



STAFF REPORT INFORMATION ONLY

TPL Workforce Overview

Date: May 23, 2023

To: Toronto Public Library Board

From: City Librarian

SUMMARY

Toronto Public Library's (TPL's) 2020-2024 Strategic Plan incorporates five strategic priorities, one of which is Investing in Staff and an Innovative Service Culture. This report provides an update on a number of key topics associated with this strategic priority, including an overview of the workforce and the employment relationship at TPL, as well as workforce diversity and staff safety and well-being.

TPL provides progressive, career-oriented employment opportunities to a broad range of Torontonians, and is a key employer for youth, including racialized youth, and recruits from across Toronto including high priority neighbourhoods.

FINANCIAL IMPACT

Staff salary and benefits comprise 72% of the operating budget so managing and monitoring the spending of the staffing budget is very important for fiscal management.

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

DECISION HISTORY

This report provides an update to the [TPL Workforce Overview](#) that was provided to the Board on April 25, 2022.

COMMENTS

TPL's 2020-2024 [Strategic Plan](#) incorporates five strategic priorities, one of which is Investing in Staff and an Innovative Service Culture. This report provides an update on the following topics:

1. An overview of TPL's current and historical workforce
2. Terms and conditions of employment
3. Career advancement opportunities
4. Workforce additions and departures
5. Workforce equity and inclusion
6. Staff safety and security

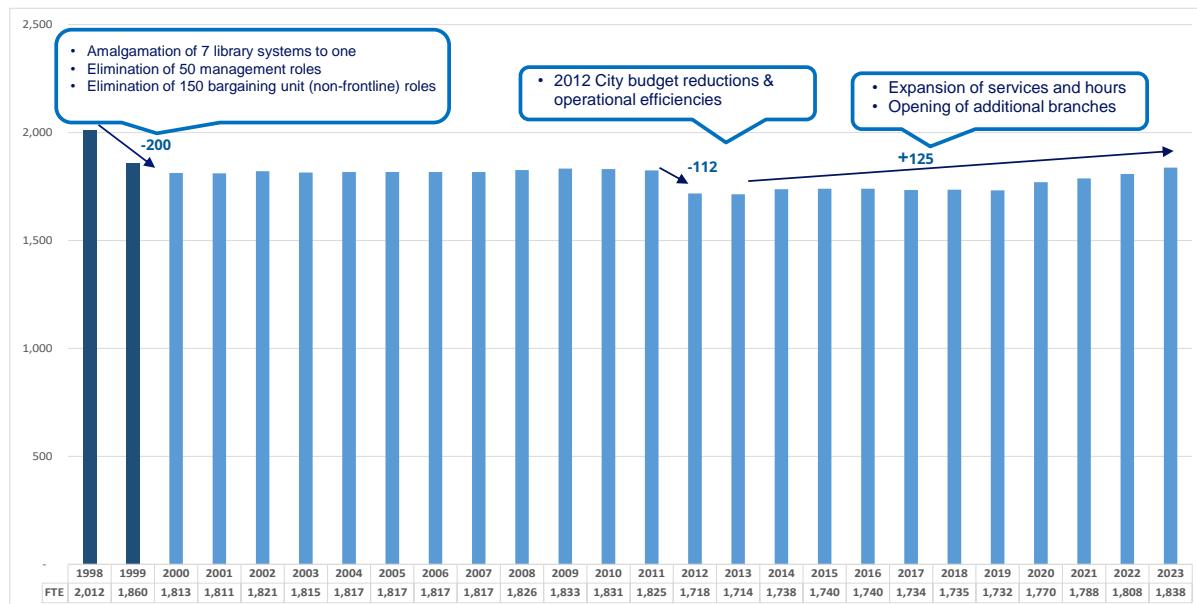
1. Workforce Overview

TPL currently has an approved workforce of 1,838 full-time equivalent positions (FTE's), an increase of 29.5 FTE from 2022, and an increase of 104 FTE over the past five years. These 1,838 positions are filled by approximately 2,400 full-time and part-time staff and Pages.

TPL was created in 1998 as a result of the amalgamation of seven library systems into a single organization. Through the process of amalgamation, approximately 200 redundant and duplicative positions in the seven former library systems were eliminated, fifty of which were management and executive positions, and the remaining 150 staff eliminated were from the non-frontline support departments. Following amalgamation, services across the former seven library systems were harmonized, incorporating a tiered service delivery model. Library systems, budgets, policies and support services were integrated, and a single bargaining unit and collective agreement were created.

TPL's current workforce is approximately the same size as it was following amalgamation, as shown in the chart below. TPL's workforce was reduced by 112 FTE in 2012 as a result of City of Toronto budget reductions as well as TPL operational efficiencies, with no service reductions. Subsequent budget increases have returned TPL staffing levels above the level prior to those reductions with 125 new positions. The vast majority of these additional positions are full-time.

TPL Workforce 1998-2023 (Full-Time Equivalents)



2. Terms and Conditions of Employment

TPL's workforce is 99.5% permanent, and 95% unionized under a collective agreement with the Toronto Public Library Workers Union, CUPE Local 4948. Under the collective agreement, all unionized TPL staff with 11 or more years of seniority have protection from layoff or reduction in hours; currently, this represents 50% of staff. TPL has never laid off staff or reduced staff working hours since amalgamation; all budget savings have been achieved through voluntary attrition and elimination of vacant positions.

TPL's positions are filled through a combination of full-time staff (57%), part-time staff (21%), and Pages (22%). This mix of part-time and full-time staff is required to efficiently and effectively meet customer and service needs, which vary during the service days of up to 11.5 hours. Staff typically advance from part-time to full-time roles in six years, although some staff prefer to remain in part-time roles for personal or family reasons.

Pages are part-time staff who work between 10.5 and 20 hours per week and are mostly staffed by students who find these hours convenient. Page positions are a primary entry point into the organization for new recruits.

Staff can also elect to earn extra income by opting to work extra hours during the week, or on Sunday (at overtime rates).

All staff are eligible for benefits, sick leave and pension coverage, subject to minimum eligibility requirements. Benefits are 100% employer-paid for full-time staff, and 60%

employer-paid for part-time staff and Pages. TPL staff participate in OMERS, a multi-employer, defined benefit pension plan that provides inflation-protected retirement income up to 70% of salary.

3. Career Advancement Opportunities

TPL provides progressive, career-oriented employment opportunities to a broad range of Torontonians, and is a key employer for youth, including racialized youth, and recruits from across Toronto including high priority neighbourhoods. Average staff tenure is thirteen years, with many staff starting at TPL early in their career and progressing through a range of career advancement opportunities, both within and beyond their core professional discipline.

TPL's staffing and career development model, as embedded in the collective agreement, gives preference to internal candidates for vacant positions. As a result, staff have access to a broad range of advancement opportunities and career paths, and are supported in efforts to develop their career through tuition reimbursement and training. Most vacant positions are filled by internal candidates through promotions and transfers. Staff who started as Pages with TPL have advanced into more senior positions throughout the organization, including senior public service and support function roles, and management and executive positions.

4. Workforce Additions and Departures

TPL typically has about one hundred positions vacant at any given point in time, due to promotions, transfers and retirements. During the pandemic, staff vacancy rates increased significantly as a result of shutdowns and other operational disruptions. These increased vacancy levels were reduced in 2022 from 190 to 103. Per the collective agreement, TPL can only hire externally into unionized roles if no qualified internal candidate exists. As a result, over 75% of roles are filled with internal candidates, resulting in other internal vacancies and a lag in external hiring.

In 2022, TPL hired 397 new staff, 97% of which were permanent hires. 242 staff departed from TPL in 2022, mostly through resignations and retirements. TPL has an attrition rate of approximately 8%, and a very high rate of retention of long-serving staff.

5. Workforce Equity and Inclusion

TPL's workforce is 54% racialized (up from 40% in 2018), reflecting the representation among the Toronto population. Representation of Black staff is 7%, compared to 10% in the Toronto population. Representation of racialized staff is highest among Pages and other recent hires, two-thirds of whom identify as racialized. Racialized staff comprise 45% of executives and 30% of management.

Staff who identify their sexual orientation as LGBQ+¹ has increased from 12% in 2018 to 18% in 2022.

Representation of other equity-deserving groups has also increased. A [report](#) of the TPL 2022 staff survey results, which include diversity representation, was provided to the Board at the October 2022 Board meeting. Further details will be provided in a presentation at the May 2023 Board meeting, and a full overview of TPL's Workforce Equity and Inclusion Strategy and Action Plan will be provided to the Board later this year.

6. Staff Safety and Security

The number of violent incidents in TPL branches, while small as a proportion of total visits, has tripled in the last five years. Most incidents occur in twenty of TPL's 100 branches, mostly in the downtown core. To address this challenge, TPL established in 2021 a [Discussion Table](#) on Alternate Approaches to Safety and Security, bringing together members of the Library Board, union, management, and representatives of the City of Toronto and community agencies. An [action plan](#) to address high priority areas was presented to and endorsed by the Library Board in October 2023, and is being implemented.

