

TPL Workforce Overview

Date:	April 25, 2022
To:	Toronto Public Library Board
From:	City Librarian

SUMMARY

The purpose of this report is to provide the Toronto Public Library Board with an overview of the Toronto Public Library (TPL) workforce and staffing levels since the formation of TPL in 1998.

FINANCIAL IMPACT

There is no financial impact beyond what has been included in the 2022 budget.

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

SUMMARY

Attachment #1 provides an overview of TPL's workforce. Included are four sections:

1. Current and historical overview of TPL staffing levels
2. Categories of staff and related terms of employment
3. Career advancement opportunities
4. Workforce churn, vacancies and recruitment

As noted in the report, TPL currently has an approved workforce complement of 1,808 full-time equivalent positions (FTE's), which is approximately the same number of positions as twenty years ago (following the amalgamation of seven

prior public library systems into one). TPL staffing was reduced in 2012 by 100 FTE's as part of City of Toronto budget reductions, but subsequent budget increases have returned TPL staffing levels back to the level prior to those reductions.

TPL's approved positions are filled through a combination of full-time staff (57%), part-time staff (21%), and Pages (22%). Pages (primarily students) are a primary entry point into the organization for new recruits. Almost all staff are permanent employees, with eligibility for benefits, sick leave and pension coverage (subject to minimum eligibility requirements). Staff can also elect to earn extra income by opting to work extra hours during the week, or on Sunday (at overtime rates).

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 fourteen years, and many staff start at TPL early in their career and progress 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 with Toronto Public Library Workers Union (CUPE Local 4948), gives preference to internal candidates for vacant positions. As a result, staff have access to a broad range of advancement opportunities 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.

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SIGNATURE

Vickery Bowles
City Librarian

ATTACHMENTS

Attachment 1: TPL Workforce Overview Presentation

TPL Workforce Overview

Toronto Public Library Board

April 25, 2022



Purpose

Provide the Board with an overview of TPL's workforce and how staffing levels have evolved since the formation of TPL in 1998.

Key Topics

1. Current and historical overview of TPL staffing levels
2. Categories of staff and related terms of employment
3. Career advancement opportunities
4. Workforce churn, vacancies and recruitment

- **Current and historical overview of TPL staffing levels**
 - Categories of staff and related terms of employment
 - Career advancement opportunities
 - Workforce churn, vacancies and recruitment

TPL's current workforce: a snapshot

TPL has an approved 2022 workforce of 1,808 full-time equivalents, which are allocated among 2,230 full-time and part-time positions.

Approved Workforce Complement

1,808 FTE
(full-time equivalents)



