



Ottawa Bibliothèque
Public publique
Library d'Ottawa

11.3

Report to / Rapport au:

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

April 14, 2026 / 14 avril 2026

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SUBJECT: Semi-Annual Performance Measurement – July to December 2025

OBJET: Cadre de mesure du rendement semestrielle – juillet à décembre 2025

REPORT RECOMMENDATION

That the Ottawa Public Library Board receive this report for information.

RECOMMANDATION DU RAPPORT

Que le Conseil d'administration de la Bibliothèque publique d'Ottawa prenne connaissance de ce rapport à titre d'information.

BACKGROUND

As per the *Public Libraries Act*, RSO 1990, c.P.44 (“the Act” or “the PLA”), and the Ottawa Public Library (“OPL” or “the Library”) Board (“the Board”) Policy 010 OPLB CEO Reporting and Board Monitoring (“the CEO Reporting and Board Monitoring Policy”) the Board requires the Chief Executive Officer to report on a variety of subjects so that the Board may effectively perform its monitoring role. The Board uses a strategic

model of governance that focuses most of the Board's attention on setting strategic direction and objectives, making decisions on major projects, and monitoring performance in various aspects of the organization.

The Board approved the inaugural Performance Measurement Framework (PMF) at its meeting in May 2013 (Board Report # OPLB2013-0052). The PMF ensures that Key Performance Indicators (KPI) are reviewed each term of the Board, ensuring alignment with the organization's Strategic Plan and sector best practices. In October 2023, the Board approved a refreshed Strategic Plan, valid through 2028. Notably, the new plan includes a strengthened commitment to community development and removes the previous strategic statement which equated value to cardholder numbers. Instead, OPL will focus on the value of all library activities, including those which do not require a card. Staff continue to report on the active cardholder measure within the KPIs, as the number of active cardholders remains an important indicative metric of awareness and use of the library across all service streams. The 2023-2028 Strategic Plan is intended to carry OPL past the opening of the Central branch at Ādisōke, a new facility shared with Library and Archives Canada (LAC), and to allow time for a more fulsome review thereafter. At that time, KPIs will be reviewed for alignment with both client expectations and operational needs, and adjustments may be made to ensure they align with more recently approved Strategies and Frameworks, as well as interest-holder expectations and operational needs.

The PMF monitors on a semi-annual basis KPIs associated with both employees (E) and clients (C). Documents 1 through 3 further describe the intended interpretation of the PMF KPIs. This report provides the Board with a performance measurement update for Period 2, July – December 2025.

DISCUSSION

During Period 2, 2025 (July - December), OPL experienced a positive increase in three of the eight KPIs when compared to Period 2, 2024. These results indicate a year-over-year (including pre-pandemic periods) improvement in OPL's performance, demonstrating that library services are increasingly responsive to community needs.

Below are summary tables for all eight KPIs in Period 1 (January to June), and Period 2 (July to December), 2025. Table 1 displays Period 1 results (January to June) year-over-year from 2021 to 2025. Table 2 displays Period 2 results (July to December 2025)

year-over-year from 2021 to 2025. Tables 1 and 2 are followed by a detailed discussion and analysis for each measure for Period 2, 2025.

Table 2. Period 1 (January - June), 2021 – 2025						
Code	KPI Measure Name	2021	2022	2023	2024	2025
C1	Cardholder Growth Rate (percent)	-73.33	599.80	47.20	15.10	-13.65
C2	Total Twelve-Month Active Cardholders	232,959	188,827	228,400	233,196	261,569
C3	Economic Benefit Per Cardholder	N/A	N/A	N/A	N/A	N/A
C4	New Cardholder Referral Rate	23.68	16.08	15.67	17.71	9.5
E1	Average Applicants Per Job Posting	58.04	137.52	143.01	89.74	98.09
E2	Employee Turnover Rate	0.0040	0.0061	0.0136	0.0049	0.00797
E3	Active Cardholder to Full Time Equivalent Ratio	502.78	407.80	492.5	480.62	536.48
E4	New Employee Referral Ratio	N/A	.48	.22	.48	.45

