



STAFF REPORT INFORMATION ONLY

TPL Workforce Overview

Date: June 24, 2024

To: Toronto Public Library Board

From: City Librarian

SUMMARY

This report provides the Toronto Public Library Board with an updated profile of Toronto Public Library's (TPL's) workforce and how it continues to evolve to serve the needs of Torontonians.

Since 2014, TPL's workforce has grown by 193 full-time equivalent positions (FTE) to a current total of 1,906 FTE, due to the expansion of services and hours and the opening of additional branches. This complement of 1,906 FTE is filled by approximately 2,500 full-time and part-time staff. TPL's workforce will continue to grow in 2024, adding 67.9 new FTE to support increased open hours, additional youth hubs and related support services in areas such as safety and security.

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 reports that were provided to the Board at its meetings on [April 25, 2022](#), and on [May 23, 2023](#).

COMMENTS

This report provides an update on the following topics:

1. TPL's current and historical workforce complement
2. Terms and conditions of employment
3. Workforce demographics

1. TPL's current and historical workforce complement

TPL has an approved 2024 workforce of 1,906 full-time equivalent positions (FTE), an increase of 67.9 FTE (3.7%) from 2023. These 1,902 positions are filled by close to 2,500 full-time and part-time staff.

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.

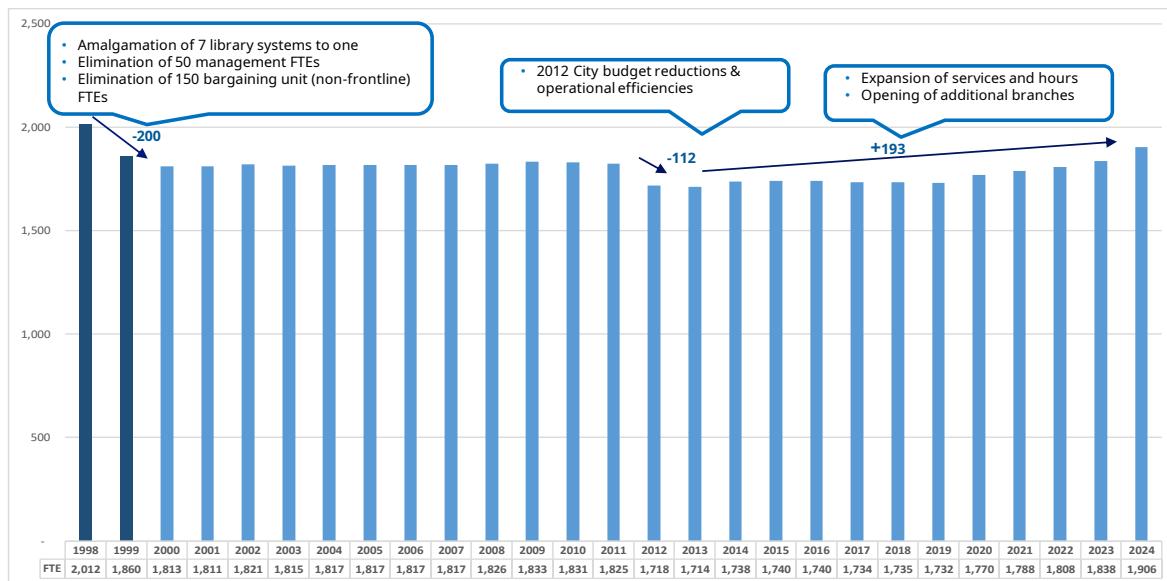
TPL's current workforce is approximately 5% (83 FTE) higher than it was following amalgamation, as shown in the chart below. TPL's workforce was reduced by 112 FTE in 2012 as a result of City of Toronto budget reductions as well as TPL operational efficiencies, with no service reductions or layoffs. Subsequent budget increases have returned TPL staffing levels above the level prior to those reductions.

TPL has a high level of staff retention, with annual attrition at four to five percent (excluding Pages). At the same time, there is a significant amount of internal workforce churn as staff progress through their career through promotion and

transfer. As such, TPL typically has about one hundred positions vacant at any given point in time. Significant progress has been made in 2023 and 2024 in modernizing TPL's recruitment processes to fill vacant positions faster.

Approximately 300 staff work in the role of professional Librarian, all of whom hold Masters-level professional librarian training and designation. Other bargaining unit staff work in public service roles as Library Assistants, Public Service Assistants, Branch Heads and other roles, as well as in support divisions.

TPL Workforce 1998-2024 (Full-Time Equivalent Positions)



2. Terms and Conditions of Employment

TPL provides progressive, career-oriented employment opportunities to a broad range of Torontonians. The Library is a key employer for youth, including racialized youth, and recruits from across Toronto including high priority neighbourhoods. Average staff tenure is thirteen years and average age is 42 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 workforce is 99.5% permanent, and 95% unionized under a collective agreement with the Toronto Public Library Workers Union, CUPE Local 4948. The current collective agreement, signed in 2020, expires at the end of 2024. 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 76% of full-time staff and 26% of part-time 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 (59%), part-time staff (19%), and Pages (22%). This mix is required to efficiently and effectively meet customer and service needs over extended service 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 students who find these hours convenient. Page positions are a primary entry point into the organization for new recruits. In 2024, TPL is enhancing the Page hiring process through the use of career events and related activities, to ensure we continue to attract and engage a qualified pool of candidates that reflect the communities which we serve.