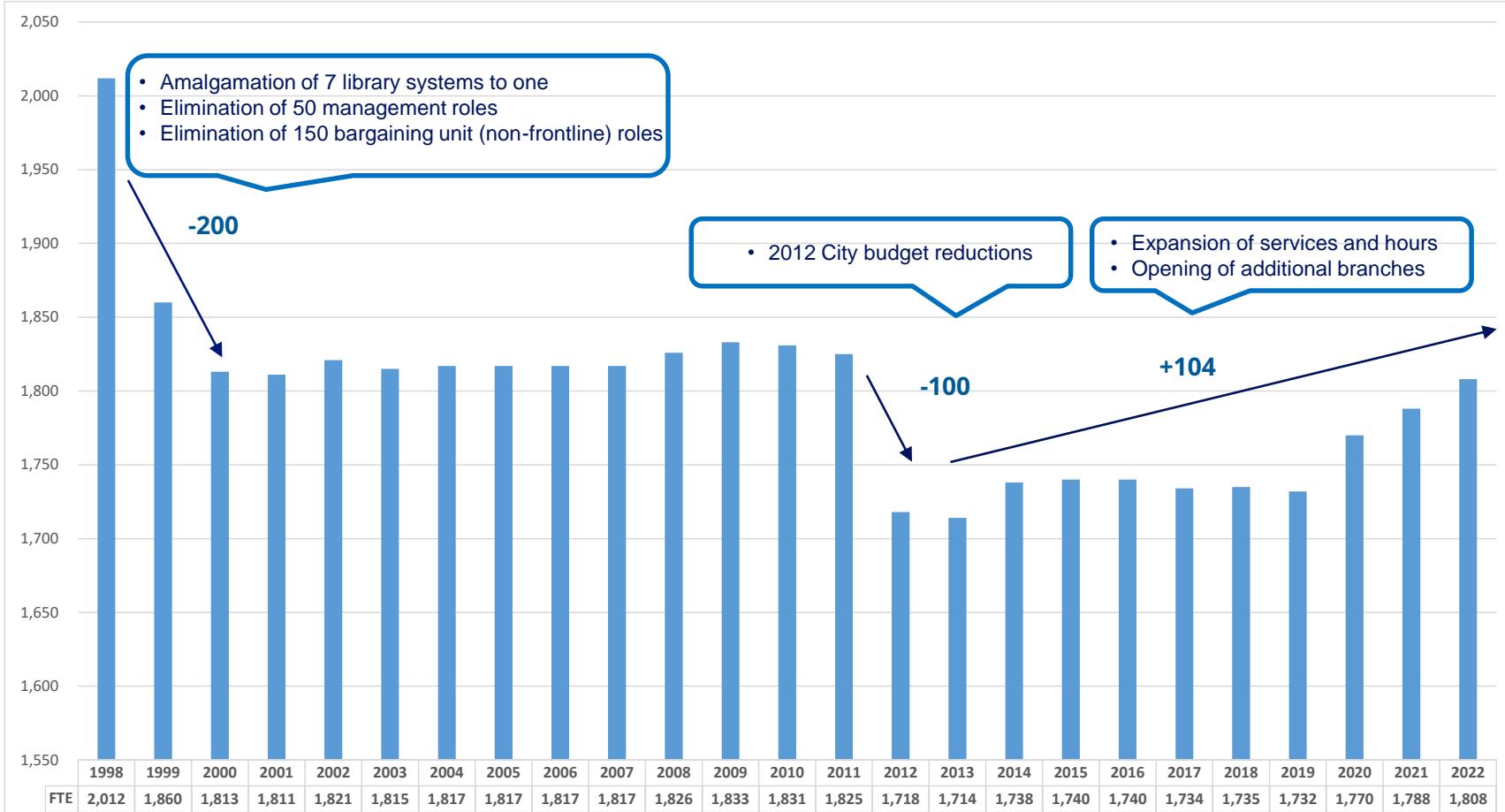
Positions

2,230 staff

94% unionized
99% permanent
60% full-time
40% covered by job security / no layoff clause*

Historical TPL workforce

TPL's workforce levels were established during amalgamation and have evolved over two decades.



Historical perspective

TPL's workforce levels were established during amalgamation and have evolved over two decades.

- 1997: Ontario Legislature passes the City of Toronto Act, amalgamating seven municipal governments into one.
- 1998: TPL formed as a result of the amalgamation of seven library systems into a single entity (East York, Etobicoke, City of Toronto, Metropolitan Toronto, North York, Scarborough and York). New TPL Board and City Librarian appointed, along with a single integrated library budget.
- 1999-1999: Full branch and service review conducted, identifying wide variations in access, focus and services across the former library systems, as well as significant overlap of support units and overhead costs.
- 1998-2004: Development and implementation of Service Harmonization Plan, incorporating tiered service delivery model. Key activities included development of integrated library materials budget, expansion of Sunday and evening hours, implementation of a single integrated library system, branch planning study, review of city-wide services and consolidation of policies and support services.
- 1998-2004: Work was also completed to establish a single bargaining agent, a unified collective agreement, integrated seniority lists, and harmonized benefits and wage scales.
- 2006-2017: Standardization and ongoing expansion of open hours and Sunday hours.
- 2017-2018: Service model updated to align with new organizational structure and support the achievement of the 2016-2019 strategic plan, including realigning the four service tiers to reflect the growth of online services.

The evolution of library services

- 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, digital equipment and 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.

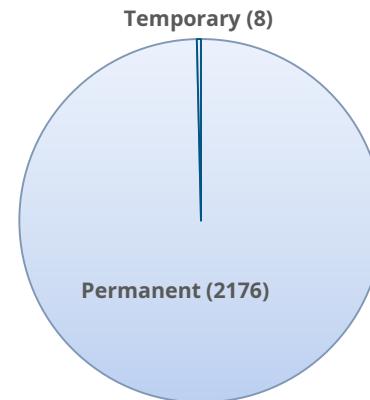
Staffing budget

- 71% of TPL's operating budget is allocated to staff salary and benefit costs.
- Over the past four years TPL's operating budget has increased by 16%.
- This included 74.5 additional FTE (4.3% increase) comprised of:
 - 36 new librarian positions including to support 14 new youth hubs and open hours
 - 15.5 FTE to support branch expansions, renovations and open hours
 - 23 FTE for digital strategy, service modernization and capital projects
- In addition, TPL added over 9,000 annual open hours of service through Sunday and open hours expansion. Sunday hours up 72% in past 4 years.
- The 2022 TPL operating budget added 21 new positions.