This action plan includes enhanced partnerships with community agencies and the City of Toronto, as well as new positions to bolster TPL's ability to prevent and respond to incidents in branches. It also includes a new social service team pilot funded by the Toronto Public Library Foundation. The action plan is founded on a trauma-informed approach, recognizing the importance of open and welcoming access to library services and spaces for all Torontonians. A full update on the safety and security action plan will be provided to the Board at the September 2023 Board meeting.

Further details on all six topics will be provided at the May 2023 Board meeting.

CONTACT

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¹ The use of LGBQ+ is specific to sexual orientation identities and excludes gender identity/expression.

SIGNATURE

Vickery Bowles
City Librarian

TPL Workforce Overview

Toronto Public Library Board

May 23, 2023



Provide the Library Board with an overview of TPL's workforce.

Key Topics

1. Current and historical workforce
2. Categories of staff and related terms of employment
3. Career advancement opportunities
4. Workforce additions and departures
5. Workforce diversity and inclusion
6. Staff safety and security

section 1

current & historical workforce

historical perspective

TPL was founded in 1998 as a result of the amalgamation of seven GTA library systems.

1997 – 1998

Creation of Toronto Public Library

Ontario enacts the City of Toronto Act, amalgamating 7 municipal governments into 1.

Amalgamation of 7 libraries leads to consolidation of duplicate support units and overhead costs, resulting in the elimination of 50 management and 150 non-front-line FTEs.

1999 – 2004

Service Harmonization

Branch and service review identified wide variations in access and services across former libraries.

Developed tiered service delivery model.

Integrated library systems, budgets, policies and support services.

Expanded Sunday and evening hours.

Established single bargaining unit, unified collective agreement, seniority lists, wages and benefits.

2006 – 2017

Standardization and ongoing growth of branches, open hours and Sunday hours

2012 – 2013

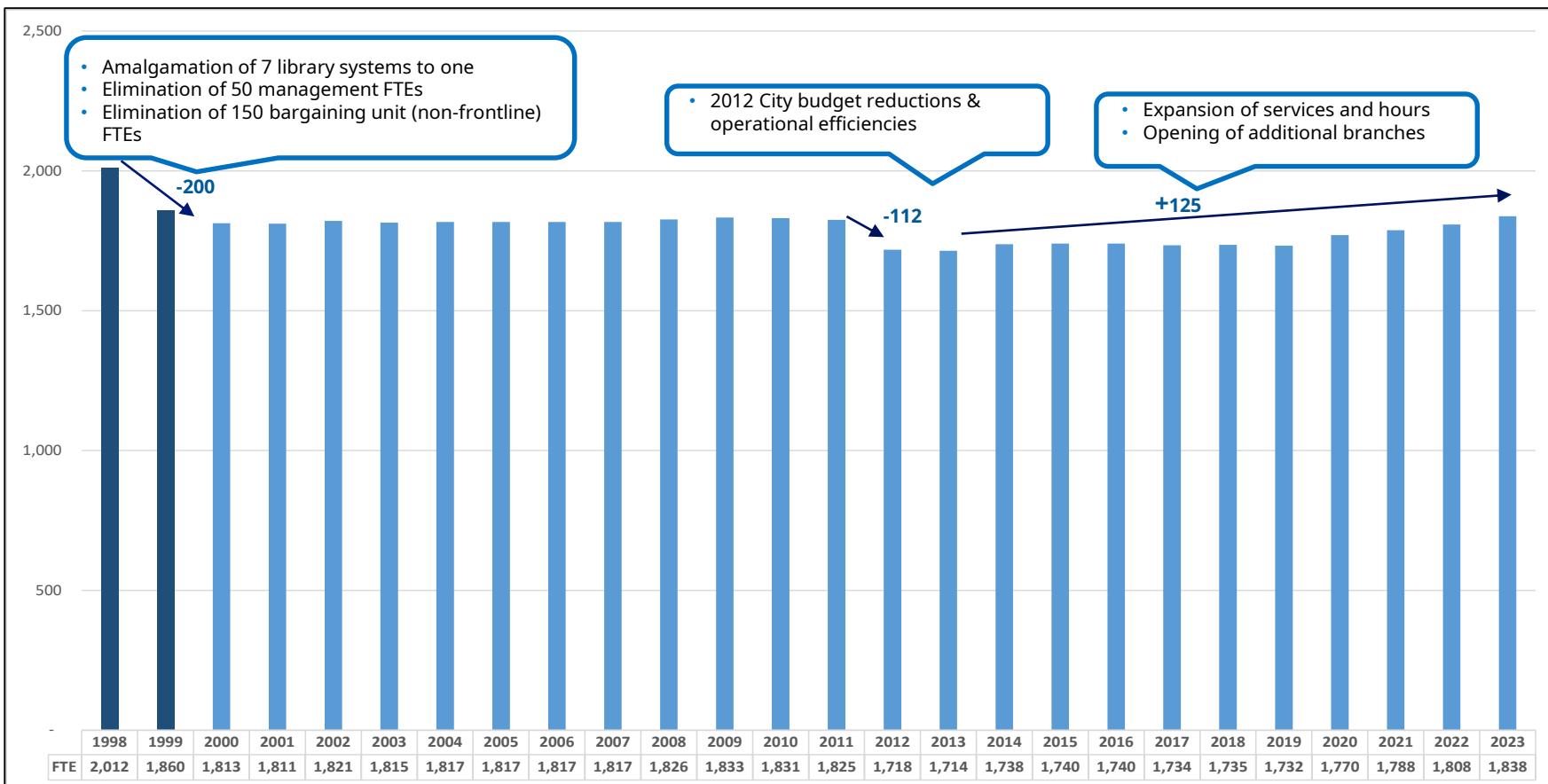
City budget reductions and operating efficiencies, resulting in elimination of 112 FTEs

2014 – 2023

Expansion of services and hours, and opening of new branches, adding 125 FTEs

historical workforce

TPL has approximately the same staff complement as following amalgamation in 2000 (FTEs)

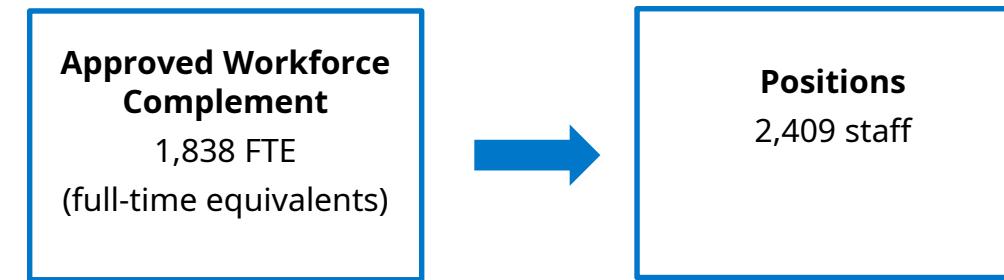


the evolution of library service

- TPL's staffing model has evolved along with the evolution of library usage patterns over time.
- Overall, this has resulted in less staff time dedicated to circulation-related operations, and more time dedicated to programming, user education, digital literacy and community outreach and engagement
- Key factors driving the changing service environment include:
 - Less transactional work as well as more self-service checkout, online self-service, etc.
 - Fewer and different reference questions with the rise of internet usage
 - Increases in program attendance, digital content circulation, wi-fi use, virtual visits, and digital services.
 - Growth of new services such as e-collections, Digital Innovation Hubs and Youth Hubs.
 - Process re-engineering and efficiencies in materials handling, and improvements in holds processing, automated sorters, logistics, etc.

current workforce

TPL provides high quality jobs to over 2,400 diverse Torontonians, almost all of which are permanent, unionized positions with competitive pay, benefits and defined benefit pension coverage, along with job security and strong career advancement opportunities.



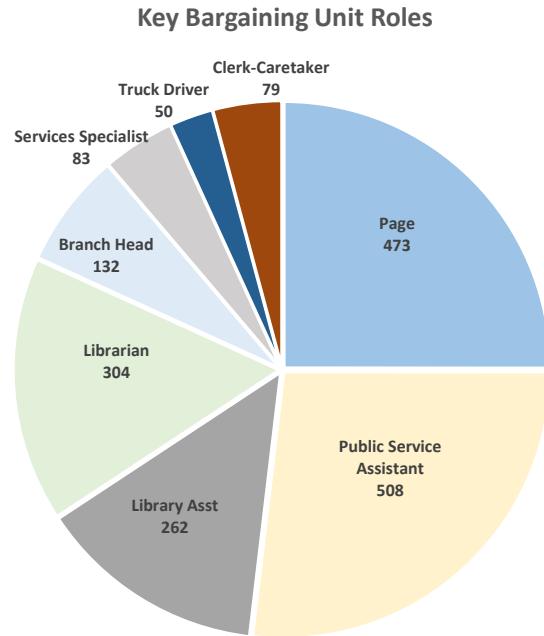
99.5% permanent
95% unionized
57% full-time
50% covered by job security / no layoff clause*

increases to staffing levels

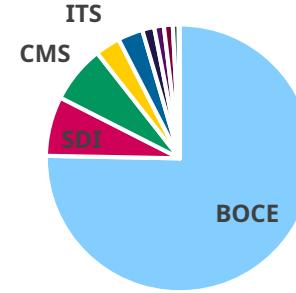
In the last four years, TPL has:

- increased its workforce by **106 additional FTE's (6%)**, including **29.5 new FTEs** in 2023, supporting:
 - branch operations
 - increased open hours
 - new services
 - digital modernization
- added **over 9,000 annual open hours** of service through Sunday and open hours expansion.