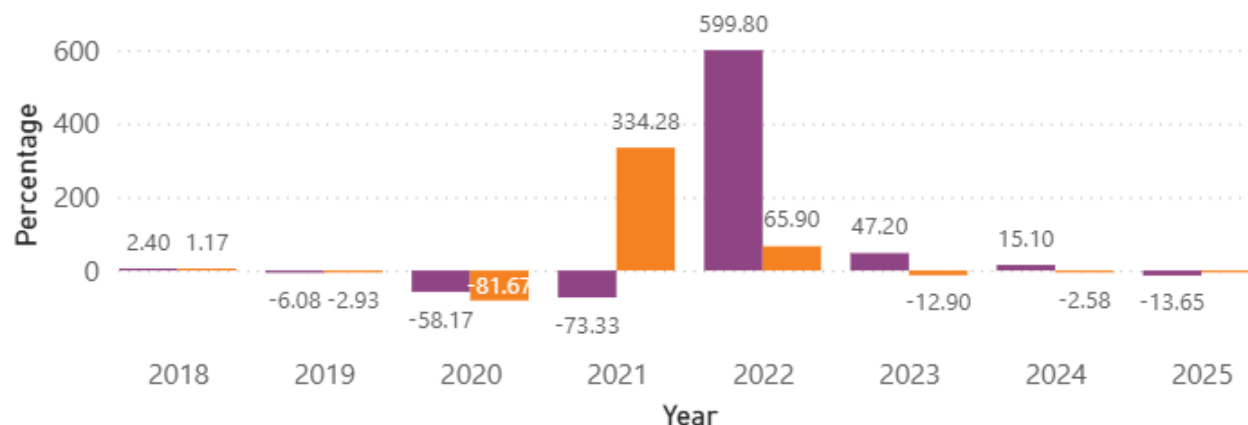
Table 3. Period 2 (July - December), 2021 – 2025						
Code	KPI Measure Name	2021	2022	2023	2024	2025
C1	Cardholder Growth Rate (percent)	334.28	93.7	-12.90	-2.58	-0.055
C2	Total Twelve-Month Active Cardholders	233,378	211,020	244,544	265,327	268,297
C3	Economic Benefit Per Cardholder	\$473.46	\$609.49	\$554.40	\$534.06	\$508.01
C4	New Cardholder Referral Rate	17.47	17.91	17.42	13.21	8.54
E1	Average Applicants Per Job Posting	84.63	135.71	105.75	135.24	379.95
E2	Employee Turnover Rate	0.0074	0.0089	0.0115	0.0095	0.00606
E3	Active Cardholder to Full Time Equivalent Ratio	505.22	447.21	525.16	548.63	536.48
E4	New Employee Referral Ratio	N/A	.43	.29	0.50	.30

Client KPI Summary:

C1- Cardholder Growth Rate

Cardholder Growth Rate

Period ● 1 ● 2



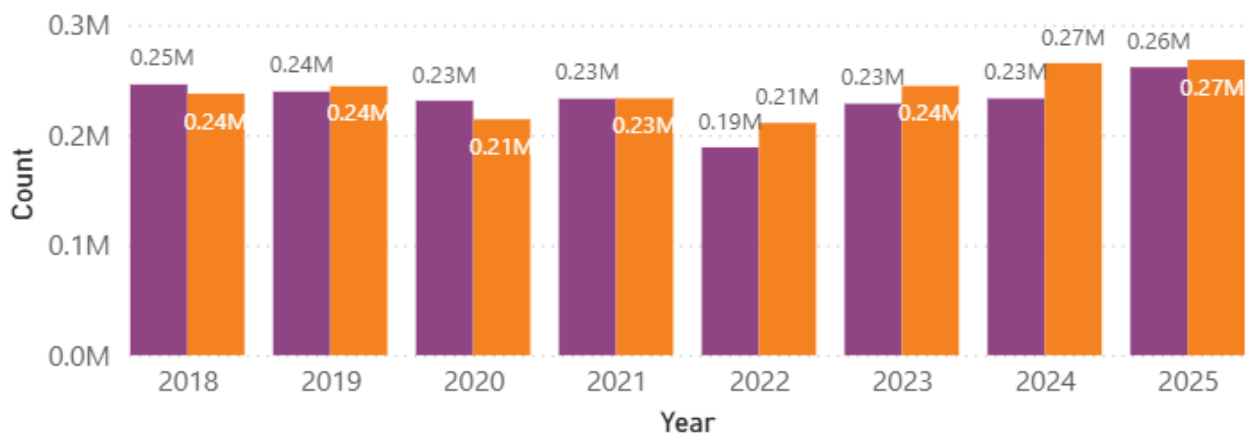
“Cardholder Growth Rate (C1)” measures the activation rate of new library cards as a percentage change in comparison to the same period in the previous year. New library card creation occurs every day both online (temporary) and in person (permanent). This measure captures the rate at which new permanent and temporary cards are created. From a magnitude perspective, OPL creates between 15,000 and 30,000 new cards every six-month period. During Period 2, 2025, OPL activated 1,338 fewer new library cards than in the same period in 2024. This represents a decrease of 0.055 percent in the activation rate of new cards.