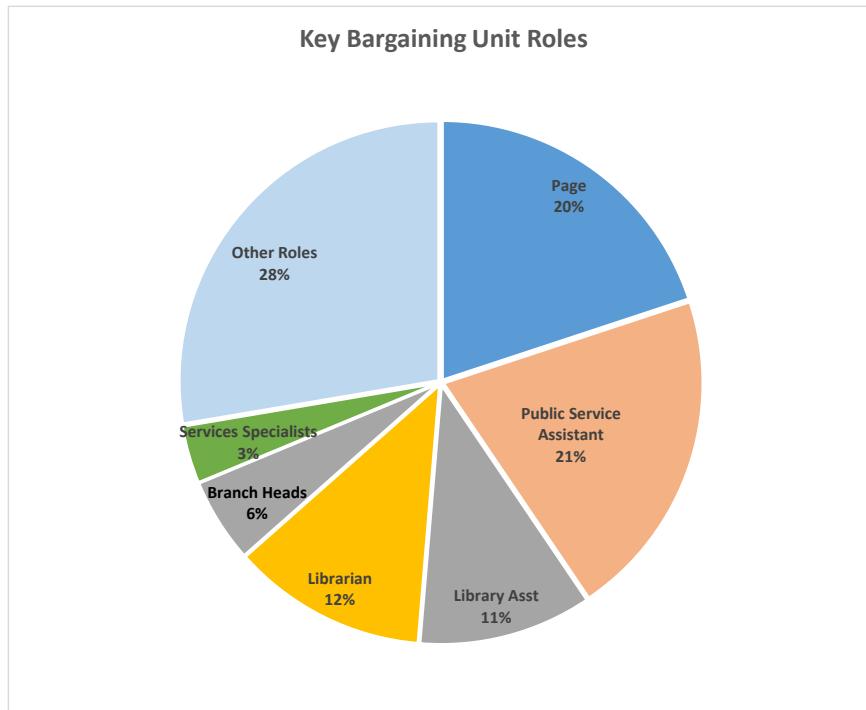
- Current and historical overview of TPL staffing levels
- **Categories of staff and related terms of employment**
- Career advancement opportunities
- Workforce churn, vacancies and recruitment

Permanent vs. Temporary Employment

- Over 99% of staff have permanent employment including part-time staff with predictable schedules.
- All permanent unionized staff with eleven or more years of seniority are protected from layoff or reduction in hours. 65% of full-time staff and almost 10% of part-time have such protection.
- Since amalgamation, TPL has never laid off or reduced the hours for any staff to achieve budget savings; all staff reductions have been achieved through voluntary separation programs or elimination of vacant positions.

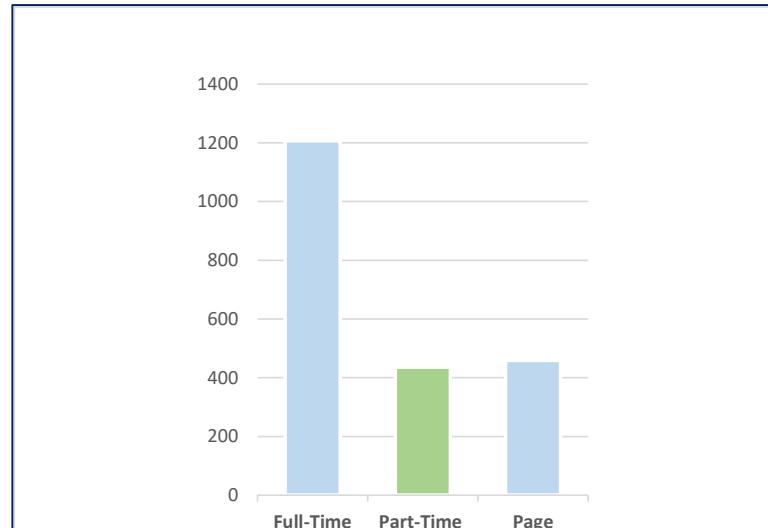


The majority of TPL staff work in branch services, in roles such as Pages, Public Service Assistants, Library Assistants, Librarians, Services Specialists and Branch Heads.