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, professional development and training. 75% of 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.

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. Workforce Demographics

TPL has a capable and experienced workforce with an average tenure with the Library of 14 years and an average age of 42 years.

Based on the most recent staff survey conducted in 2022, TPL's workforce is 54% racialized (up from 40% in 2018), closely reflecting the 56% representation among 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 one-third of directors and 30% of managers.

Representation of Black staff is 7%, compared to 10% in the Toronto population.

Staff who identify their sexual orientation as LGBQ+¹ increased from 12% in 2018 to 18% in 2022. Staff who identify their gender identity as gender diverse increased from 2% in 2018 to 6% in 2022. Thirteen percent of staff identify as a person with a disability, up from 9% in 2018.

TPL has collected equity-related demographic data on its workforce in 2011, 2018 and 2022. Comparative data is provided in the attachment. Updated demographic information will be collected later this year.

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

ATTACHMENTS

Attachment 1: TPL Workforce Overview presentation

TPL Workforce Overview

Toronto Public Library Board

June 24, 2024



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

Key Topics

1. Current and historical workforce
2. Terms of employment
3. Workforce demographics

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

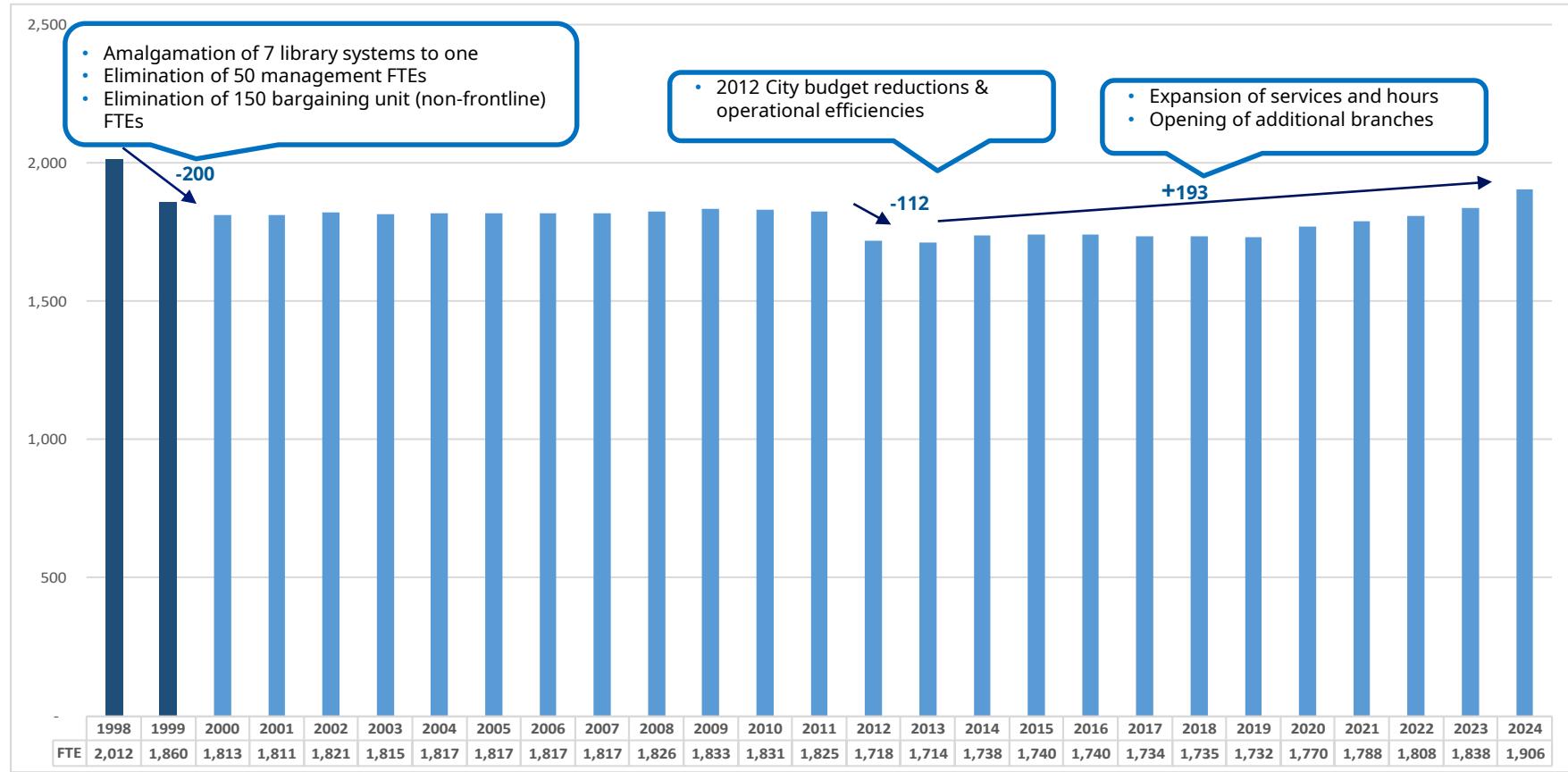
City budget reductions and operating efficiencies, resulting in elimination of 112 Full-time Equivalent Positions (FTE's)

2013 – 2023

Expansion of services and hours, and opening of new branches, adding 193 FTE's

historical workforce

TPL's workforce is 5% higher (83 FTE) than it was following amalgamation in 2000



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.