While the cardholder growth rate was negative, the 12-month active cardholder rate (see C2 below) suggests steady retention even as new card acquisitions slowed. This indicates stability and signals consistent usage within OPL’s current client cadre. Additionally, this creates an opportunity to achieve growth through the library’s new brand which launched in January 2026. The new visual identity and presence is expected to generate awareness and, in turn, new card creation.

C2 - Total Twelve-Month Active Cardholders

Total Twelve Month Active Cardholders

Period ● 1 ● 2



“Total 12-Month Active Cardholders (C2)” includes the total number of cardholders that were active at least once in the past 12 months. Card renewals, online resource access, borrowing items, and other activities will prompt an update of the account’s last activity date.

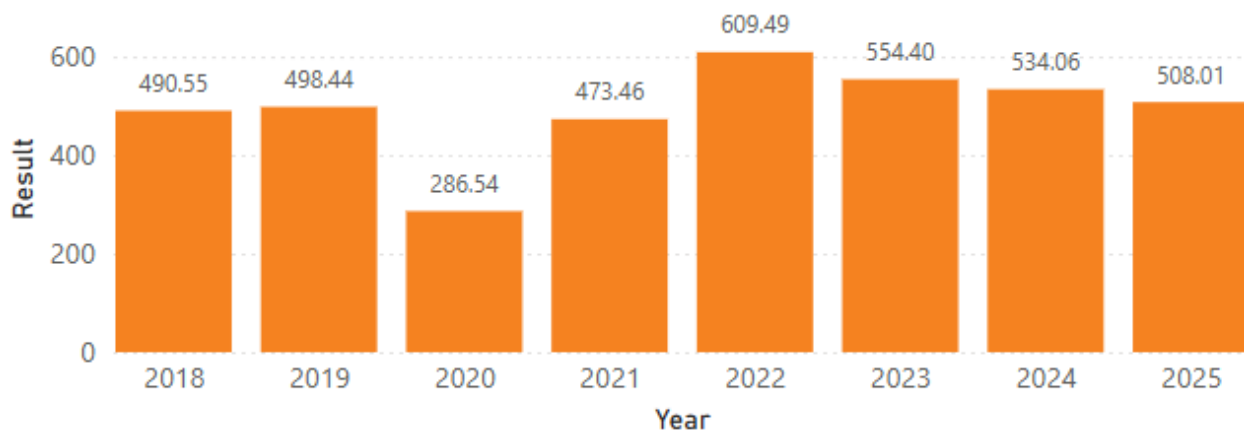
By the end of the Period, 268,297 cardholders were active in the previous 12 months. The result is the largest number of Active Cardholders reported by OPL in any Period since the implementation of the PMF in 2013. This measure surpasses the previous record set in Period 2, 2024, by 2,970. Total 12-Month Active Cardholders account for 24.4 percent of the total estimated population of the city of Ottawa. This is the second straight year that Ottawa Public Library has recorded 24 percent or higher active use rate, which represents nearly a quarter of all residents.

The performance of this KPI indicates a high level of consistency in the use of OPL with continued capacity for growth. In Period 2, 2025, the library experienced a significant increase of 9 percent over Period 2, 2024, in digital circulation, noting that digital circulation has increased consistently year-over-year since 2012.