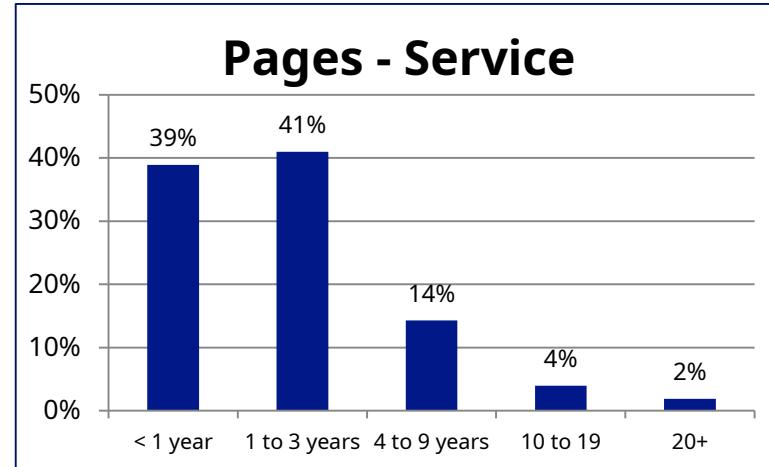
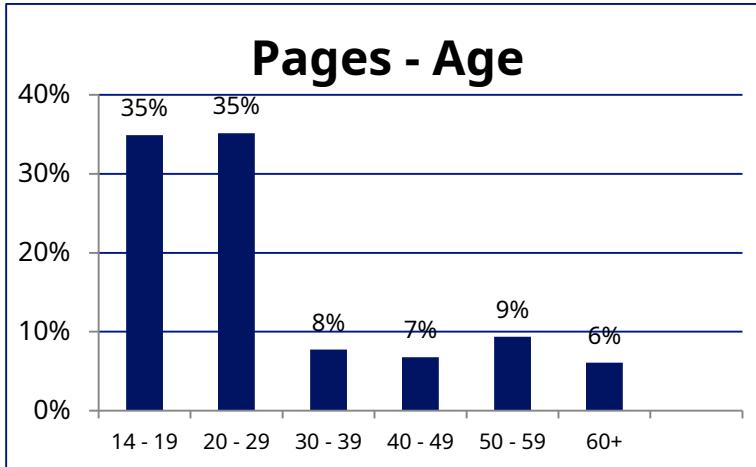
Employment Categories

- TPL has three groups of staff:
 - Full-time staff (57%)
 - Part-time staff (21%)
 - Students and other Pages (22%)
- Part-time roles are an important component of TPL's branch staffing model, 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.
- Part-time staff work up to 24 hours per week (20 hours for Pages), and can elect to work extra hours and/or Sundays. Pages become permanent part-time employees after four years of service.



Pages

- Pages are the typical entry-level job in public libraries, filled mostly by students. Pages sort and shelve books and other library materials, shelf read and perform other ancillary duties in the branch.
- TPL has typically has 450 to 550 (part-time) staff in Page roles.
- Over 85% have less than four years service.
- Two-thirds of pages are age 25 or less.



Benefit & Pension Plan Coverage

Benefit Coverage

- Benefit coverage is available to permanent full-time and part-time staff.
- Benefits are 100% employer-paid for full-time staff.
- Part-time staff opt-in to benefits and pay 40% of the cost.
- Both full-time and part-time staff are eligible for paid sick leave.
- Students and other Pages have a 4-year waiting period for benefit coverage.
- After four years, Pages also receive shift premium pay, and qualify for paid sick leave.

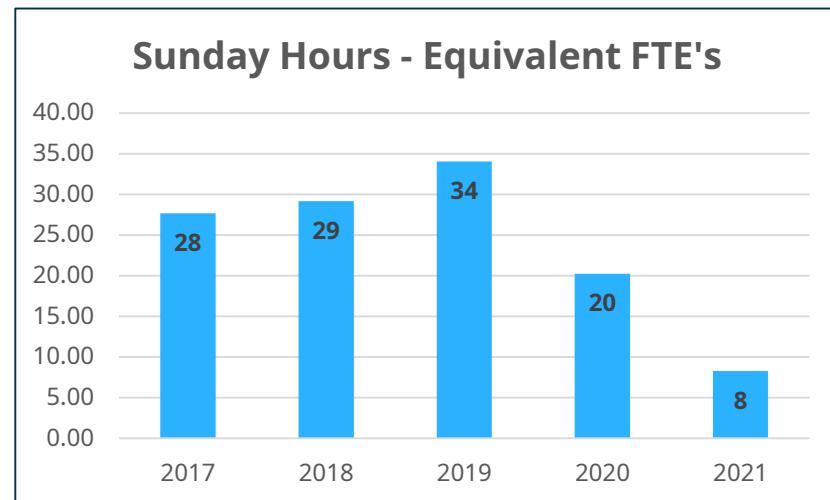
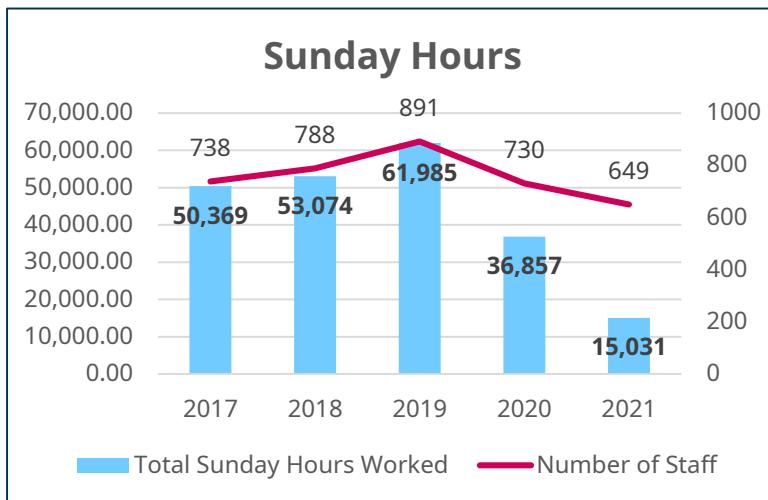
Pension Coverage

- Both full-time and part-time* staff are eligible to participate in the OMERS pension plan.
- OMERS provides a defined benefit plan with indexed pension benefits up to 70% of salary.