The majority of TPL staff work in branch operations, in roles such as Pages, Public Service Assistants, Library Assistants, Librarians, Services Specialists and Branch Heads.



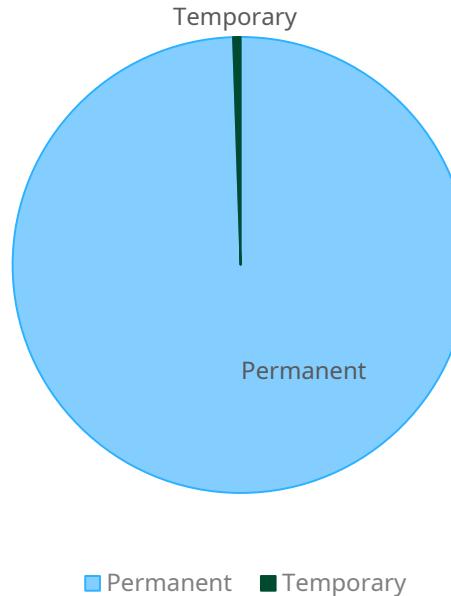
Divisions



section 2

terms & conditions of employment

permanent and secure employment



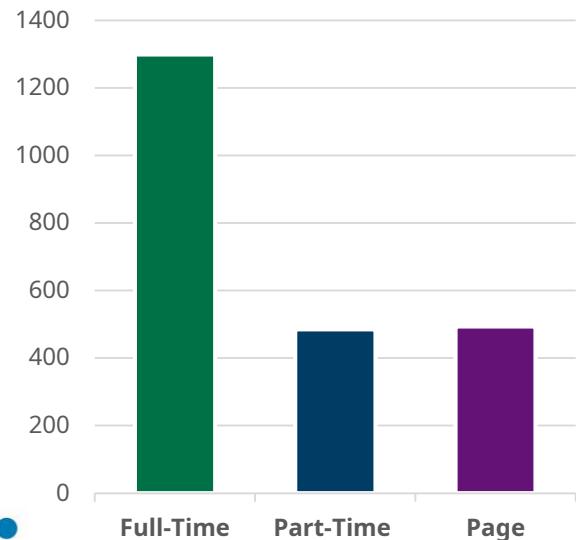
TPL provides secure employment with competitive compensation and employment terms.

- **99.5%** of staff have permanent employment.
- All permanent unionized staff with eleven or more years of seniority are protected from layoff or reduction in hours under the Job Security clause* in the collective agreement.
 - 76% of full-time staff and 28% of part-time staff have such protection.
- Since amalgamation, TPL has never laid off or reduced hours for any staff to achieve budget savings. All staff reductions have been achieved through attrition or voluntary separation programs.

* TPL Collective Agreement Article 31.03: Job Security

TPL has three groups of staff:

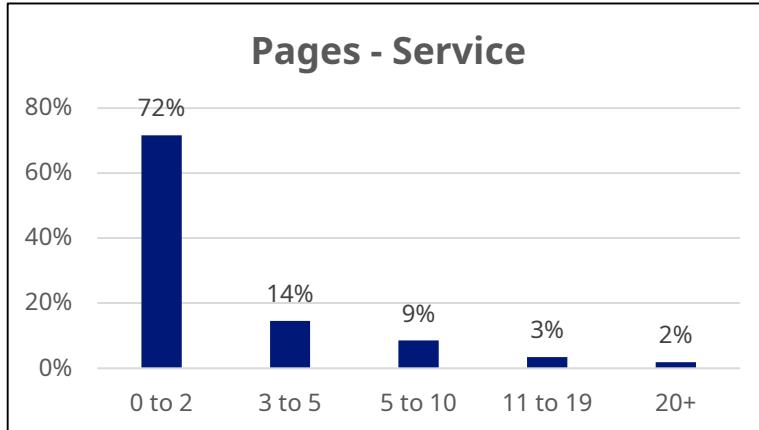
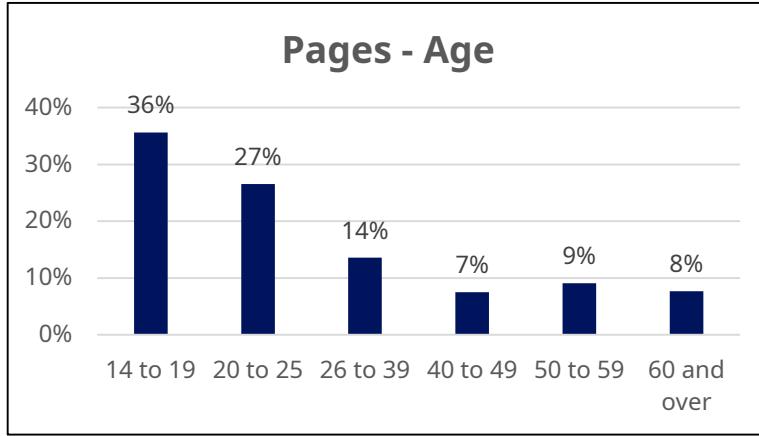
- Full-time staff 57%
- Part-time staff 21%
- Pages (primarily students) 22%



About part-time roles:

- Required for scheduling and branch operations, particularly in light of expanded branch hours and the need for coverage at busier times. Part-time roles also meet the needs of many staff with family or personal obligations.
- Guaranteed work up to 24 hours per week (20 hours for Pages), and can also elect to work extra hours.
- Staff typically advance from part-time to full-time in six to seven years. Some prefer to stay in part-time roles for personal reasons.

page positions



- Approximately 500 staff in Page positions.
- Typical entry-level job in public libraries. Pages sort and shelve books and other library materials, shelf-read and perform other ancillary duties in the branch.
- Have guaranteed part-time hours between 10.5 and 20 hours per week.
- Two-thirds of Pages are age 25 or less. Page positions provide valued part-time work opportunities for many Toronto high school and post-secondary students.

benefit & pension plan coverage

Benefit Coverage

- Available to permanent full-time and part-time staff.
- 100% employer-paid for full-time staff.
- Part-time staff can opt-in to benefits and pay 40% of the cost.
- Both full-time and part-time staff are eligible for paid sick leave.
- Pages become eligible for benefit coverage and paid sick leave after four years service.

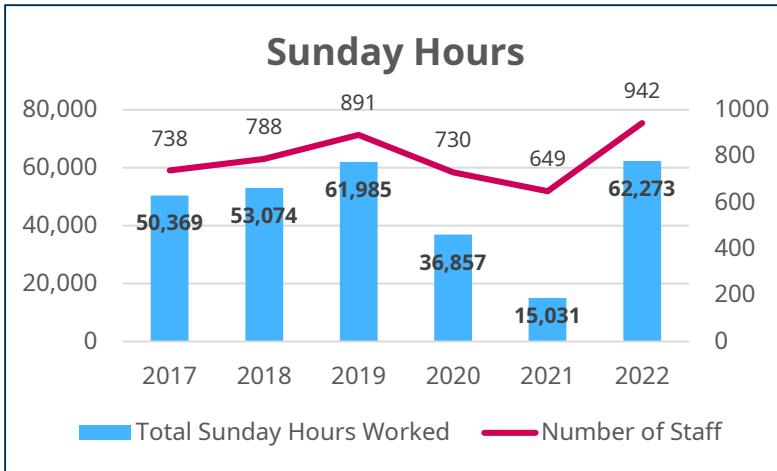
Pension Coverage

- All staff including Pages are eligible to participate in the OMERS* pension plan.
- OMERS is a defined benefit pension plan** with inflation protection that provides a predictable monthly income for life, up to 70% of salary.
- OMERS expanded eligibility in 2023 to include all part-time staff and Pages.

