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Report to / Rapport au:

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

May 13, 2025 / 13 mai 2025

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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 (“the Board” or “OPLB”) 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 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. 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.

In May 2024, the Board received and approved the Library Services Asset Management Plan (OPLB-2024-0502-10.2) with the technical levels of service and the current levels of service described. As noted therein, 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.

The 2025 Library Services (LS) AMP is one of twelve AMPs being prepared in compliance with the July 1, 2025, deadline noted above.

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

DISCUSSION

The LS AMP includes assets that support the delivery of collections, expertise, programs, spaces, and tools through three channels: facilities, virtual (e.g., website), and mobile (e.g., bookmobiles, home delivery service, etc.).

Building on the 2024 LS AMP, which measured the current asset condition and service levels, the 2025 LS AMP includes target levels of service, 10-year asset needs and an articulation of risk and mitigation measures where forecasted funding is anticipated to be less than projected needs.

Based on the one-year timeframe between bringing the LS AMP in 2024, and the requirement to bring the 2025 update to Board and Council for approval, the LS AMP does not recommend any specific changes to current infrastructure or service levels. However, it does recognize that measured and strategic adjustments are necessary over the next ten years to help lay the groundwork for continued discussions and decisions.

The asset management approach integrates asset age, condition, and risk to make informed renewal decisions and maintain long-term infrastructure performance. It is worth noting that the LS AMP represents a relatively small percentage of total City assets and that other key City assets such as water, roads, wastewater and transportation also serve to support OPL assets. Thus, OPL assets must be considered in this context when it comes to city-wide project prioritization and future planning.

Asset classes, types and current state

The LS AMP categorizes library assets into three classes: collections, fleet, and facilities (including building components), providing information on the size and current replacement value of the asset portfolio.

The 2025 submission includes all items in the OPL print collection, nine (9) vehicles including bookmobiles and other library vehicles, and eighteen (18) of OPL's thirty-three (33) branches, plus the Library Materials Centre (James Bartleman building shared with City Archives). The remaining fifteen (15) branches not included are 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 shared facility, the Cumberland branch, is included in the analysis because of a data error.

Three (3) library branches (Rideau, Rosemount, and Vernon) that were unintentionally omitted from the analysis in 2024 are included in this iteration of the LS AMP. As a reminder, the new Central branch at Ādisōke has not been included as this facility is under construction; it will be captured in a future update.

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

The age and condition provide an indicator of how close assets are to the end of service life and the types of intervention and levels of investment that may be appropriate.

The average age of library assets and their condition are assessed using a five-point scale ranging from very good to very poor. The overall condition rating for library services is good, with 41% rated as very good, 18% as good, 33% as fair, and 8% as poor, indicating a need for attention in some areas. This is broadly consistent with national trends, with a portion of assets in fair or poor condition as part of normal asset lifecycle progression. Some examples that contribute to facilities being rated as fair or poor include the need for full roof replacements, window replacements, parking lot

resurfacing, electrical transformer upgrades, or mechanical system replacements such as air handlers and boilers, etc. These infrastructure projects typically have higher costs, which can distort the overall assessment of a facility's condition.

Levels of service

OPL assets exist to deliver services to clients across all five service categories defined in the Service Delivery Framework (SDF).

As noted in the 2024 LS AMP, there are four levels of service that are specific to OPL:

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

In addition to current and historical performance, this year's version also includes expected and target levels of service. As demonstrated on page 22 of Document 1, the current performance for each service level commitment (2023 data) and the expected performance in 2033 are outlined, indicating if the measure is expected to trend upwards, downwards, or remain stable. It is worth noting that the AMP assumes no changes to cost, funding, or service level over the next ten years.

Target levels of service are shaped by Board-approved policies, direction and regulatory standards. The infrastructure directly supports the target level of service, meaning infrastructure needs are inherently linked to the service levels that OPL has committed to delivering, per the service commitments identified in the recently approved SDF service strategies.

Funding requirements and responsibility

The LS AMP documents how OPL and the City maintain, operate and renew assets, providing a ten-year cost forecast associated with achieving target levels of service and comparing it to the planned budget to determine service area gaps or surpluses.

The estimates are based on 2024 data and include forecasts for:

- Growth needs and budgets for facilities and collections, based on the Development Charges Background Study (March 2024), required to serve the city's growing population.
- Enhancement needs for facilities, based on accessibility audits and building condition assessments, and input from subject matter experts, which are required to improve services, meet new or updated standards, or address accessibility.
- Renewal needs for facilities based on building condition audits, and on forecasted lifecycle renewal needs for fleet and library branch components, required to maintain assets in a state of good repair. These activities include major repairs, rehabilitation and replacement.