C3 - Economic Benefit per Cardholder

Economic Benefit per Cardholder

Period ● 2



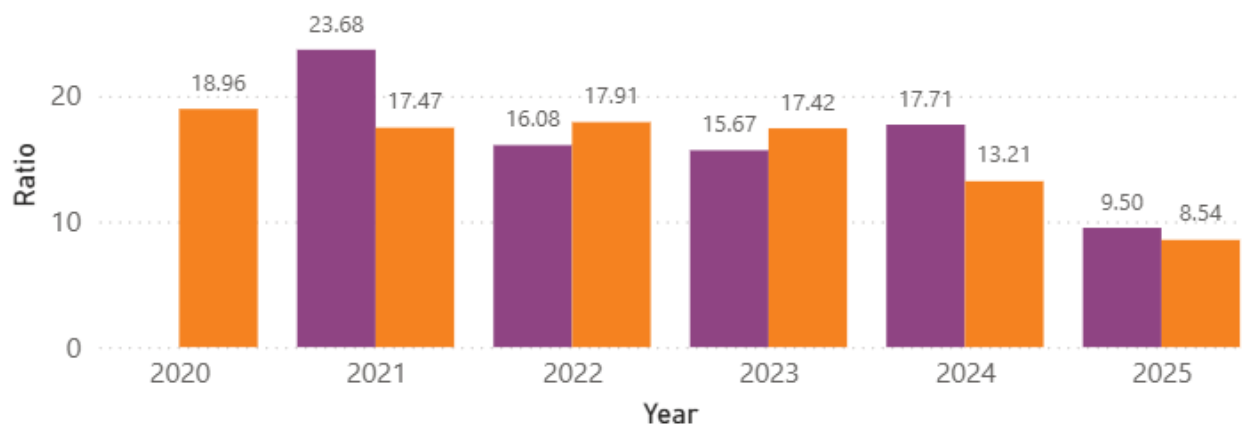
“Economic Benefit per Cardholder (C3)” is the estimated average economic benefit of transactions including circulation, program attendance, and Wi-Fi usage per 12-Month Active Cardholder. It is measured annually and shared through the Period 2 PMF report each April. This indicator represents the benefits received by clients who use free resources, such as borrowing materials, attending programs, or using online databases or other products. Inflation was applied to the comparative values of the services used in the calculation at a rate of 2.1 percent (as per Statistics Canada).

The economic benefit per active cardholder for 2025 was \$508.01, a decrease from 2024 when the benefit was \$554.40. The decreasing value of year-over-year results indicates an active cardholder base that is growing faster than the total number of various library transactions understood to offset direct potential costs to clients, including but not limited to internet access, subscriptions, and museum entry fees, etc. The result indicates that a library card remains an effective, free financial asset for residents of the city of Ottawa.

C4 - New Cardholder Referral Ratio

New Cardholder Referral Rate

Period ● 1 ● 2



“New Cardholder Referral Ratio (C4)” is defined as the proportion of new cardholders who were referred to OPL by existing cardholders. High referrals drive growth and can be a proxy for client satisfaction. Client referral information is provided voluntarily during online or in-person registration for a new library card. New clients are asked if they were referred to OPL or not, by responding “yes” or “no.” The field for their response may be left blank or contain “N/A” depending on the registration method.

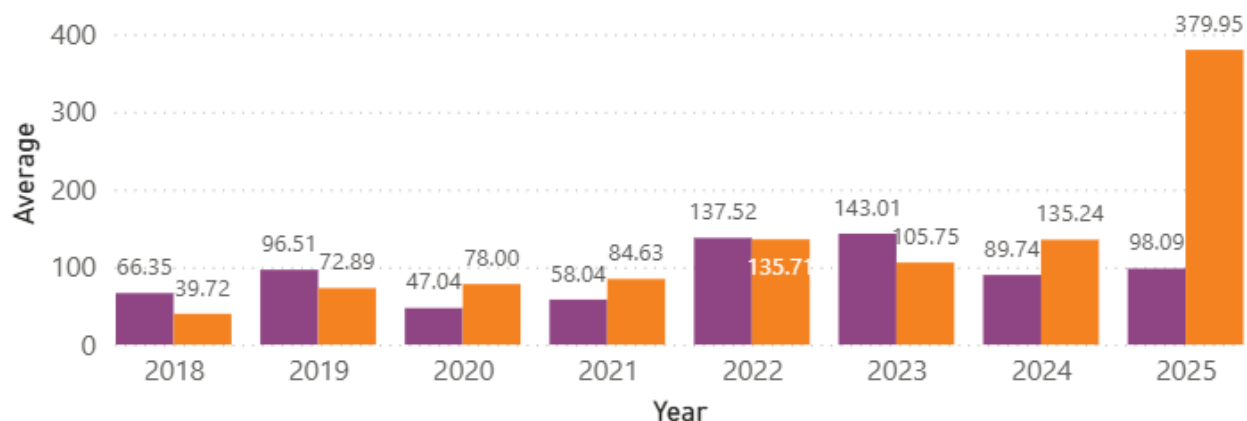
During the reporting period, the measure decreased to 8.54 percent from 13.21 percent in the same period in 2024. Recognizing that cardholders continue to increase, this suggests that more cardholders are finding their own way to library services. This result could present an opportunity to continue to increase cardholders in new ways (for example, by promotion through new marketing and advertising).

