds to maintain and renew/retrofit existing facilities, build new facilities, and acquire and maintain OPL's collections, fleet, and other library-related technology and equipment as necessary to ensure continuous service delivery.

In 2012, the "Building Together Guide" was published to encourage and support municipalities in Ontario to develop Asset Management Plans (AMPs) in a consistent manner. In 2017, O. Reg. 588/17 was subsequently enacted by mandating specific requirements for municipal Asset Management Policies and AMPs in Ontario. O. Reg. 588/17 set three AMP-related deadlines:

- **July 1, 2022 deadline:** Every municipality shall prepare an AMP in respect of its core municipal infrastructure assets (water, wastewater, stormwater, roads and bridges) documenting current inventory, condition, levels of service, and cost for the next 10 years.
- **July 1, 2024 deadline:** Every municipality shall prepare an AMP in respect of all of its other municipal infrastructure assets documenting current inventory, condition, levels of service, and cost for the next 10 years.

- **July 1, 2025 deadline:** Every municipality shall prepare an AMP in respect of all of its municipal infrastructure assets documenting proposed levels of service and financial strategies to fund these expenditures for each of the next 10 years.

In May 2021, a recommendation by City staff at the Finance and Economic Development Committee (FEDCO) meeting was carried to bring forward the updated Comprehensive Asset Management (CAM) Policy and Asset Management Plan (AMP) Framework to Council in June 2021. The Board was advised via memo that “The City of Ottawa policy applies to OPL facilities as our infrastructure assets are managed by the City of Ottawa on our behalf. OPL is a member of the City’s Comprehensive Asset Management Steering Committee, and we have ensured that the policy’s “Applicability” section outlines that City staff will work in collaboration with the respective asset owner. This is key as the majority of OPL facilities are owned by the City of Ottawa, however the Ottawa Public Library Board does own some infrastructure assets.”

Asset Management is one of two major components of OPL’s overall Facilities Master Plan (FMP), the second being the Facilities Framework (FF). The AMP relates to the management of existing facilities and other assets such as fleet and collections (outside of the facilities component), while the Facilities Framework sets the criteria for new and existing buildings and sites, which are used when developing new facilities, and in assessing existing facilities and locations.

In November 2022, the Board received and approved the Facilities Framework (OPLB-2022-1108-10.2), which also provided a status update on the AMP. The status update reminded the Board of the previously approved CAM Policy and AMP Framework by Ottawa City Council in May 2021. Subsequently, the update informed the Board that staff had begun preliminary work on the provincially legislated requirement to develop an overarching AMP for library services. In September 2023, the OPL Board approved the Facilities Framework Gap Analysis and Prioritization Criteria (OPLB-2023-0912-10.2), which identified the use of the AMP along with the Facilities Framework building and site criteria to evaluate existing facilities once presented to Board in Q2 of 2024. The information from both the prioritization list as well as from the AMP will be used to develop the complete FMP.

The Library Services AMP is one of eight AMPs (the remaining applicable to the City) being prepared in compliance with the July 1, 2024, deadline.

The purpose of this report is to seek Board approval of the Library Services AMP and direction to forward the AMP to Ottawa City Council for approval, prior to publication on the City of Ottawa website and submission to the Province of Ontario.

DISCUSSION

As per legislated requirements, and as described within Document 1 - Library Services Asset Management Plan, the AMP documents current levels of service. The AMP reports the current state of Library assets, their condition, levels of service provided, strategies and activities applied by the City and OPL, historical and forecasted financial details, and potential improvement actions related to OPL assets. It is a strategic document that provides a snapshot of current conditions and establishes a basis for future asset management planning and decision making. The AMP is based on data and financial information from 2023.

Assets covered within the Library Services AMP are:

- **Collections** including print resources, audio visual materials, and miscellaneous collection pieces such as musical instruments.
- **Facilities** including library materials centre(s), branches, and branch components.
- **Fleet** including the Bookmobile fleet and other library support vehicles.

For collection-related assets, the AMP does not include digital and online resources as these are intangible.