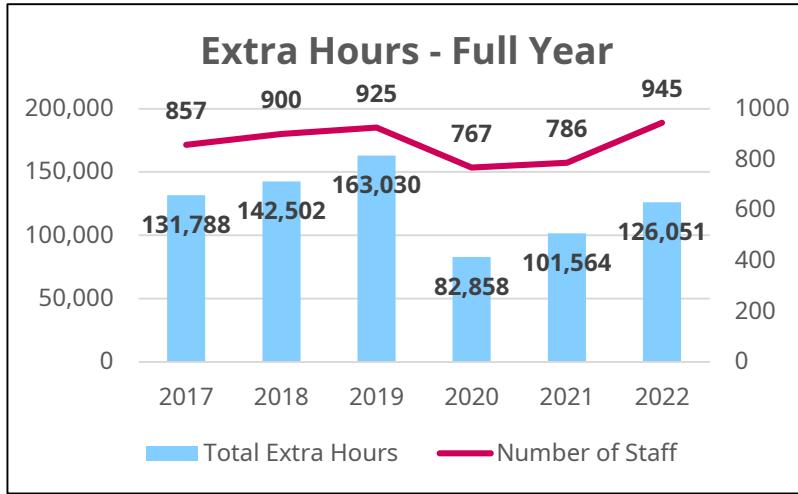
* The Ontario Municipal Employee Retirement System is a defined benefit, jointly-sponsored, multi-employer pension plan covering over 1,000 employers.

** Defined Benefit Pension Plans provide guaranteed, predictable retirement income using a defined formula based on years of service and salary history.

Sunday hours



- Staff also have the opportunity to elect to work Sunday hours, at overtime rates (1.5x)
- Typically, 700-900 staff elect to work extra hours on Sundays
- Sunday hours are popular with staff and provide an opportunity to earn extra income at overtime rates



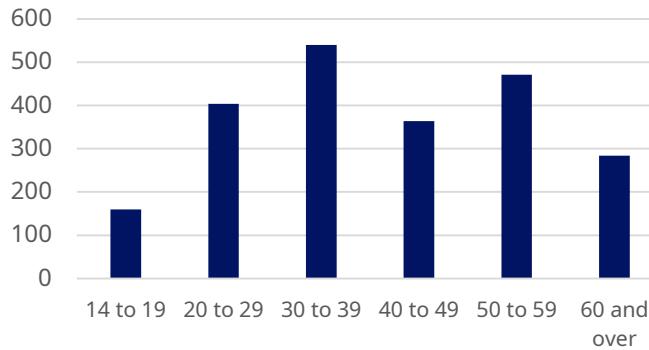
- Staff can also voluntarily elect to work extra hours beyond their regular shift
- 800-1000 staff work extra hours each year, each working an average of 133 extra hours
- Extra hours are a key strategy to manage temporary vacancies, as well as providing flexible opportunities for staff to earn additional income

section 3

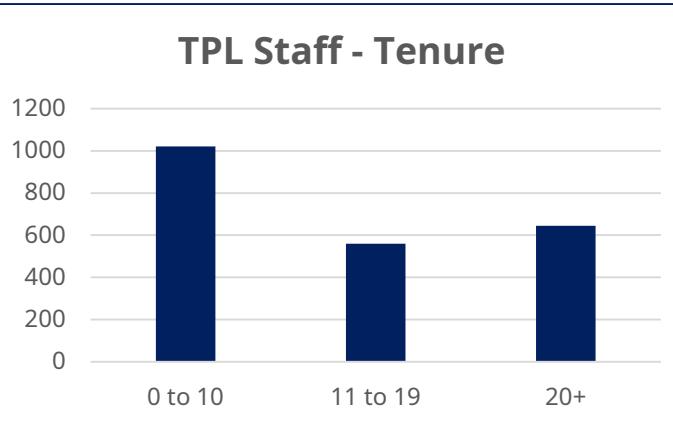
career advancement opportunities

career-oriented employment

TPL Staff - Age



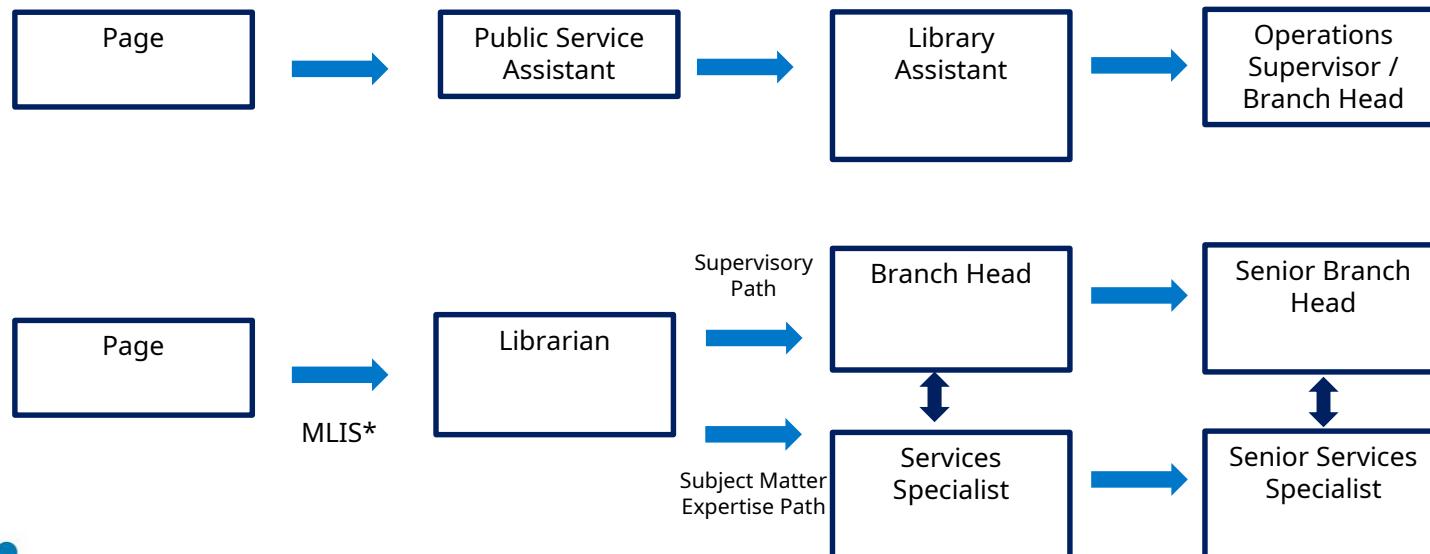
TPL Staff - Tenure



- TPL is a career-oriented employer that provides high quality, valued employment to a broad range of Torontonians.
- TPL is a key employer for youth, with recruits from across Toronto. About 60% of TPL new hires are racialized.
- TPL has an experienced and committed workforce with average service of 13 years and average age of 42. Many staff start at TPL early and remain for their full career.

career growth opportunities

- TPL provides a broad range of career paths, allowing staff to grow and advance in the organization.
- TPL's breadth and size enables staff to explore opportunities both within and outside their core discipline.
- Many new hires start as teenagers in page roles, progressing and remaining with TPL for their career.
- Staff can choose among a variety of career paths, with the ability to shift between paths over time.
- TPL's Tuition Reimbursement Program provides support for staff pursuing the MLIS and other programs.



career development initiatives

A number of other career development initiatives are in place or underway.