Approved Workforce Complement
1,906 FTE
(full-time equivalents)



Positions
2,467 staff
(April 1, 2024)

recent workforce changes

In the four years from 2020 to 2023, TPL:

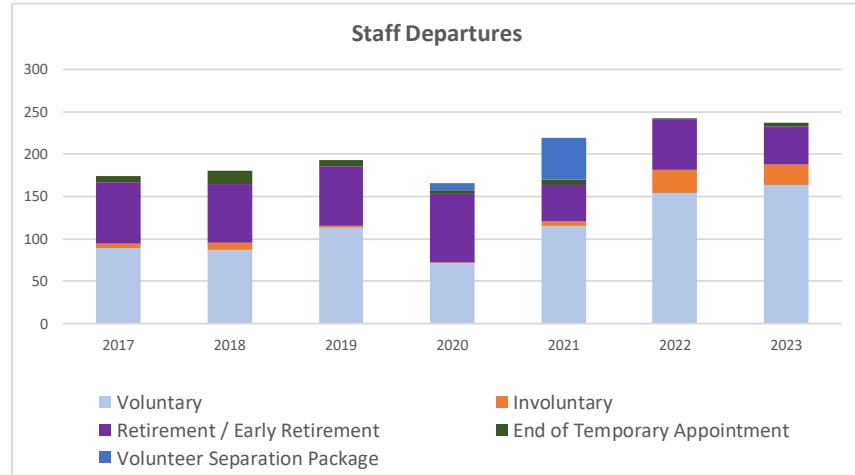
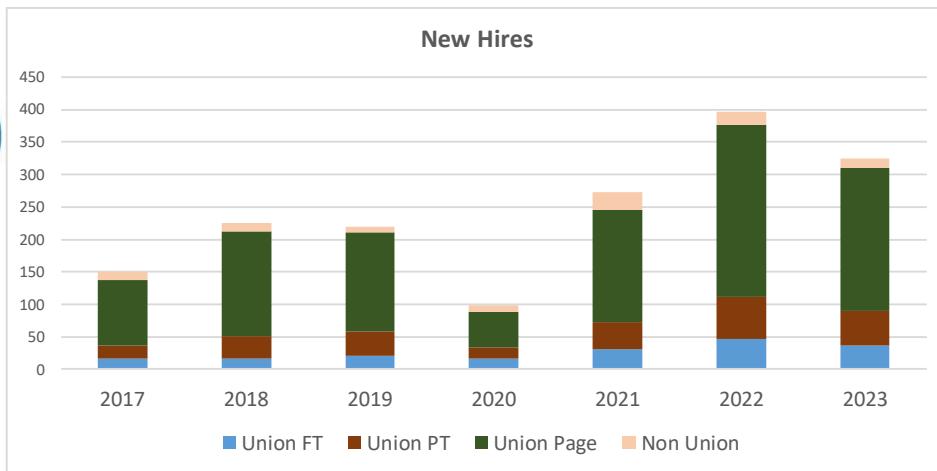
- increased its workforce by **106 additional FTE (6%)**, supporting:
 - branch operations
 - increased open hours
 - new services
 - digital modernization
 - library safety specialists

In 2024, TPL will:

- increase its workforce by **67.9 additional FTE (3.7%)**, supporting:
 - increased open hours
 - additional youth hubs
 - additional library safety specialists
- add **over 13,272 annual open hours** of service including Sundays

workforce churn

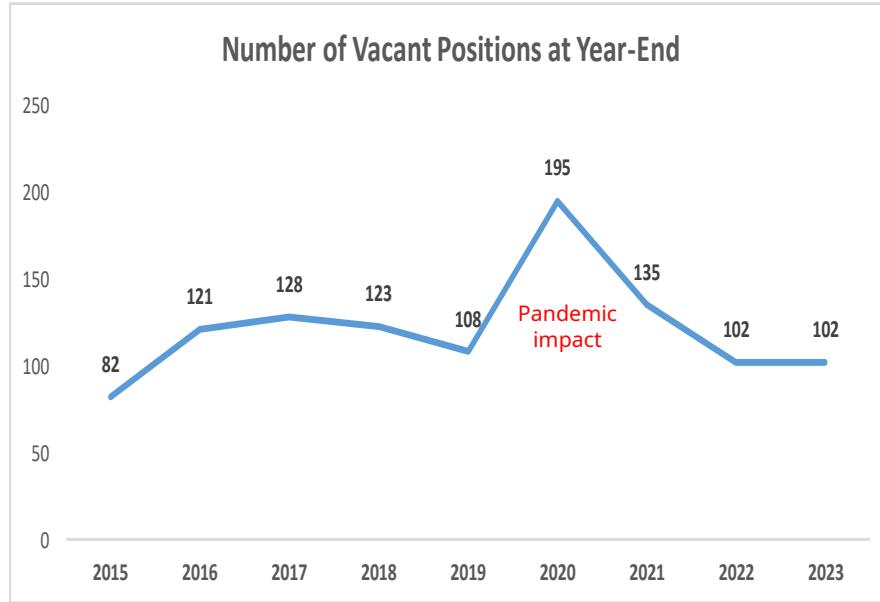
- 200-400 staff are hired each year to replace departing or retiring staff, and fill new positions
- Annual attrition is 4-5% excluding Pages (8% including Pages)
- Retirements represent 25-30% of departures