Employee KPI Summary

E1 – Average Applicants per Job Posting

Average Applicants Per Job Posting

Period ● 1 ● 2



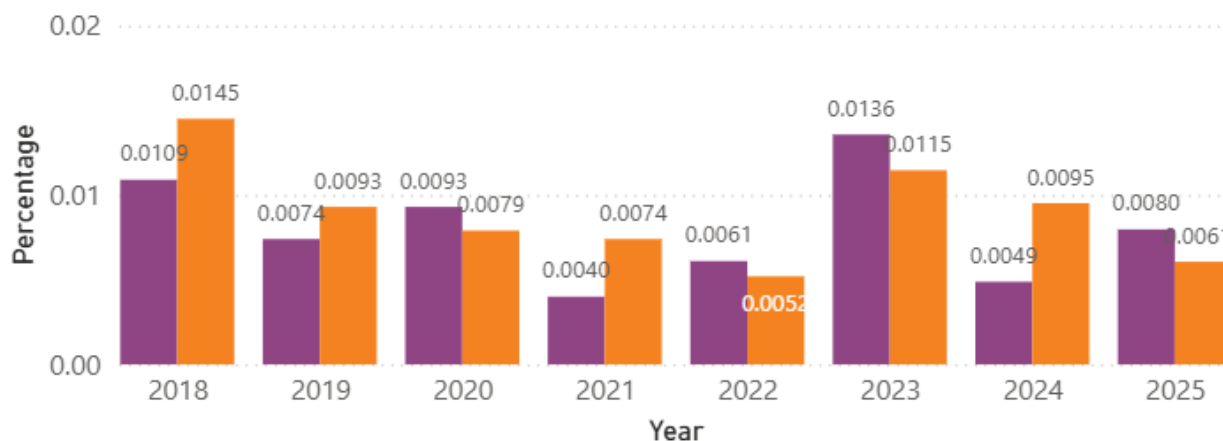
“Average Applicants per Job Posting (E1)” is the ratio of total applicants to total positions posted during the reporting period. The measure provides important indications about the acquisition of OPL candidates based on job posting responses. The number of postings denotes all jobs posted for competition, internally and externally, for which the two-week job posting period was completed within Period 2. The number of applicants represents all who applied.

During Period 2, 2025, the measure increased to 379.95 applicants compared to 135.24 for the same period in 2024. During the reporting period, there were 104 job postings, resulting in 22,797 internal (1,288) and external (21,509) applicants. The increase in the measure is due to significant efforts in recruitment for the Central branch at Ādisōke and increased interest in jobs in general within Ottawa Public Library. Most internal and external candidates applied for entry level positions, with some positions reaching more than 3,600 applications.