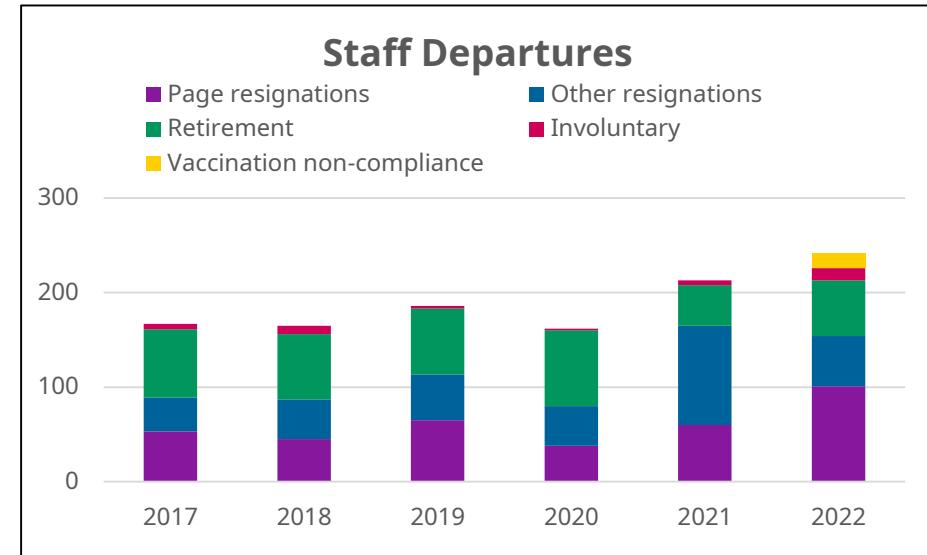
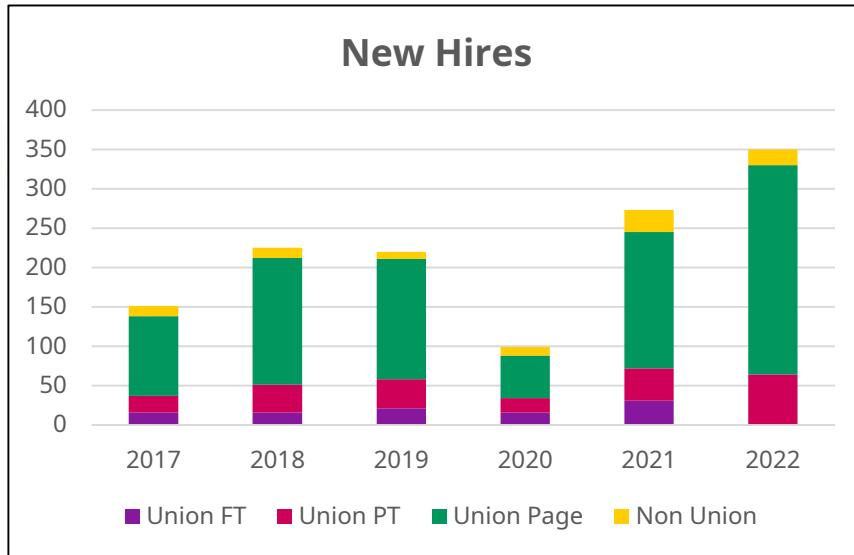
- Career Path and Career Orientation Programs for Pages and Other Groups
- New positions that extend career path possibilities, such as Assistant Branch Head / Assistant Department Head positions, ITS Leads, Digital Design Technicians, Digital Content Leads, Senior Services Specialists, Application Specialists, new supervisory positions in support services, etc.
- TPL's Tuition Reimbursement Program, which currently funds 20-30 staff each year who are completing MLIS or other professional development programs.
- TPL has also introduced learn:tpl, an online learning management system that provides a broad range of professional development programs that are open for all staff. TPL is also introducing a learning culture model focused on continuous learning and development.

section 4

workforce additions and departures

workforce additions and departures

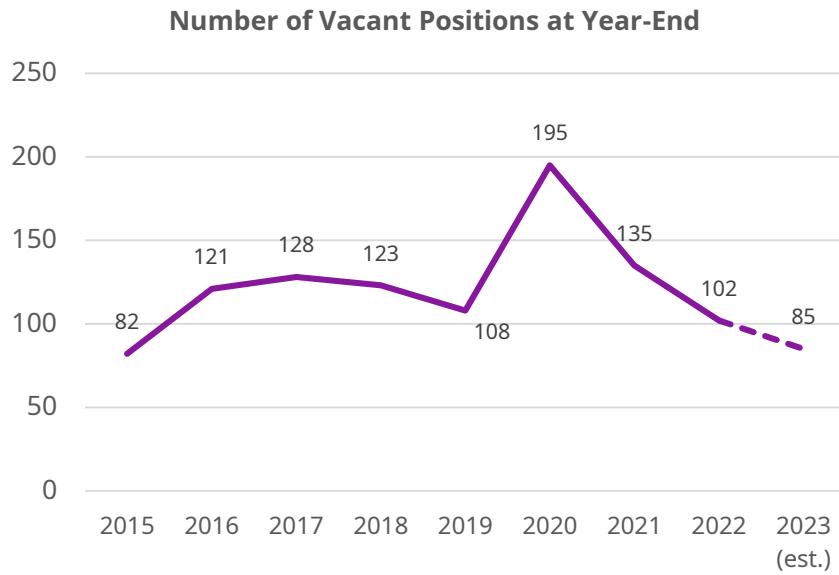
- 200-400 staff are hired each year to replace departing or retiring staff.
- Annual attrition is approximately 8-9% (4-5% excluding the departure of short-term Pages).
- Retirements represent 25-30% of departures.



Type	2017	2018	2019	2020	2021	2022
Union	138	212	211	88	245	377
Exempt	13	13	9	11	28	20
Total	151	225	220	99	273	397

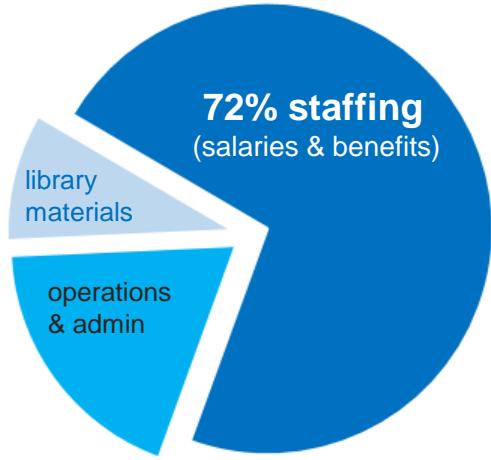
Type	2017	2018	2019	2020	2021	2022
Union	161	168	183	154	200	228
Exempt	13	13	10	12	19	14
Total	174	181	193	166	219	242

vacancies & recruitment



- TPL typically has 80 to 120 vacancies at a point in time, due to promotions, retirements, etc.
- Over 85% of vacancies are filled by internal candidates, who have preferential status for vacant positions if they are qualified. This results in a significant lag in external hiring.
- TPL hired 397 new recruits in 2022, including 50 Librarians and 230 Pages.
- Vacancies increased during the pandemic when the pace of recruitment slowed. Recruitment efforts were ramped-up in 2022 to reduce vacancy rates to normal levels.

staffing budget



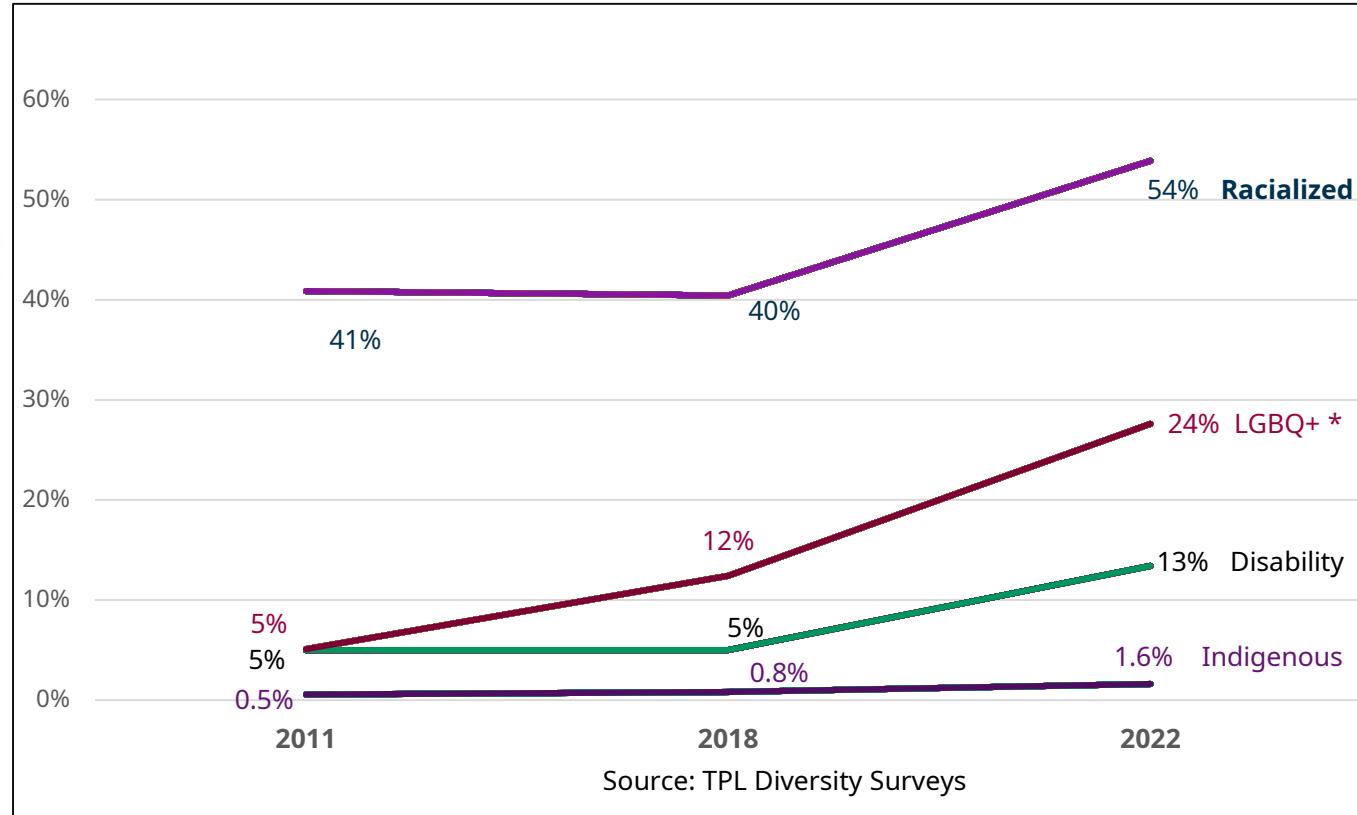
Currently overspending staffing budget as a result of:

- **Reduced budget** (by increasing vacancy allocation), required to avoid service cuts
- **Unbudgeted costs:** return of staff who were terminated due to non-compliance with vaccine policy + increased costs to cover for higher rate of absences

section 5

workforce diversity and inclusion

representation of equity-deserving groups



Representation of equity-deserving groups among TPL staff has increased significantly.