	2017	2018	2019	2020	2021	2022	2023
Union	138	212	211	88	245	377	310
Exempt	13	13	9	11	28	20	14
Total	151	225	220	99	273	397	324

	2017	2018	2019	2020	2021	2022	2023
Union	161	168	183	154	200	228	224
Exempt	13	13	10	12	19	14	13
Totals	174	181	193	166	219	242	237

vacancies & recruitment

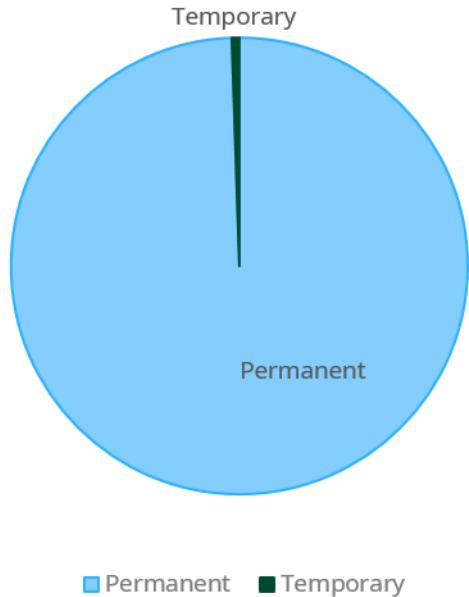


- TPL typically has approximately 100 vacancies at a point in time, due to promotions, retirements, etc.
- Over 85% of vacancies are filled by internal candidates, who have preferential status for vacant positions if they are qualified. This results in a significant lag in external hiring.
- We are currently modernizing our internal recruitment processes to further accelerate the pace of hiring and reduce vacancies.

section 2

terms & conditions of employment

permanent and secure employment



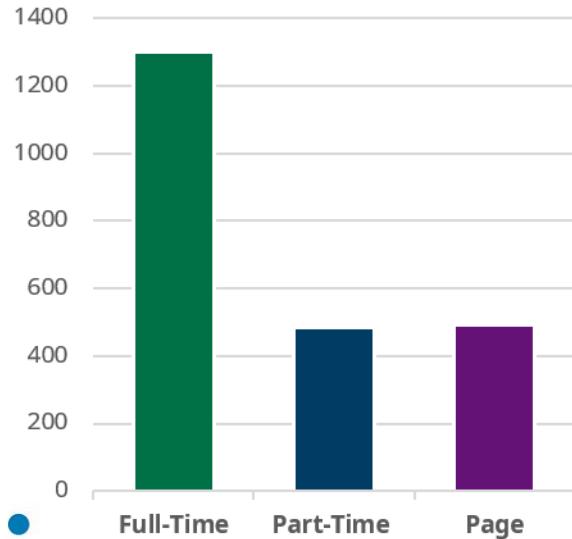
TPL provides secure employment with competitive compensation and employment terms.

- **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.
 - 74% of full-time staff and 26% 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 59%
- Part-time staff 19%
- Pages (primarily students) 22%

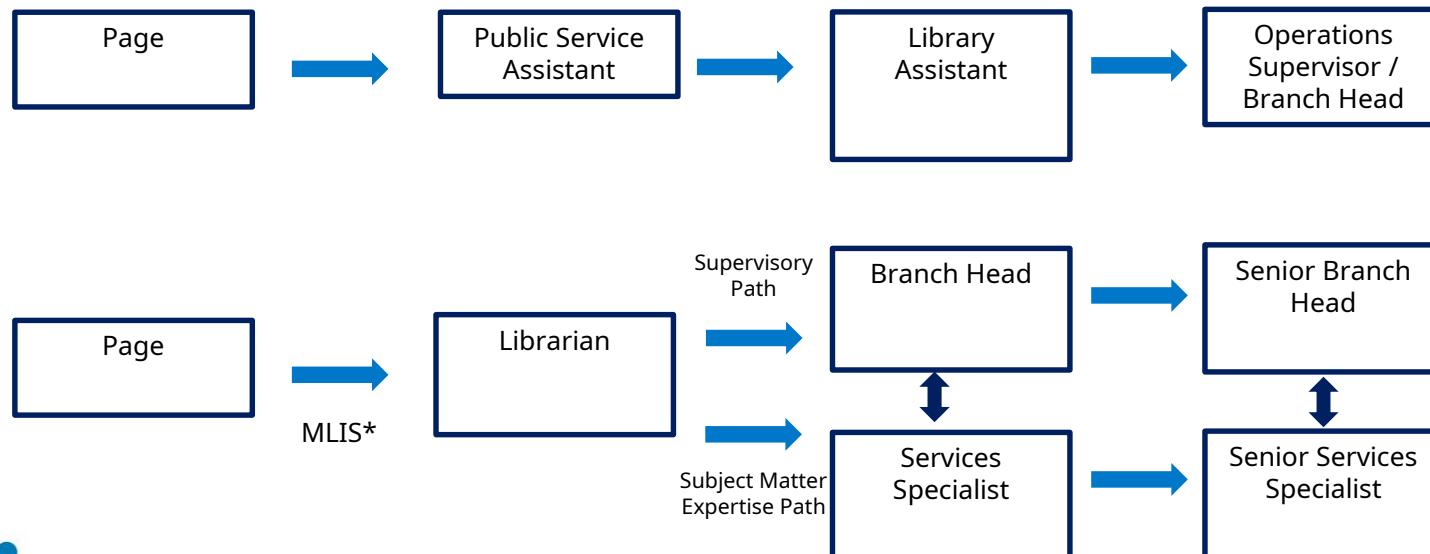


About part-time roles:

- 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.