* Subject to minimum OMERS annual eligibility requirements

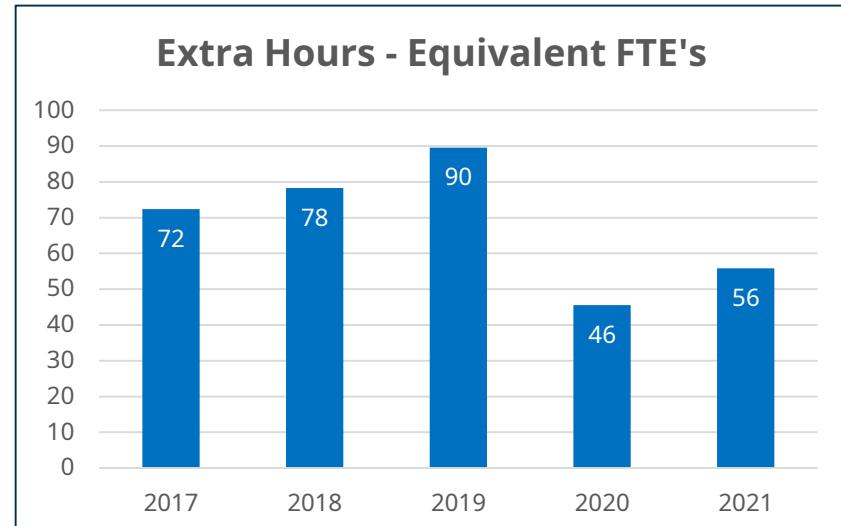
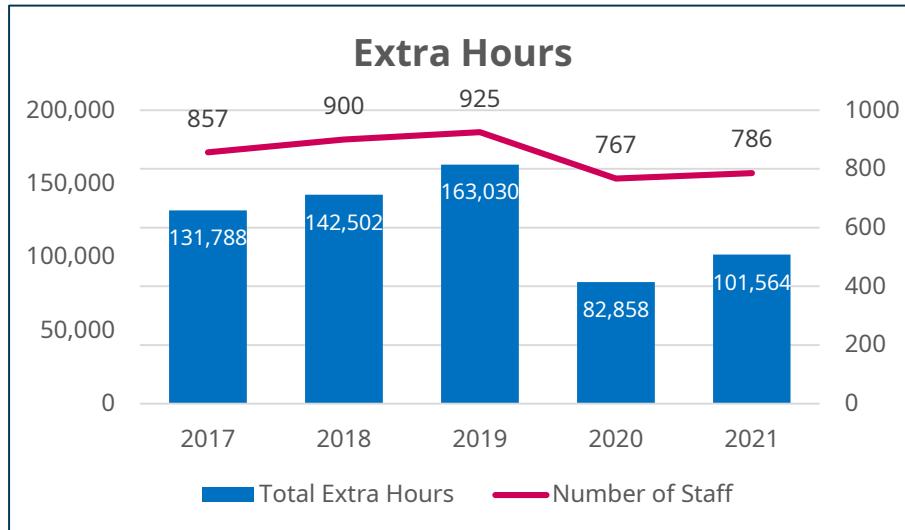
Sunday Hours

- 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 (lower during the pandemic), which is the equivalent of 30 to 35 staff
- Sunday hours are popular with staff and provide an opportunity to earn extra income at overtime rates.



Extra Hours

- Staff also have the opportunity to elect to work extra hours beyond their regular shift.
- 800-1000 staff elected to work extra hours each year
- Extra hours are a key strategy to manage temporary vacancies, as well as providing flexible opportunities for staff to earn additional income

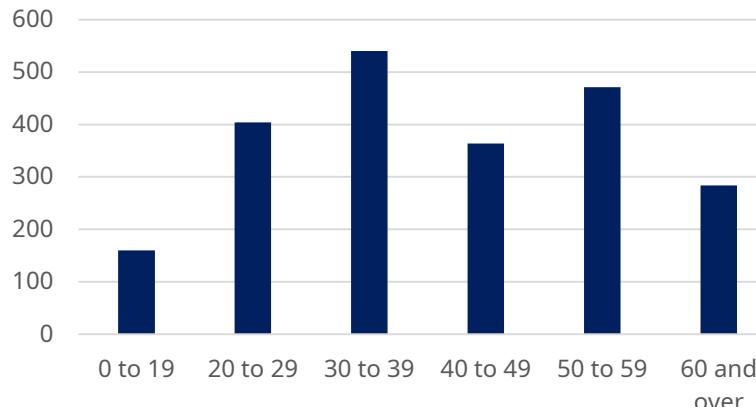


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- **Career advancement opportunities**
- Workforce churn, vacancies and recruitment