* The use of LGBQ+ is specific to sexual orientation identities and excludes gender identity/expression.

- TPL's workforce is 54% racialized, closely mirroring the Toronto population at 56%.
- Chinese and South Asian staff represent the largest racialized groups.
- Black staff represent 7% of TPL's workforce, compared to 10% in the Toronto population.

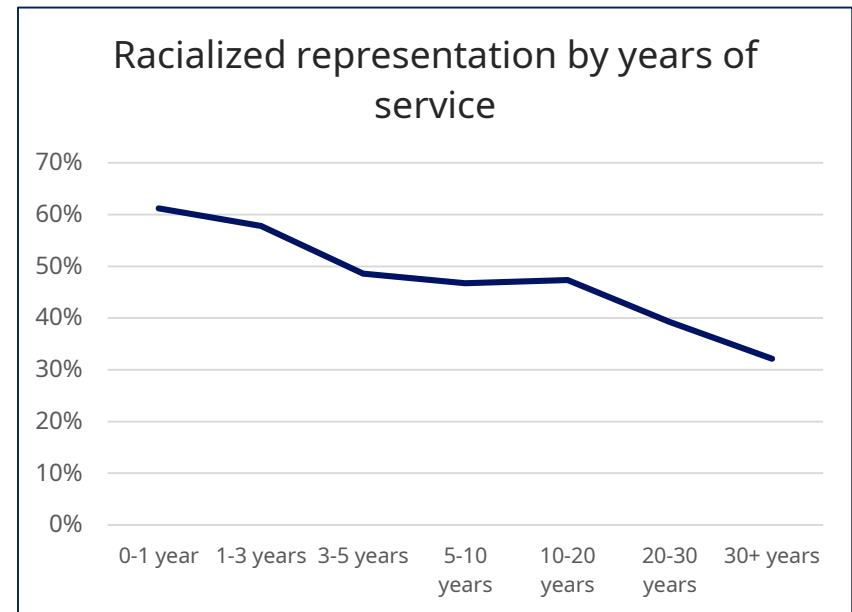
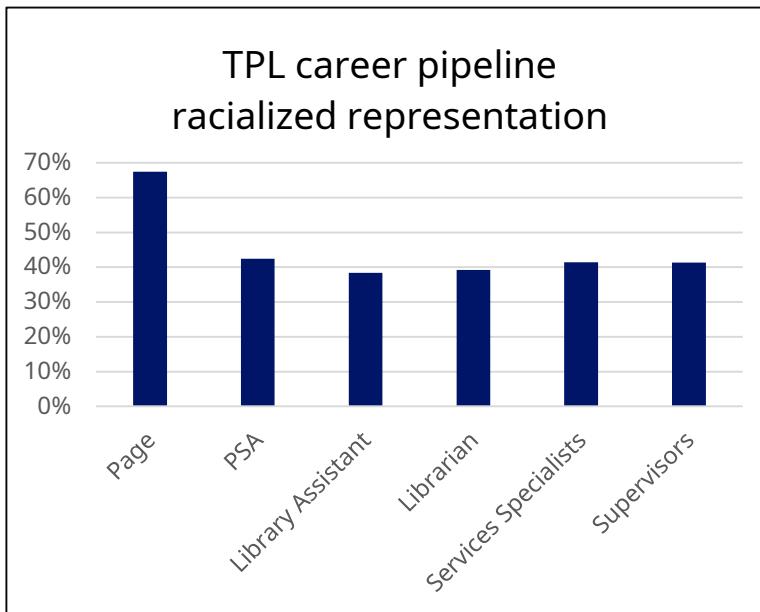
	TPL 2011	TPL 2018	TPL 2022	2021 Census Toronto
Total Racialized	41%	40%	54%	56%
Chinese	18%	15%	16%	11%
South Asian	8%	7%	11%	14%
Black	5%	6%	7%	10%
Other	5%	6%	6%	5%
Filipino	3%	4%	5%	6%
Latin American	2%	1%	3%	3%
West Asian	1%	1%	3%	3%
S/E Asian	1%	1%	3%	2%
Arab	1%	0%	1%	2%
White	57%	60%	46%	44%

Other Includes:

- Caribbean
- West Indies
- Jewish
- Korean
- East Asian
- Etc.

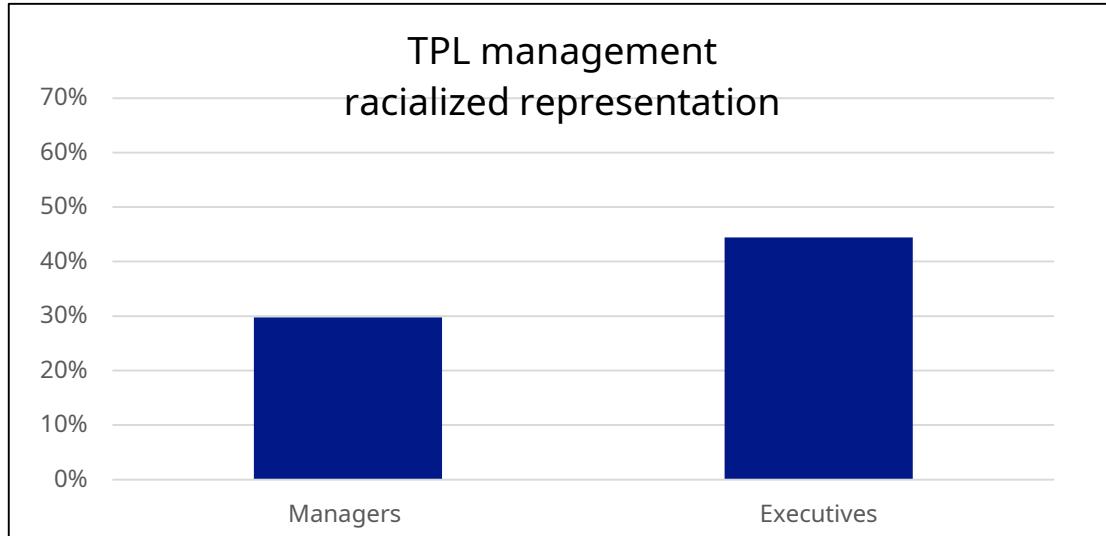
racialized staff representation by role

Representation of equity-deserving groups is highest among new recruits.



Source: TPL staff diversity surveys

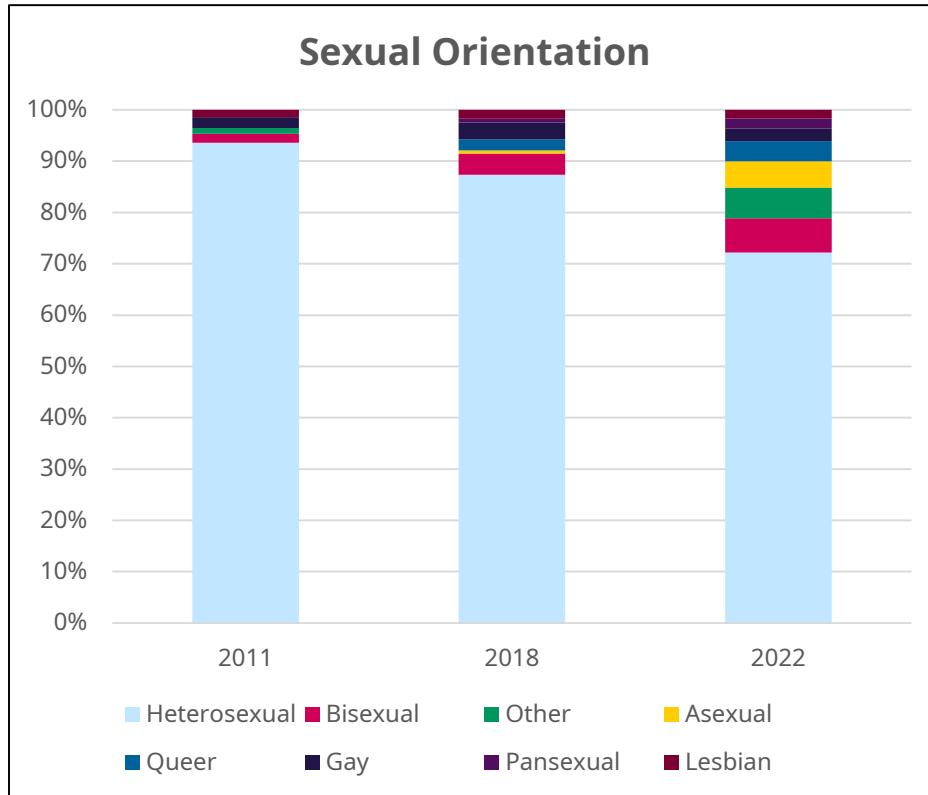
racialized staff representation in management