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.



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

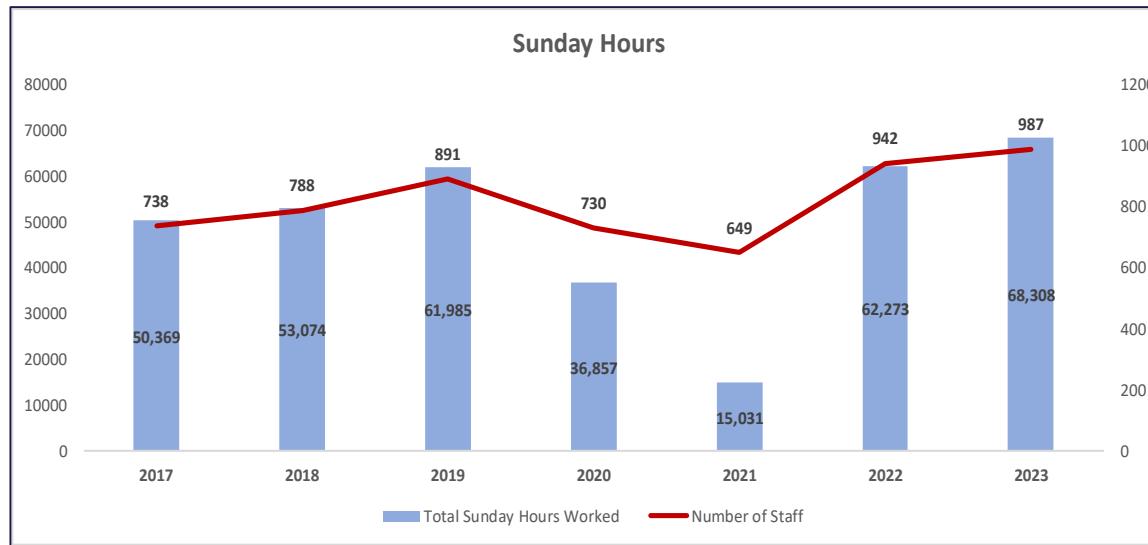
- All staff including Pages are eligible to participate in the OMERS* pension plan.
- OMERS is a defined benefit pension plan** with inflation protection that provides a predictable monthly income for life, up to 70% of salary.
- OMERS expanded eligibility in 2023 to include all part-time staff and Pages.

* 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.

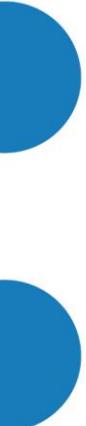
Sunday hours

- 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
- Sunday hours will increase significantly as a result of the Open Hours Plan



- Staff can also voluntarily elect to work extra hours beyond their regular shift
- 900-1000 staff work extra hours each year, each working an average of 140 extra hours
- Extra hours are a key strategy to manage temporary vacancies, as well as providing flexible opportunities for staff to earn additional income

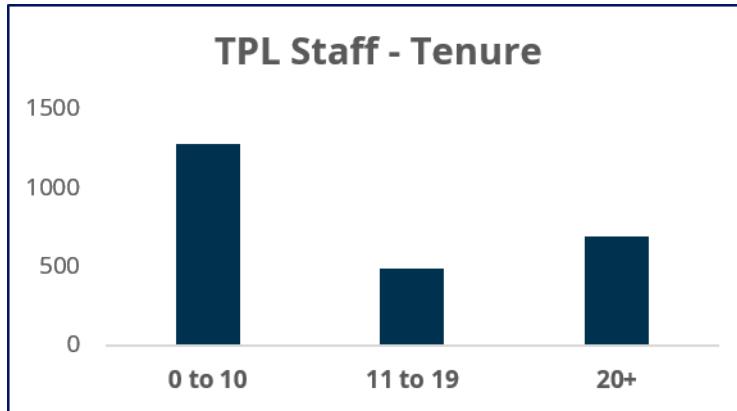
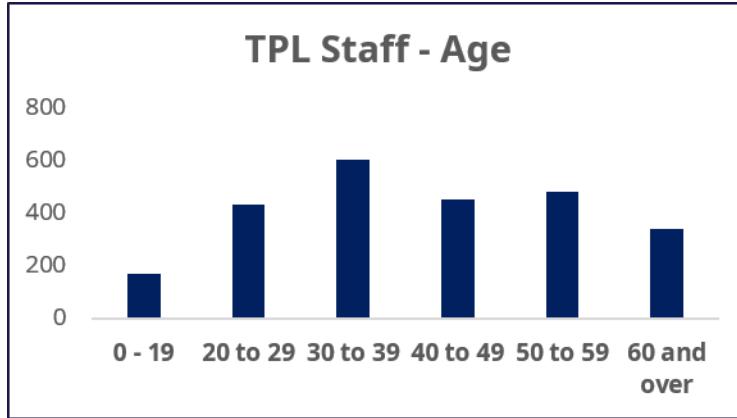