With respect to facilities and related branch components, the AMP addresses 17 of OPL's 33 branches. The 16 branches not included in the AMP are primarily those that are leased through a third-party or located in a shared facility with other City partners, such as community centres. With some exceptions, leased facilities do not receive significant lifecycle enhancements funded by the City or OPL, while shared facilities have been captured in the City's Recreation and Cultural Services Asset Management Plan and the Government Services and Information Technology Asset Management Plan. One leased facility, the Main branch, is included in the report due to lifecycle commitments as part of lease obligations. One shared facility, the Cumberland branch, is included in the analysis as a result of a data error. The former Metcalfe (Village) branch is included; however, this asset will be demolished as approved by the Board (OPLB-2022-0913-10.1).

Three (3) library branches (Rideau, Rosemount, and Vernon), with a total 10-year renewal need of approximately \$1.3M, were unintentionally omitted from the analysis. These branches will be included in the next update of the AMP. Furthermore, the new Central branch at Ādisōke has not been included as this facility is under construction; it will be captured in a future update.

Finally, the library components included in the Facilities category do not include technology assets managed by the City (e.g., public and staff computers, mobile devices, software applications, network infrastructure, etc.). These assets are captured in the related City AMP for Government Services and Information Technology.

Additionally, though the AMP is interconnected with OPL's Facilities Master Plan (FMP), the growth-related references do not include legacy gaps as described in the OPL FF Prioritization Matrix. The legacy gaps identified within the FF will be presented as enhancements in the AMP update prior to the next iteration to be completed by July 1, 2025.

Levels of Service

Connecting the assets with the client service levels they support enables asset investment decisions based on the service they are intended to provide, rather than simply on the asset's condition. The AMP establishes "level of service" measures and reports the current levels of service being provided. The measures outlined in the AMP align with the goals and objectives of both the City and OPL, and recognize that library services assets should be managed in a way that:

- Provides adequate library capacity and accessibility to the population served;
- Reduces emissions associated with the operations and facilities;
- Increases resiliency to extreme weather and changing climate conditions;
- Provides accessible facilities;
- Provides service when scheduled;
- Maintains assets in a state of good repair; and,
- Provides sustainable and affordable services over the long-term.

There are four technical levels of service that are specific to OPL, while the remaining commitments are aligned with the service AMPs managed by the City directly. Specific to OPL are the following:

1. Total library space per capita (as per the OPL Board approved Facilities Framework);
2. Average distance to the closest library branch (as per the OPL Board approved Facilities Framework);
3. Physical collection size per capita; and,
4. Percent of scheduled hours of service that were delivered (Bookmobile).

Table 1 – Technical Levels of Service, outlines the current performance for each of the four technical levels of service specific to OPL. The target levels of service will be described in the next update of the AMP, in alignment with new frameworks and policies developed by OPL and approved by OPL Board.

Table 1 – Technical Levels of Service

Service Attribute	Community Level of Service	Technical Level of Service	Current Performance (2022)
Capacity and use	Provide adequate library capacity and accessibility to population served	Total library space per capita	0.43 sq. ft/capita
		Average distance to the closest library branch	3.25 km
		Physical collection size per capita	1.67
Reliability	Provide service when scheduled	Percent of scheduled hours of service that were delivered (Bookmobile)	94.1%

Funding Requirements and Responsibility

The AMP has not identified any funding gaps for the Library Collection or Library Fleet assets. OPL funds renewal, growth, and enhancements for collections and fleet through the annual operating budget and capital allocations.

Library Facilities planned budget for the next 10 years is \$51M, however the forecasted funding need is \$117.2M, identifying a \$66.2M funding gap. The funding gap identified is inclusive of growth, enhancement, and renewal for OPL facilities. In addition, the AMP includes increased estimates for operational, maintenance, and capital renewal costs for library facilities due to gradual, long-term impacts of climate change. The estimates include \$2.1M for operating and maintenance and \$1.9M for capital renewal, based on information from the Financial Accountability Office of Ontario (FAO) "Costing Climate Change Impacts to Public Infrastructure (CIPI) Project" and \$15.2M of increased capital costs to implement climate change mitigation actions, including municipal fleet electrification and building retrofits, based on the City's 2020 Climate Change Master Plan. Lifecycle and climate change retrofits for all OPL facilities are funded by the City, however, OPL retains responsibility for growth and enhancement projects. To note, growth-related funding requirements captured within the AMP do not include debentures for the new Central branch at Ādisōke.