45% of executives identify
as racialized, along with
30% of managers

Source: TPL staff diversity surveys

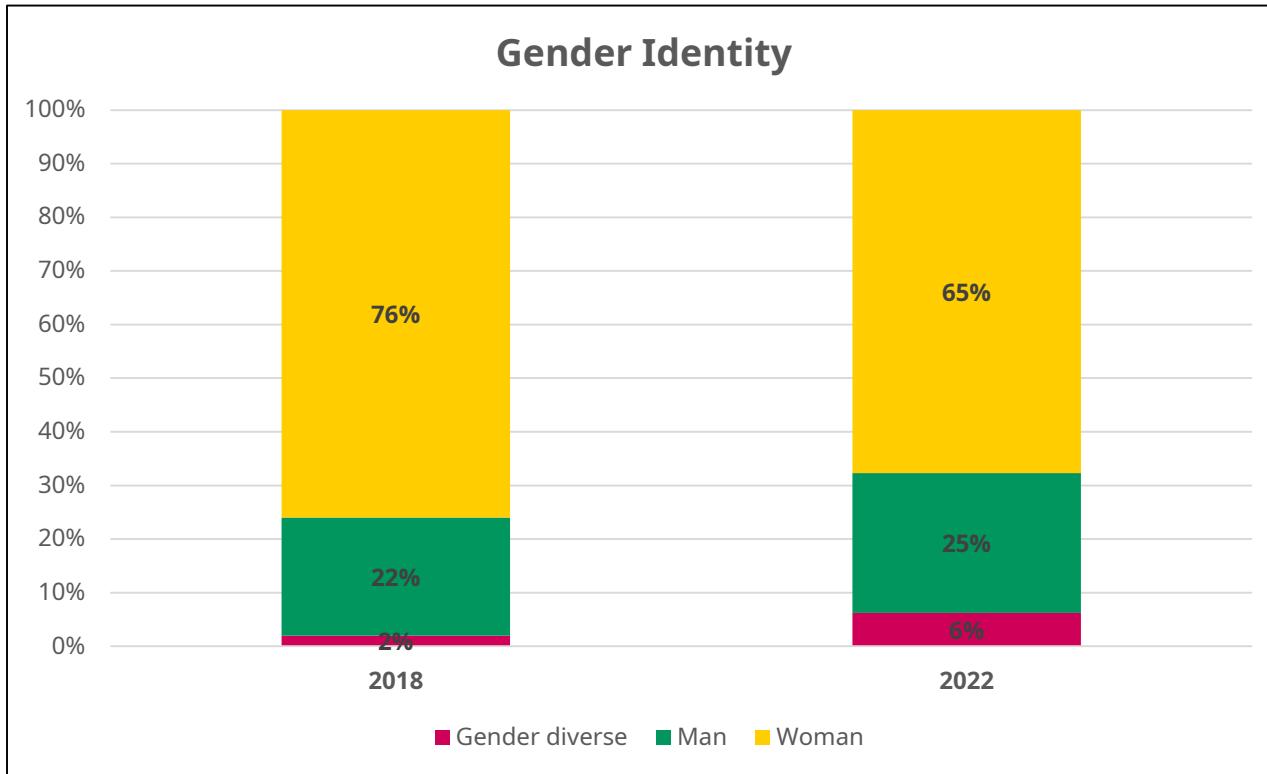
Representation of staff who identify as other than heterosexual has increased to 28%.



	2015	2018	2022
Asexual	0%	1%	5.1%
Bisexual	2%	4%	7%
Gay	2%	3%	2%
Lesbian	1%	2%	2%
Pansexual	0%	1%	2%
Queer	0%	2%	4%
Other	1%	0%	6%
Total LGBQ+	6%	13%	28%
Heterosexual	94%	86%	72%

gender identity

An increased proportion of the TPL workforce identifies as gender diverse*

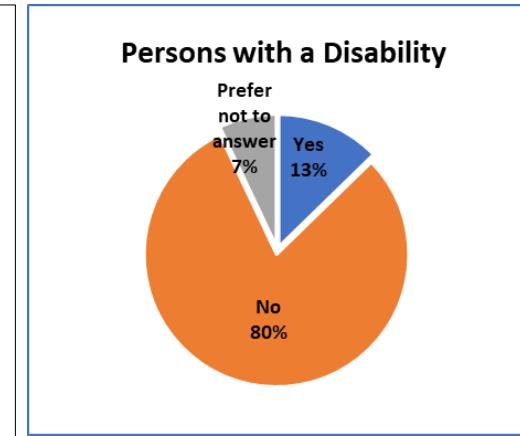
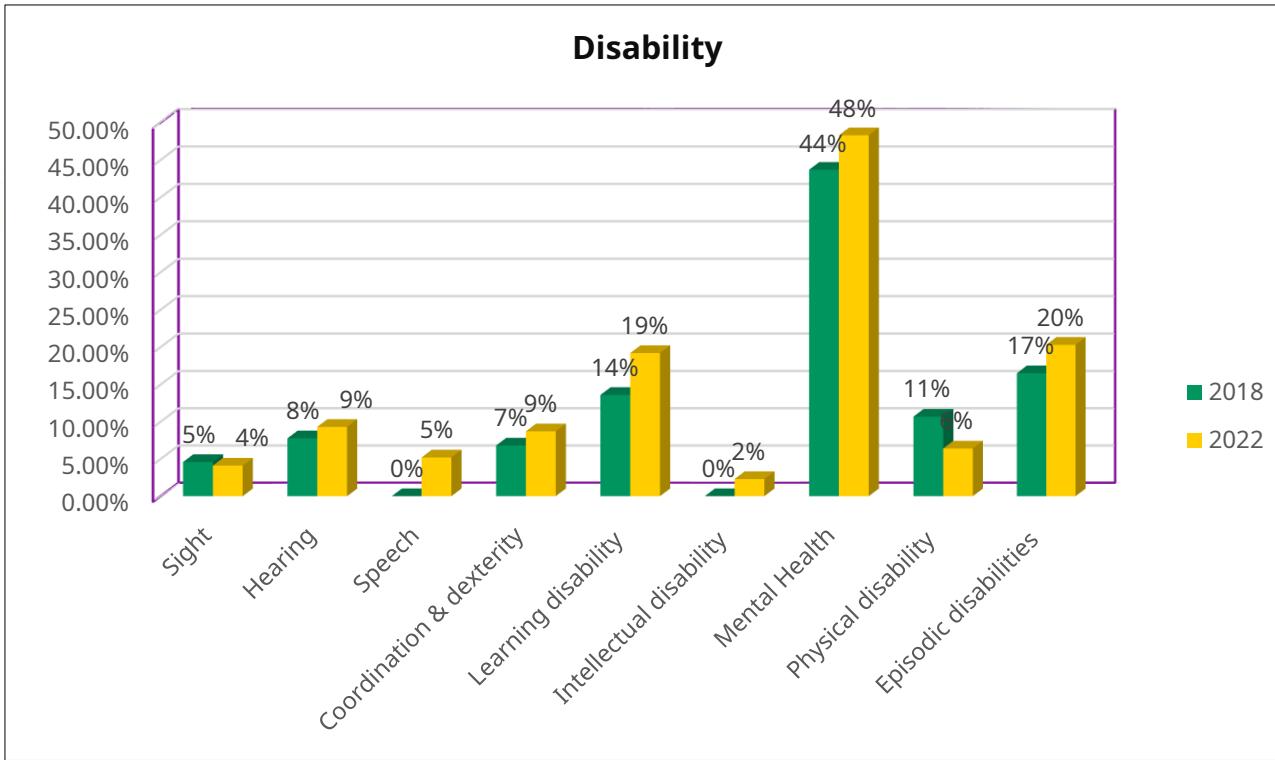