E2 - Employee Turnover Rate

Employee Turnover Rate

Period ● 1 ● 2



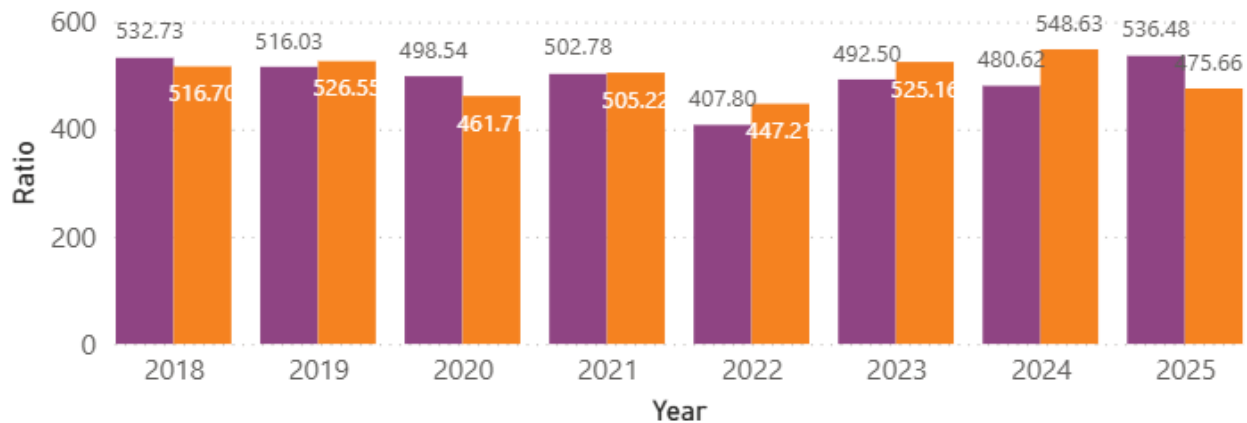
“Employee Turnover Rate (E2)” is the percentage of permanent employees that resigned for reasons not related to retirement, illness, etc. Low regrettable turnover is indicative of a productive work environment, strong leadership, and overall stability. The employee turnover rate considers permanent full-time and part-time employees whose tenure with the organization was less than two years. Employees that left for reasons related to retirement, illness, etc. are not included in the calculation.

During Period 2, 2025, the measure decreased from 0.0095 in 2024 to 0.0061 and continues along with a consistent trend of low turnover. There were four (4) individuals who met the criteria and who left the organization in Period 2, 2025, a decrease from six (6) in Period 2, 2025. Of those employees who left, two (2) of the four (4) occupied entry-level positions. This is in alignment with historical trends of higher turnover in entry-level positions.

E3 - Active Cardholder to Full-Time Equivalent Ratio

Active Cardholder to Full Time Equivalent Ratio

Period ● 1 ● 2



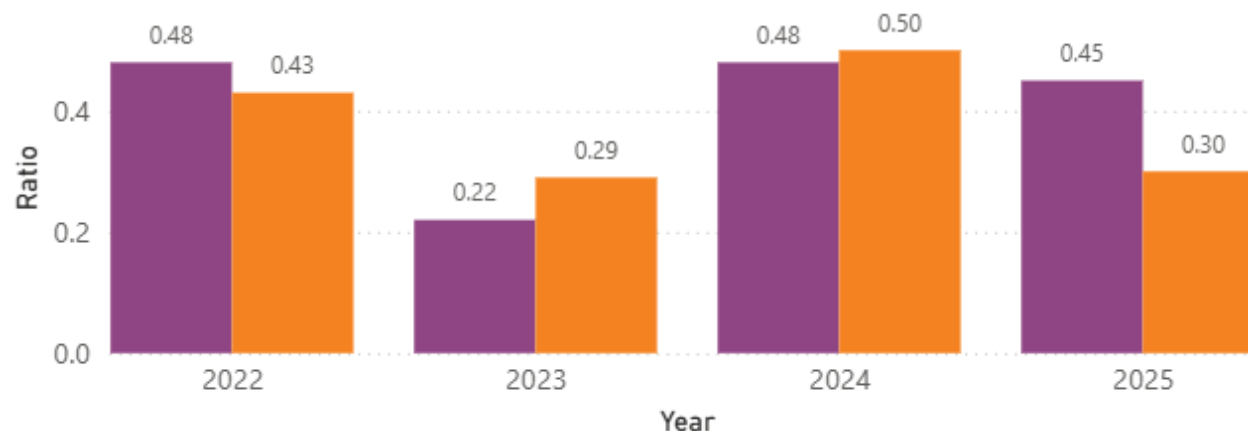
“Active Cardholder to Full Time Equivalent Ratio (E3)” is the number of active cardholders compared to the number of Full Time Equivalent (FTE) positions in the organization. The measure helps OPL understand whether staffing levels are responsive to changes in the active cardholder base. Higher values for this measure can indicate a level of efficiency, though should be balanced with a caution that excessive values may signal potential challenges related to service delivery or client satisfaction.