section 3

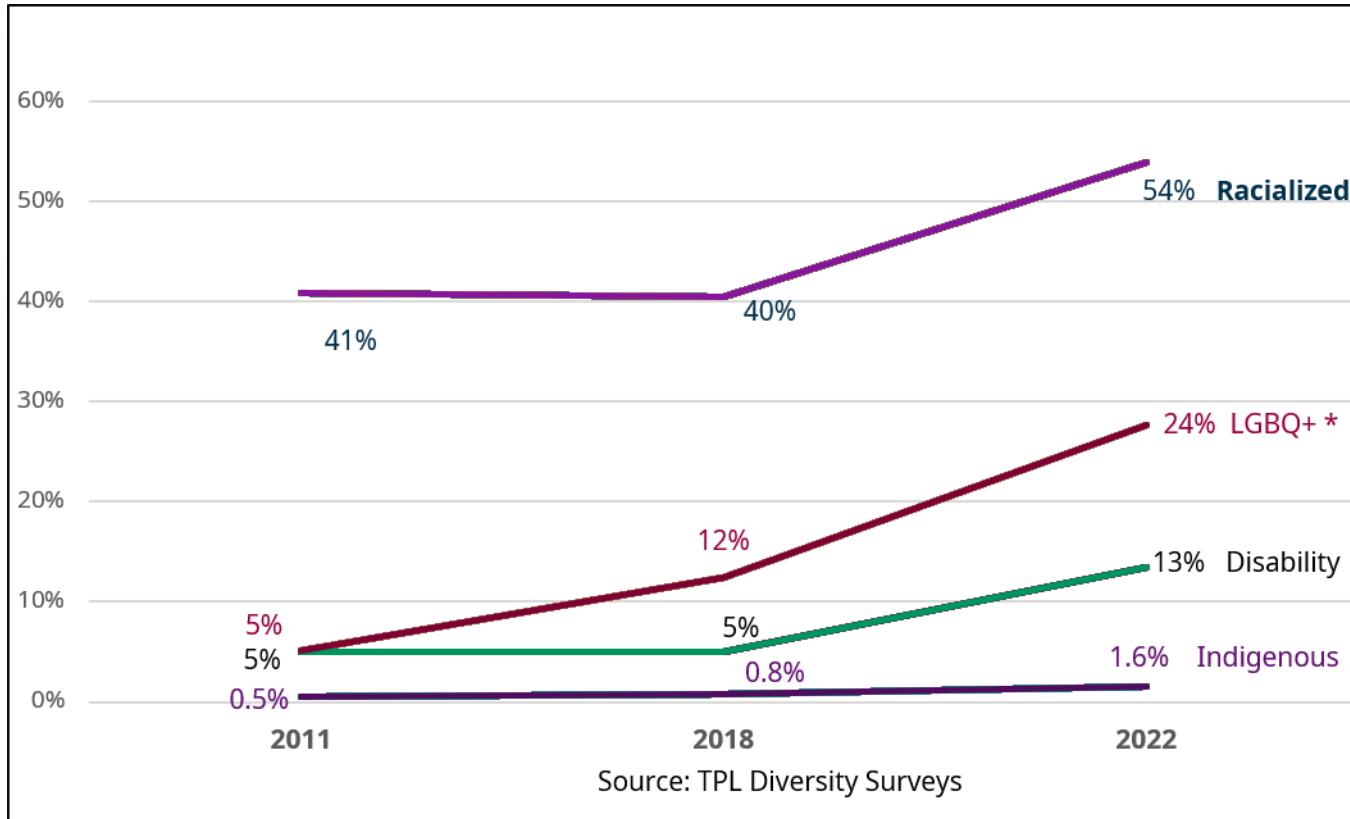
workforce demographics

demographics: all TPL staff



- 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 14 years and average age of 42. Many staff start at TPL early and remain for their full career.

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.

appendix

Supplementary information on representation of equity-deserving groups

- 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%

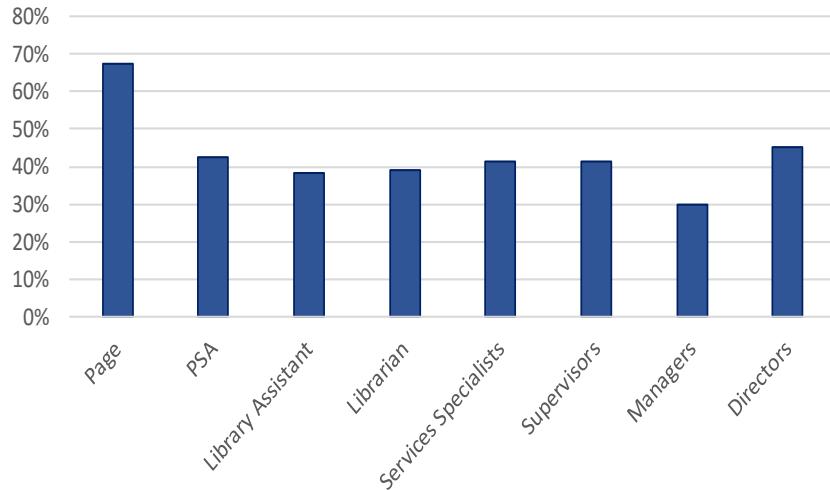
Other Includes:

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

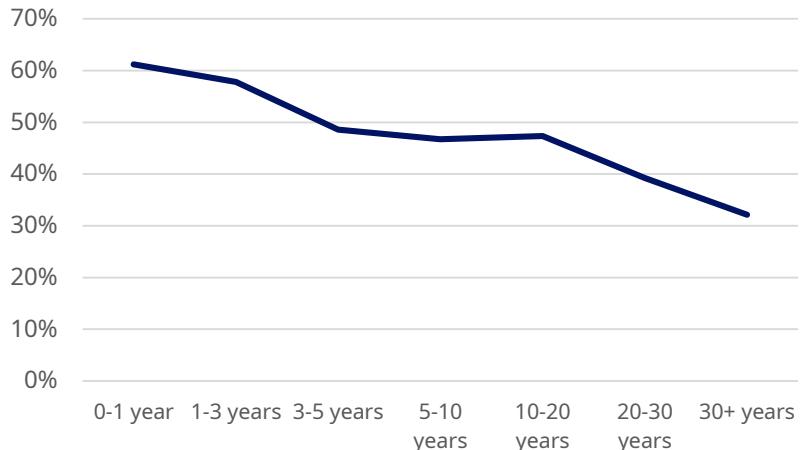
racialized staff representation by role

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

racialized representation by position level



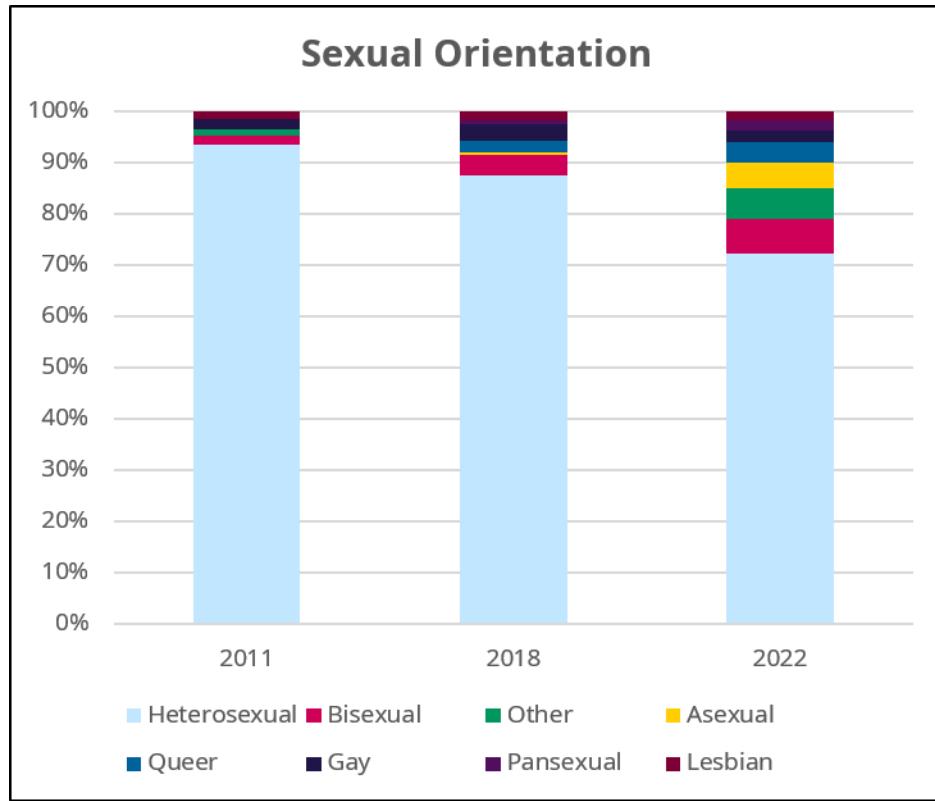
Racialized representation by years of service



Source: TPL staff diversity surveys

sexual orientation

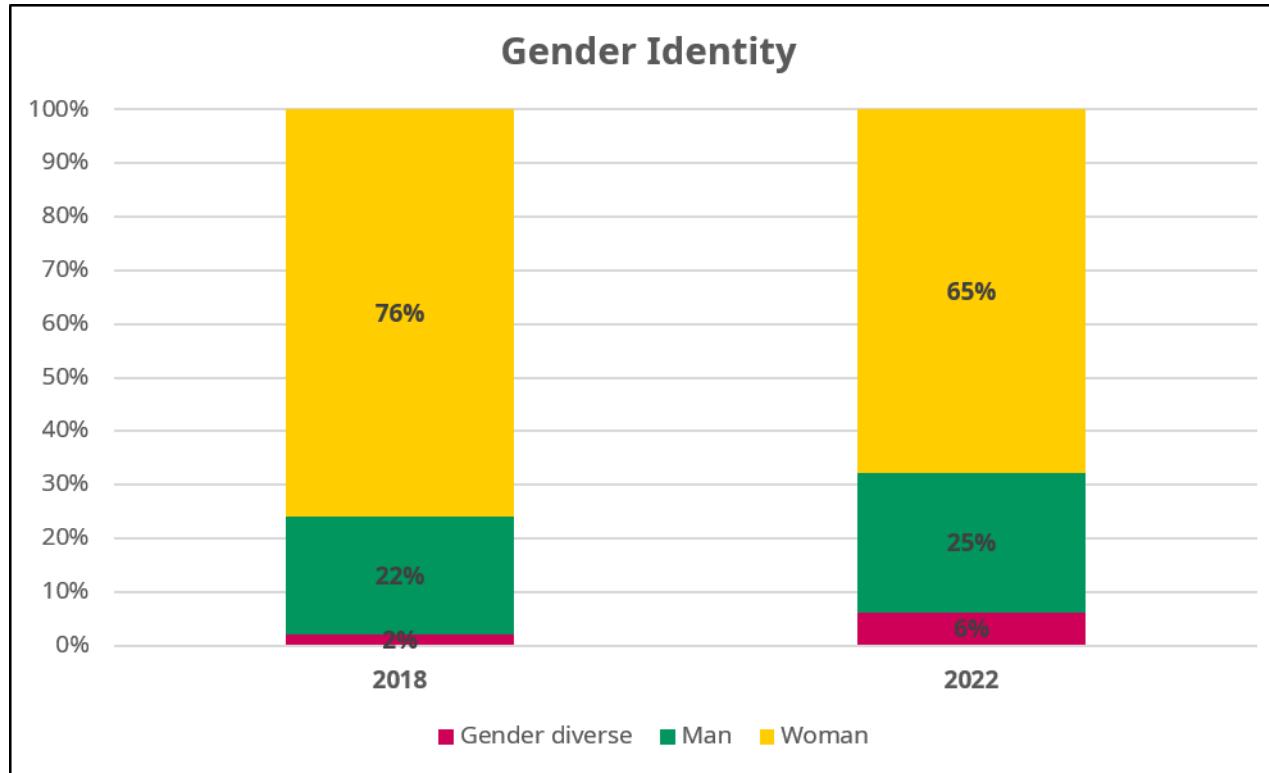
Representation of staff who identify as other than heterosexual has increased to 28%.