Following submission of the Library Services AMP to the Province, staff will begin developing the next iteration, specifically, the financial strategies to fund the service to the proposed levels. Staff will return to the Board in Q2 2025 for approval of the financial strategies, prior to submission to Ottawa City Council and subsequently the Province of Ontario.

CONSULTATION

OPL staff worked with staff in the City's Finance and Corporate Service Department (FCSD), Recreation, Culture and Facilities Services (RCFS), and Infrastructure and Water Services (IWSD) departments to develop the AMP.

Furthermore, the OPL Board Ad-Hoc Committee for Finance and Facilities, comprised of Vice Chair Fisher, Trustee King, and Chair Luloff (ex-officio), were consulted. The Ad-Hoc committee met eight (8) times to discuss elements of the overall Facilities Master Plan, including the Asset Management Plan. Prior to the 2023 – 2028 term of the OPL Board, the previous Ad Hoc Committee on Finance and Facilities was engaged.

ACCESSIBILITY IMPACTS

Ottawa Public Library complies with the *Accessibility for Ontarians with Disabilities Act, (2005)* in its operations. There are no accessibility impacts associated with this report.

BOARD PRIORITIES

This report aligns with the Board’s strategic directions and priorities #1 – Redesign the Library Experience, specifically to define the ideal client experience across service channels (branches/facilities, virtual, and mobile).

BUSINESS ANALYSIS IMPLICATIONS

There are no business analysis considerations associated with this report.

A variety of data sources were used in developing the AMP, as described in Table 2 – Data Sources.

Table 2 – Data Sources

Asset Class	Asset Type	Data Source			
		Inventory	Age	Condition	Replacement Cost
Library Collection	Audio Visual	OPL		N/A	OPL
	Print Resources	OPL		N/A	OPL
	Miscellaneous Library Collection	OPL		N/A	OPL
Library Facilities	Library Materials Centres	Asset Management Service (RIVA BPA)			
	Library Branches	Asset Management Service (RIVA BPA)			
	Library Branch Components	OPL			
Library Fleet	Bookmobile Fleet	Fleet Services			
	Other Library Fleet	Fleet Services			

Future decisions will be driven by the overarching Facilities Master Plan to be presented to Board in Q1 of 2025.

FINANCIAL IMPLICATIONS

There are no financial implications to this report. The Council approved Long Range Financial Plan for Tax Supported Capital and Transit remain in effect.

Growth needs and planned budgets will be updated and finalized as part of the Development Charges By-law Update and are intended to better align growth needs with planned budgets.

The asset management process is an important part of developing non-financial and financial strategies to help balance capital and operating costs, affordability, risks to assets and services, and service level expectations.

Similar to financial strategies, non-financial strategies in asset management are important and can support the longevity and performance of assets without additional financial investment. These strategies can focus on policy implementation that optimize the use of existing assets, improving operational efficiency, and enhancing asset life spans with strategic planning and management practices. These myriads of strategies may involve implementing policies that promote public education, adjust standards, or shift priorities and behaviours.

The next iteration of the AMP, which must be complete by July 2025, in accordance with O.Reg. 588/17, will document the levels of service and financial strategies to fund associated expenditures for each of the next 10 years.

The City's Long Range Financial Plans for Tax and Rate will be updated as companion reports to the 2025 AMPs.

LEGAL IMPLICATIONS

There are no legal implications associated with this report.

RISK MANAGEMENT IMPLICATIONS

Risk management implications associated with this report include data errors and omissions. To mitigate this risk, staff have begun comprehensive review and are working with the City to ensure the integrity of data across both organizations.

Financial risks and implications are as noted throughout the report, with financial strategies to be developed prior to the next AMP submission deadline of July 1, 2025. Risks associated with the financial strategies will be noted and may not be limited to financial pressures or limited funding.

TECHNOLOGY IMPLICATIONS

The technology implications associated with this report are limited to those components included in the Library AMP, and as described in this report. The AMP does not include technology assets managed by the City (e.g., public and staff computers, mobile devices, software applications, network infrastructure, etc.). These assets are captured in the related City AMP for Government Services and Information Technology.

SUPPORTING DOCUMENTATION

Document 1 Library Services Asset Management Plan (*French document immediately follows*)

DISPOSITION

If approved, staff will forward the Library Services AMP to Ottawa City Council for final approval.

Staff will bring the next iteration of the Library Services AMP, including financial strategies, to the Board in Q2 2025.