During Period 2, 2025, the number of active cardholders per FTE decreased, reaching 475.66 from 548.63 in the same Period in 2024. The primary factor for the result is an increase of more than 2,000 active cardholders compared to the same period in 2024 and an increase in FTE positions within the organization. The library expects that the measure will continue to decrease with additions to the total FTE count.

E4 - New Employee Referral Ratio

New Employee Referral Ratio

Period ● 1 ● 2



The “New Employee Referral Ratio,” measures the number of newly hired employees who were referred by existing employees. The method in which this measure is captured is through an internal employee survey. In Period 2, 2025, this ratio decreased to 30 percent, down from 50 percent in the same period in 2024. OPL received 20 responses to the survey question in Period 2, 2025, of which there was a total of six new employees who responded “yes” to being referred by an existing employee. In comparison, there were 24 survey responses in the same period in 2024, with 13 that responded “yes.”

CONSULTATION

The development of this report required internal consultation with management to determine causal actions and potential responses to improve services and measurement results.

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 is prepared in compliance with OPL Board Policy 010 CEO Reporting and Board Monitoring, as well as the Strategic Priority to “Increase data-driven decision-making.”

BUSINESS ANALYSIS IMPLICATIONS

There are no business analysis implications associated with this report.

FINANCIAL IMPLICATIONS

There are no financial implications associated with this report.

LEGAL IMPLICATIONS

There are no legal impediments to receiving this report for information.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with this report.

TECHNOLOGY IMPLICATIONS

There are no technology implications associated with this report.

SUPPORTING DOCUMENTATION

Document 1 – Performance Measurement Reference Information

Document 2 – KPI Alignment Diagram

Document 3 – Client and Employee KPI Definitions and Rationale

DISPOSITION

The next Semi-Annual Performance Measurement Report will be brought to the Board in October 2026 and will present results from January 1, 2026, to June 30, 2026. The report will not include results for measure C3 - Economic Benefit per cardholder as the KPI is reported out only once per year each April.

Performance Measurement Reference Information

The list below identifies the specific measures in alignment with OPL's 2023-2028 Strategic Directions and highlights important client and employee trends. Document 2 further describes the structure in which measures for customer and employee journeys are intended to represent strategic initiatives and how they fit into a balanced scorecard approach. Document 2 provides the official definition of each indicator approved by the Board so that interpretation and purpose remain consistent throughout its term.

Redesign the Library Experience

C1. Cardholder Growth Rate (Client Experience)

C2. Total Twelve-Month-Active Cardholders (Client Experience)

Build Organizational Capacity

E1. Average Applicants per Job Posting (Employee Experience)

E2. Employee Turnover Rate (Employee Experience)

E3. Active Cardholder to Full-Time Equivalent Ratio (Employee Experience)

E4. New Employee Referral Ratio (Employee Experience)

Demonstrate the Value of OPL

C3. Economic Benefit per Cardholder (Client Experience)

C4. New Cardholder Referral Ratio (Client Experience)

Measurement groups (C1-C4 and E1-E4) comprise a strategic view of important facets of client and employee journeys. Clients and employees are central to the Library's Vision and Mission and are the focus of the KPIs (Key Performance Indicators). This information informs strategic decision making and shifts away from traditional Library metrics towards strategic indicators in alignment with the governance model.

Indicators C1 and E1 represent early touch points in the client and employee experience. Both KPIs focus on activation and acquisition to assist in evaluating if OPL

is attracting new clients and employee candidates. Understanding changes in these measures can inform decision making as the library adjusts the experiences of clients and employees and builds capacity.

Indicators C2 and E2 are intended to measure retention rates once visitors and job candidates become employees or cardholders. Monitoring retention is critical to ensure that OPL retains valuable employee skills and knowledge and continues to provide valuable public services to clients. “Employee Turnover Rate (E2)” provides an indication of whether permanent or part-time employees leave within a period of less than two years (referred to as regrettable turnover).