	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*

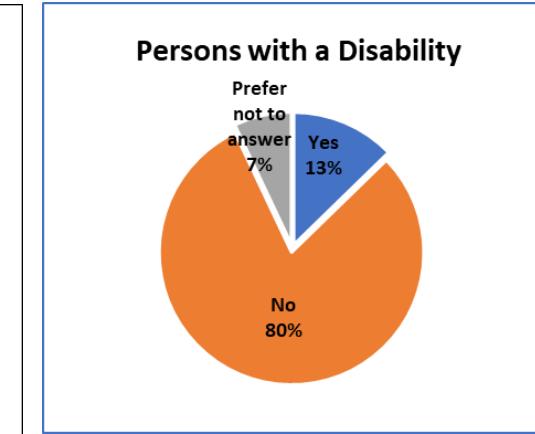
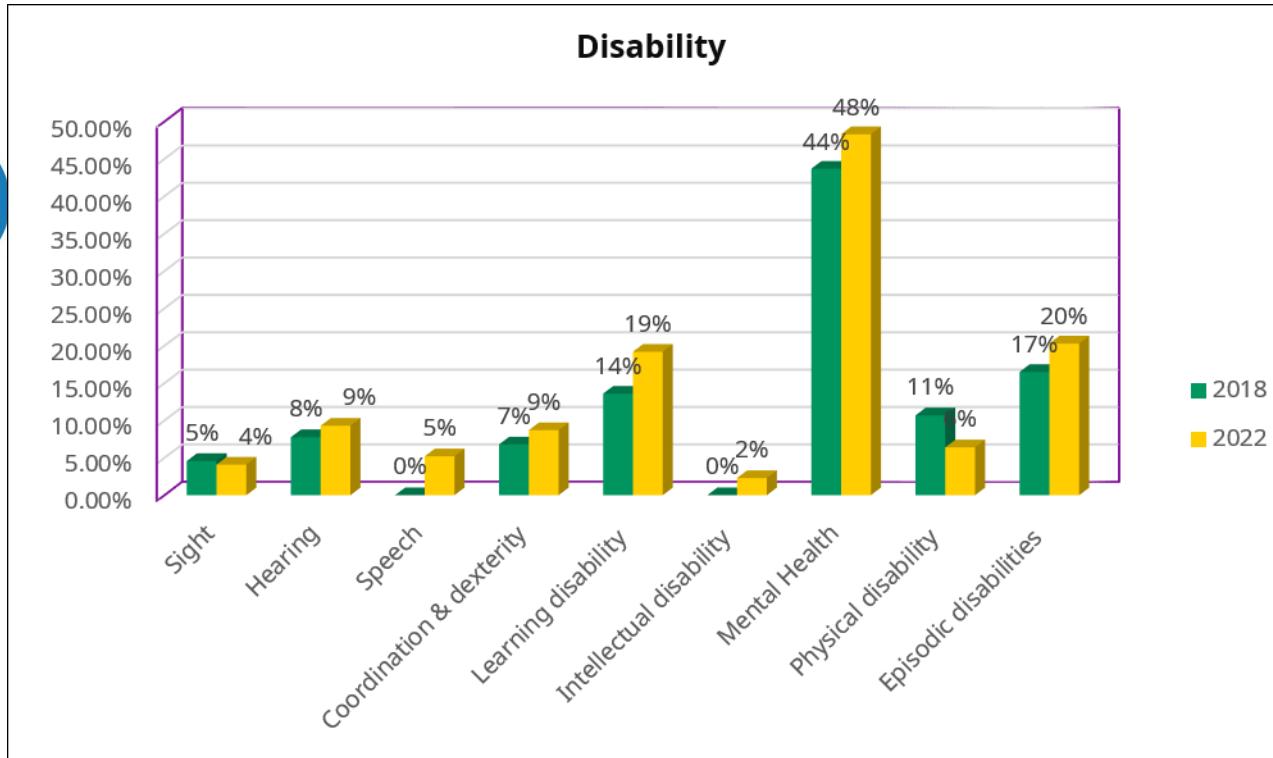


Source: TPL staff diversity surveys

* 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