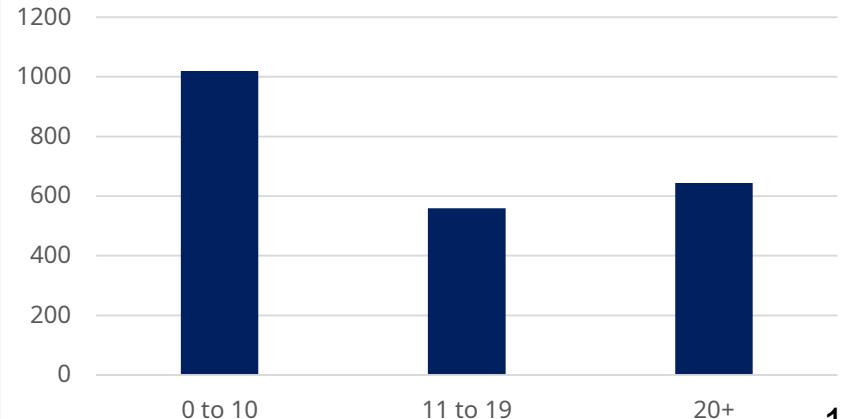
Career Advancement Opportunities

- 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, including racialized youth, with recruits from across Toronto including high priority neighbourhoods.
- TPL has an experienced and committed workforce with average service of 14 years and average age of 42. Many staff start at TPL early and remain for their full career.

TPL Staff - Age

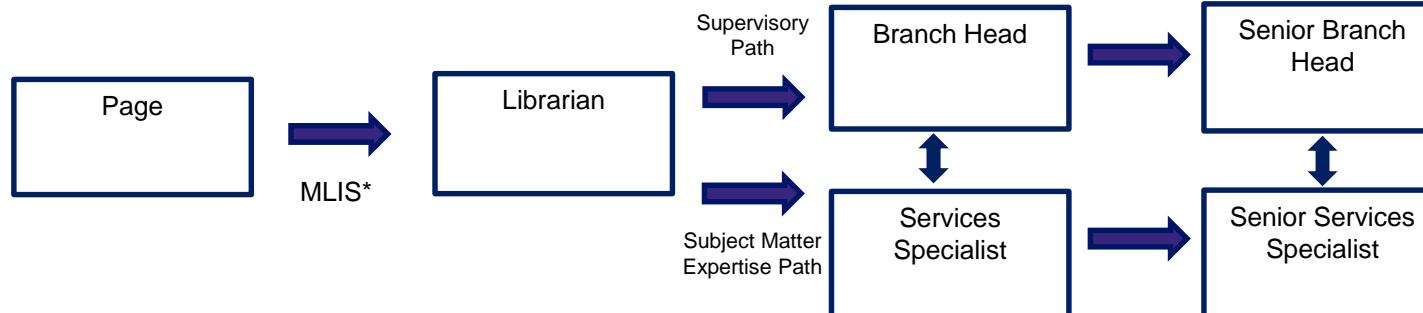
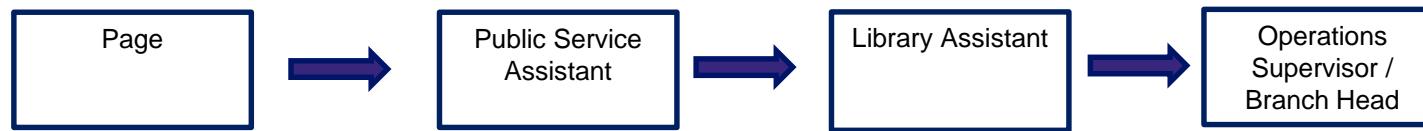