As clients continue to use services, economic benefit is created for the cardholder, community, and residents. Economic benefit is the estimated value generated through programs, activities, and services. Direct benefit is value created by the usage of free services provided by OPL in lieu of paid alternatives. An indirect benefit is value created through spending by OPL staff; that is, employee spending of wages at local shops and services, creating jobs and additional economic value. “Economic Benefit per Cardholder (C3)” focuses only on the direct added value clients receive. The measure accounts for traditional usage statistics related to the cardholder benefits (access to collections, registered programming, and online resources). Measure C3 is reported only in Period 2 (July-December). Period 2 reporting occurs annually each April.

Growth in clients and evolving and innovative services require adaptive staffing models. Shortages in staffing can lead to longer wait times or fewer service offerings and decrease client and employee satisfaction. “Active Cardholder to Full Time Equivalent Ratio (E3)” helps OPL understand whether staffing models are responsive to changes in the active cardholder base. The measure looks at the Total 12-Month Active Cardholder figure as a ratio of staffing Full Time Equivalent positions.

Clients and employees who stay with OPL, and who typically derive benefits from services, often promote OPL's value by word of mouth. It is important to confirm whether new cardholders or employees were referred to OPL. Referrals can be an indicator of satisfaction and efficiency, and link directly to the creation of new 12-Month-Active Cardholders. “New Cardholder Referral Ratio (C4)” and “New Employee Referral Ratio (E4)” track the percentage of clients and employees that were created based on the referral of an OPL client or employee, respectively. Both measures required the creation of new data collection methods which began in Period 1, 2020.

OPL Key Performance Indicators								
Group	Client			Employee				
Strategic Direction	Redesign the Library Experience		Demonstrate the Value of OPL		Build Organizational Capacity			
Balanced Scorecard	Operational Effectiveness	Client Satisfaction		Financial Stewardship	Operational Effectiveness	Employee Satisfaction		Financial Stewardship
KPI	Cardholder Growth Rate	Total 12 Month Active Cardholders	New Cardholder Referral Ratio	Economic Benefit Per Cardholder	Average Applicants per Job Posting	Employee Turnover Rate	New Employee Referral Ratio	Active Cardholder to Full Time Equivalent Ratio

OPL Client KPI Definitions (2023-2028)			
Strategic Alignment	KPI	Measurement Definition	Rationale
Redesign Library Experience	<i>Cardholder Growth Rate</i>	The percent change of the average number of cardholders created during the reporting period compared to the same period the previous year.	An increased growth rate is indicative of progress towards achieving the strategic statement goal and a library experience that is accessible and appealing to a larger percentage of the population served.
Redesign Library Experience	<i>Total 12 Month Active Cardholders</i>	The total number of cardholders that were active at least one time in the past 12 months.	Strategic Statement objective measurement; increases are indicative of customer retention and representative of general unique use of multiple library services.
Demonstrate the value of OPL	<i>New Cardholder Referral Ratio</i>	The proportion of new cardholders who were referred by current OPL customers.	High referrals drive growth and can be a proxy for client satisfaction.
Demonstrate the value of OPL	<i>Economic Benefit Per Cardholder</i>	The estimated average economic benefit of service transactions including (Circulation, Program Attendance, and Database usage) per 12-Month Active Cardholder.	Illustrating the average value of service transactions per active cardholder demonstrates the positive economic value that library usage can provide.

OPL Employee KPI Definitions (2023-2028)			
Strategic Alignment	KPI	Measurement Definition	Rationale
Build Organizational Capacity	<i>Average Applicants per Job Posting</i>	The ratio of total applicants to total positions posted during the reporting period.	A high ratio of applicants to postings indicates an increased attractiveness of working for Ottawa Public Library.
Build Organizational Capacity	<i>Employee Turnover Rate</i>	The percentage of permanent employees that resigned for reasons not related to retirement, illness etc..	Low regrettable turnover is indicative of a productive work environment, strong leadership and overall stability.
Build Organizational Capacity	<i>New Employee Referral Ratio</i>	The percentage of new hires referred by OPL employees.	High referrals drive growth and can be indicative of employee engagement.
Build Organizational Capacity	<i>Active Cardholder to Full Time Equivalent Ratio</i>	The number of active cardholders compared to the number of Full Time Equivalent positions in the organization.	An increasing ratio indicates a higher number of active cardholders compared to one full-time equivalent and improved organizational capacity.