Source: TPL staff diversity surveys

* Gender diverse includes two-spirited, trans-gender, agender, bigender, gender fluid, gender non-conforming, non-binary and questioning

staff with disabilities

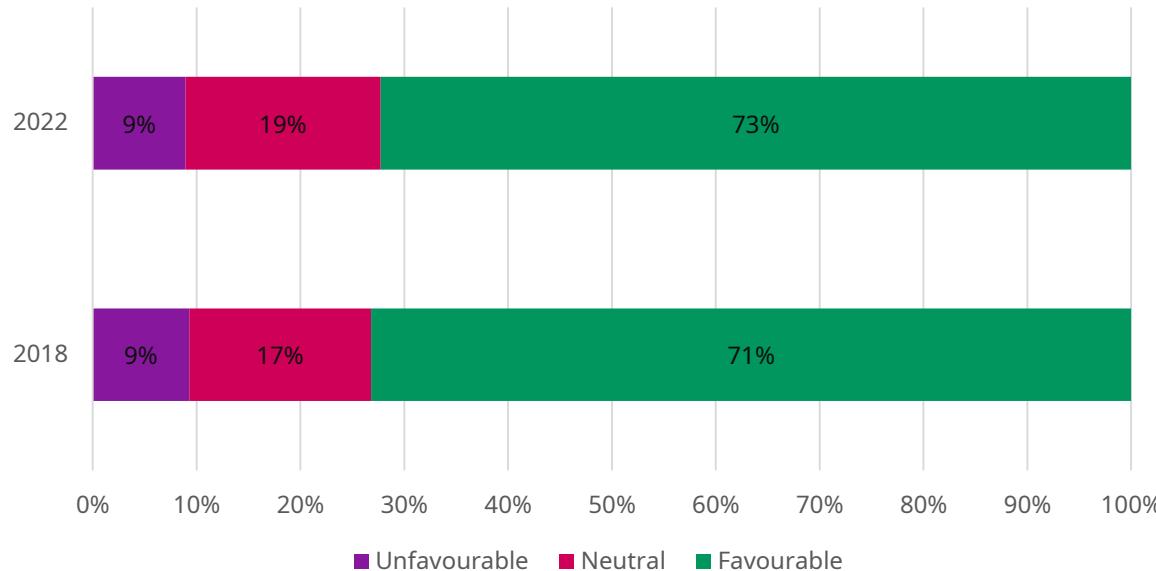
- 13% of TPL staff identify as a person with a disability.
- Most common disabilities are mental health, learning disabilities and episodic disabilities*



*Episodic disabilities include epilepsy, multiple sclerosis, asthma and many others

staff feedback on diversity & inclusion

TPL demonstrates commitment and support for diversity and inclusion in the workplace.

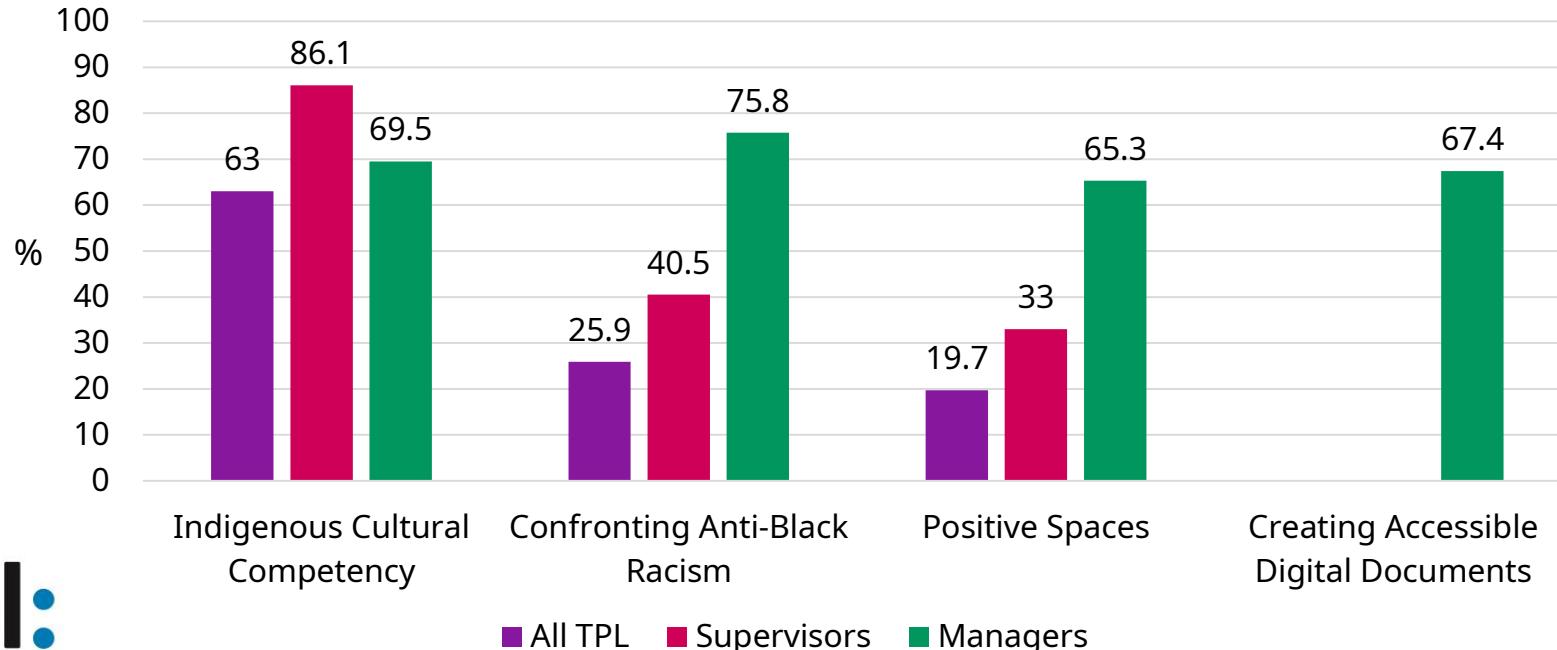


Source: TPL diversity surveys

equity & inclusion training

TPL has a multi-year plan to train all staff on equity and inclusion, starting with managers and supervisors.

Mandatory Equity & Inclusion Training – Completion Rates



section 6

staff safety and security

safety and security update

In October 2021, the Library Board directed the City Librarian to convene a discussion table to explore alternate safety and security strategies. Members included:

TPL Board

- Councillor Gord Perks
- Vice-Chair Alim Remtulla

City of Toronto

- Nicole Watson - Policy Development Officer, Policing Reform
- Mohamed Shuriye - Manager, Policing Reform
- Scott McKean - Manager, SafeTO

TPL Management

- Moe Hosseini-Ara - Director, Branch Operations & Customer Experience
- Brian Daly - Director, Human Resources
- Pam Ryan - Director, Service Development & Innovation
- Elizabeth Malak - Area Manager

Community

- Steve Lurie – former Executive Director, CMHA
- Israt Ahmed - Senior Planner, Social Planning Toronto

TPL Union (CUPE Local 4948)

- Brandon Haynes – President
- Stephanie Van Straalen – National Rep.
- Jinkie David – Health and Safety Rep.
- Melba Carmona – Co-Chair Central JHSC

discussion table: opportunity areas

Eight opportunity areas were identified to enhance safety and security; endorsed by the Board in May 2022, along with specific action plans.

1. Focus on welcoming all
2. Strengthen TPL staff training
3. Strengthen collaboration between TPL staff and TPL management
4. Increase investment in service development
5. Expand and strengthen connections to community resources
6. Accelerate improvements to physical spaces
7. Use security guard services intentionally as part of a broader suite of resources and tools that support the prevention and resolution of incidents.
8. Strengthen documentation, evaluation, and ongoing learning

a comprehensive action plan is being implemented

opportunity area	actions underway and completed
1. Welcoming and inclusive spaces	<ul style="list-style-type: none">• New welcoming signage introduced in all branches• Intersex Progress Pride Flags introduced at all branches• Adoption of trauma-informed approach
2. Staff learning and development	<ul style="list-style-type: none">• Violence Prevention and Response Program training rollout• Harassment and human rights procedures and training update• Exploration of trauma-informed training models and programs• Development of comprehensive safety and security curriculum
3. Staff communications	<ul style="list-style-type: none">• Branch town halls at high-incident locations throughout 2023• Ongoing dialogue with joint health and safety committees
4. Service development	<ul style="list-style-type: none">• Social service team pilot with Gerstein Crisis Centre• Community librarians• Services to vulnerable populations (PRESTO passes, WiFi hotspot lending, virtual interview rooms, personal care banks, etc.)

a comprehensive action plan is being implemented

opportunity area	actions underway and completed
5. Community connections	<ul style="list-style-type: none">• Work with SafeTO Toronto Community Crisis Service• Discussions with Toronto Police Service senior leaders• Enhanced relationships with City tables (FOCUS, SPIDER, etc.)• Rebuilding relationships with community groups post-pandemic
6. Physical spaces	<ul style="list-style-type: none">• Risk assessments at all high-incident branches• Review and upgrading of cameras and CCTV technology
7. Incident prevention and resolution	<ul style="list-style-type: none">• Addition of six Library Safety Specialist positions• New Manager, Public Safety and Manager, Welcoming Spaces• Review and upgrading of guards at high-incident branches
8. Documentation, evaluation, and ongoing learning	<ul style="list-style-type: none">• Implementation of Incident Reporting and Management System• Annual Board updates on safety and security (next update: September 2023)