TPL Staff - Tenure



Career Advancement Opportunities

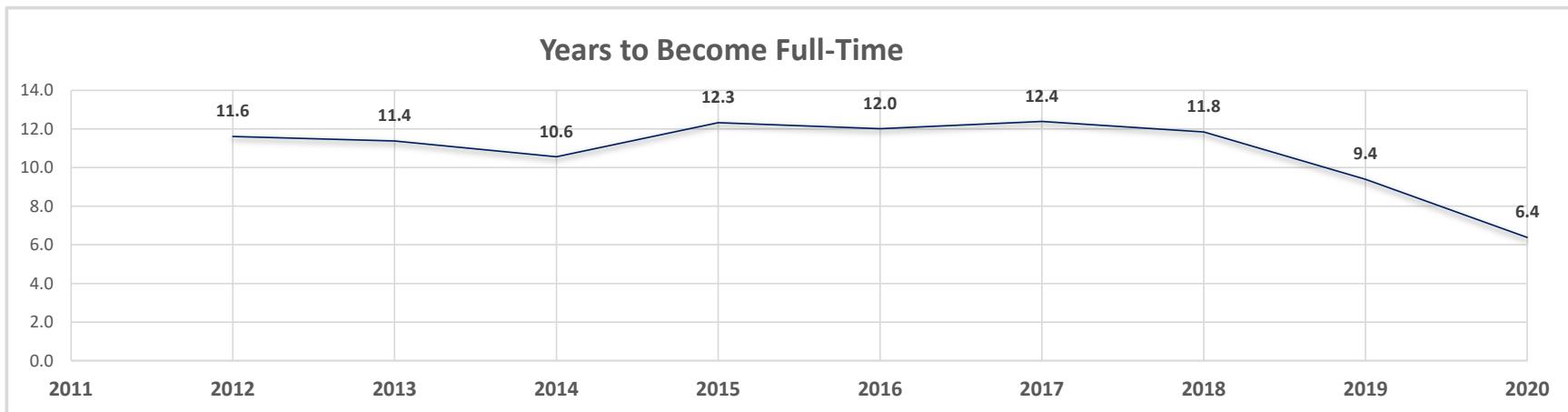
- TPL provides a broad range of career paths, allowing staff to grow and advance in the organization.
- TPL's breadth and size enables staff to explore opportunities both within and outside their core discipline.
- Career paths often start with page roles, with many staff starting as teenagers and remaining with TPL.
- 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.



*TPL's Tuition Reimbursement Program provides funding for 20 to 30 staff each year completing the MLIS or other programs. 19

Career Advancement Opportunities

- 60 - 70 Pages advance into other part-time roles each year.
- 70 - 100 staff progress from part-time to full-time roles each year.
- Typically staff remained as part-time for 10-12 years before moving to full-time.
- That timeframe has shortened considerably in recent years due to the high number of vacancies and expanded branch staffing.
- Some part-time staff prefer to stay in part-time roles for personal or family reasons.



Career Advancement Opportunities

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

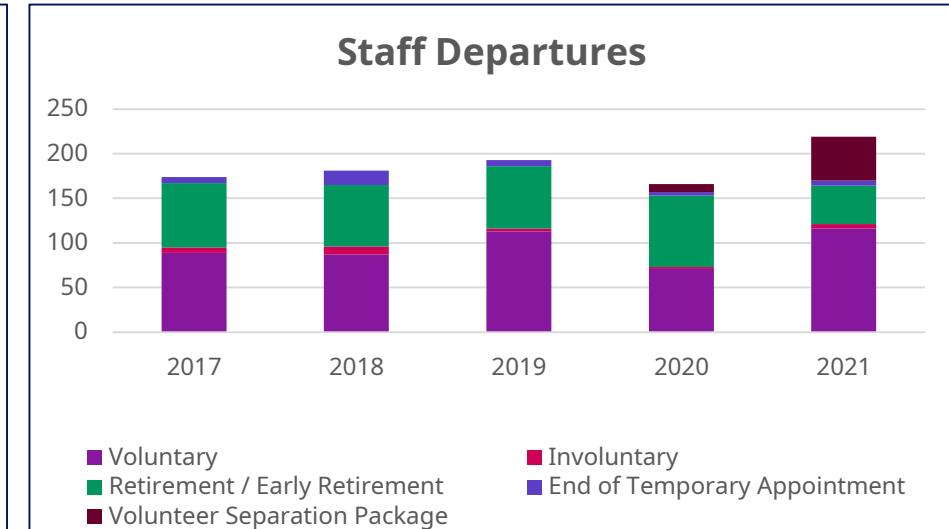
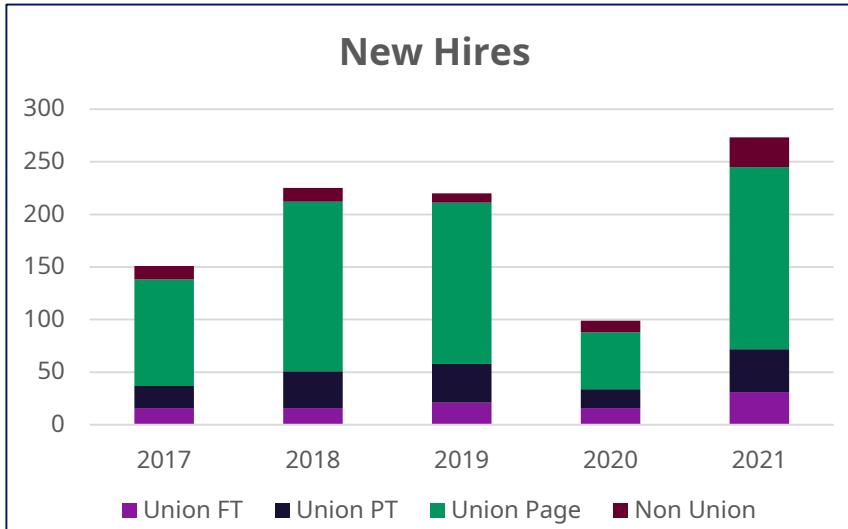
- 2020 and 2022 Digital Internships for BIPOC youth
- Career Path and Career Orientation Programs for Pages and Other Groups
- New positions that extend career path possibilities, such as Assistant Branch Head / Assistant Department Head positions, ITS Leads, Digital Design Technicians, Digital Content Leads, Senior Services Specialists, Application Specialists, new supervisory positions in support services, etc.
- Work is underway to expand funding for 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, providing a broad range of professional development programs that are open for all staff at no cost. TPL is also introducing a learning culture model focused on continuous learning and development.