The planned budget for OPL assets over the next 10 years is \$63.2 million, however the forecasted funding need for growth, enhancement and renewal is \$101.8 million, pointing to a \$38.6 million gap. The gap reflects the forecasted investment needed to maintain, grow, and enhance infrastructure at approved service levels over the next ten years.

It is important to note that this iteration of the LS AMP does not address legacy gaps as described in the OPL FF, Prioritization Matrix. The legacy gaps identified within the FF will be presented as enhancements in a future iteration of the LS AMP, with Board approval of the FMP.

In addition, the LS AMP includes increased estimates for operational, maintenance, and capital renewal costs for library facilities due to gradual, long-term impacts of climate change and to implement mitigation actions. The estimates include a total of \$14.1 million for increased operations, maintenance and capital costs over ten years, which is in addition to the gap noted above.

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 LS AMP do not include debentures for the new Central branch at Ādisōke.

Risk management

The City/OPL applies a risk-based approach to prioritizing asset renewals. The risk assessment frameworks and methods vary across the different types of assets but are generally based on the importance of each asset in terms of service delivery/continuity and the number of users who could be impacted.

Examples of risk areas include climate change and extreme weather, lifecycle renewal costs, and rising asset costs. The consequences of these risks include higher vulnerability of assets, higher repair costs and emergency repairs resulting in service impacts, increased operating costs, project delays, increases in future renewal costs, and negative community perception.

To respond to risks, the LS AMP documents that future shifts may be required to sustain service levels at affordable costs, and that a combination of incremental shifts in service expectations, asset inventories, and capital investment will help to mitigate those risks.

Financial and non-financial strategies

The 2025 LS AMP recommends incorporating key needs identified into the City's Long Range Financial Plan (LRFP). The current LRFP includes renewal but not replacement, and so projected replacement costs over the next ten years, based on facility condition, will be built into the next iteration of the LRFP. In this way, the approach to infrastructure planning will be supported by strong alignment between AMPs and the LRFP, working together to guide sustainable investment decisions across city-wide assets. This alignment ensures decisions are informed by data, priorities, and long-term financial goals.

It is important to note that various non-financial strategies and tools will also need to be considered to help manage shortfalls. Indeed, these are essential for managing assets within fiscal limits, by balancing cost, risk and service delivery. These could include things such as increasing space by co-locating with other City facilities, increasing collections through advocacy for fair eBook pricing, supporting capacity of the bookmobile system through rent or lease models, and more frequent service reviews.

Improvement plan

The LS AMP concludes with a commitment to continuous improvement and adoption of appropriate processes in asset management practices, focusing on data management, updating cost estimates, and integrating climate change considerations into future planning.

Next steps

Pending approval by the Board, the LS AMP will be forwarded to City Council for review and approval in June, along with the other City AMPs.

From 2026 onward, the City is mandated to produce annual reports on its progress, further underscoring the iterative nature of asset management and transparent adaptation of strategies. A full re-evaluation and update of the LS AMP will be conducted at least every five (5) years (as required by provincial legislation) and is planned to happen once every term of Board and Council. The next comprehensive AMP update will come forward in 2028.

CONSULTATION

OPL staff worked with City staff to develop the AMP. Furthermore, the OPL Standing Committee for Finance, Facilities and Risk, comprised of Trustees King, Kitts and Brown, and Chair Luloff (ex-officio), were consulted regarding the updated AMP in May 2025.

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

The Library Services AMP supports OPL's 2023-2028 Strategic Plan, amongst several other strategic documents such as the Facilities Framework, the Financial Framework, and the Service Delivery Framework.

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 Document 1.

Future decisions will be driven by the overarching Facilities Master Plan, expected to be presented to the Board in Q4 2025.

FINANCIAL IMPLICATIONS

There are no direct financial implications to this report.

The City's Long Range Financial Plans for Tax and Rate will be updated as companion reports to the 2025 AMPs when these are presented to City Council in June 2025.

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 financial strategies to help balance capital and operating costs, affordability, risks to assets and services, and service level expectations.

LEGAL IMPLICATIONS

There are no legal implications associated with this report.

RISK MANAGEMENT IMPLICATIONS

Risks and implications are as noted throughout the report.

TECHNOLOGY IMPLICATIONS

The technology implications associated with this report are limited to those components included in the LS AMP, and as described in this report. The LS 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 by the Board, staff will forward the LS AMP to City Council for final approval. Annual progress reports will be presented to the Board, and the next comprehensive AMP update will come forward in 2028.