- Current and historical overview of TPL staffing levels
- Categories of staff and related terms of employment
- Career advancement opportunities

➤ **Workforce churn, vacancies and recruitment**

Workforce Churn

- Typically, a couple of hundred staff are hired each year to replace departing or retiring staff.
- About two-thirds of new hires are pages.
- TPL has annual attrition of approximately 8%. Retirements represent 40-50% of departures.



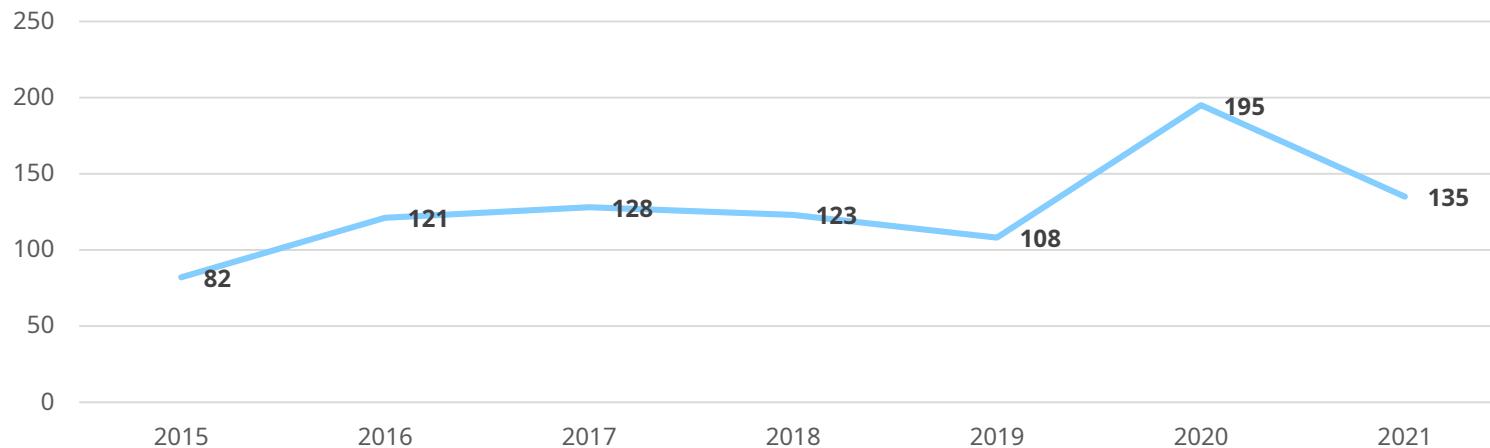
Type	2017	2018	2019	2020	2021
Union	138	212	211	88	245
Exempt	13	13	9	11	28
Total	151	225	220	99	273

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

Vacancies & Recruitment

- TPL typically has 80 to 120 vacancies over the course of a year, due to promotions, retirements, leaves, etc.
- Vacancies increased significantly during 2020 - 2021 due to the pandemic and filling of new roles funded by budget enhancements.
- Recruitment efforts have ramped-up in 2022 to reduce vacancy rates in branches and other areas.

Number of Vacant Positions



Vacancies & Recruitment

- TPL can only hire externally into unionized roles when no qualified employee applies.
- As a result, over three-quarters of vacancies are filled by internal candidates through promotions, transfers and temporary assignments, resulting in the creation of additional vacancies, which are then posted, and so on. This results in a significant lag in hiring.
- Of the 602 positions that were posted from November 2021 to March 2022, only 131 resulted in hiring of new staff, and 90 of these new staff were Pages.

Positions Filled - November 1, 2021 to March 31, 2022

	All New Hires	Perm Promotion	Temporary Appointment	Transfer	Total
November-21	12	19	25	23	79
December-21	19	31	26	15	91
January-22	26	28	44	42	140
February-22	26	35	38	37	136
March-22	48	41	39	28	156
Total	131	154	172	145	602



* TPL Collective Agreement Article 16.07