15.

STAFF REPORT
ACTION REQUIRED

Alternate Approaches to Safety and Security at Toronto Public Library

Date:	May 24, 2022
To:	Toronto Public Library Board
From:	City Librarian

SUMMARY

The purpose of this report is to provide the Toronto Public Library Board with the conclusions of the Toronto Public Library (TPL) *Alternate Approaches to Safety and Security Discussion Table*. The Discussion Table was created in response to the October 25, 2021 Library Board motion directing the City Librarian to convene a discussion table to explore alternate safety and security strategies. Table members included representatives of the Toronto Public Library Workers Union 4948, TPL management, TPL Board, the City of Toronto, and community representatives with experience providing services to individuals from marginalized and vulnerable communities. Facilitation was provided by Third Party Public Inc.

The objective of the Discussion Table was to advance a welcoming and supportive environment to address safety and security issues and provide support to all library users and staff including those from vulnerable communities and equity deserving groups. The Discussion Table operated in an advisory capacity, using a consensus-based approach to explore alternate strategies to safety and security for consideration by the City Librarian. Members openly shared ideas, information and viewpoints, seeking to develop common ground and accurate understanding of issues, concerns and problems discussed. They also sought to identify areas where alternate approaches to safety and security could be applied or adapted, and provided additional information, advice and strategies to the City Librarian. The Terms of Reference for the Discussion Table are included in the attached Report.

The Discussion Table Report identified eight opportunity areas for the City Librarian's consideration. While these opportunity areas require an implementation plan – with further exploration, analysis and discussion with stakeholders – it is important that TPL

identifies immediate actions to sustain the momentum of the work done by the Discussion Table, and to ensure that there are timely results in response to the findings of the report. Therefore, the City Librarian is recommending the Board endorse a number of short-term action items to be undertaken right away.

RECOMMENDATIONS

The City Librarian recommends that the Toronto Public Library Board:

1. endorse the findings of the Discussion Table and the following short-term actions as identified by the City Librarian:

    a. Position TPL as a safe and welcoming environment for all through branch signage and other communications.

    b. Begin to introduce a harm reduction and trauma-informed mindset in staff training, and when assessing and implementing safety and security measures in branches, getting select trainers certified in a trauma-informed approach to dealing with incidents.

    c. Participate in the SafeTO's Toronto Community Crisis pilot, a service which provides an alternative to police enforcement, creating a community-based, client-centred, trauma-informed response to non-emergency crisis calls and wellness checks.

    d. Enhance staff training to build staff skills in crisis prevention and intervention, harassment, mental health and related areas, starting with branches with high numbers of incidents. Ensure that staff training is completed and tracked, with a focus on evaluating staff competence and confidence post-training.

    e. Convene a special joint meeting annually of union leadership and senior TPL management to discuss ways to further enhance union/management collaboration processes on health and safety matters.

    f. Listen to and engage frontline branch staff on safety and security, through staff town halls, branch meetings, and the upcoming staff survey.

g. Implement pilot programs to assess the value and service model for interdisciplinary social service support teams (community health nurse and social worker) to provide direct support to TPL customers and staff.

h. Enhance incident debriefing by training supervisory staff in incident debriefing, and ensuring involvement of, and support for, frontline staff and guards involved in incidents, ensuring that this is embedded in TPL procedures and protocols.

i. Implement the new Incident Reporting Management System to identify, track and analyze incident trends, and share findings with staff.

j. Review and evaluate training and onboarding of guards, and ensure the role of guards is communicated to staff and customers.

k. Work to develop and enhance relationships with City and community services, including SafeTO, TPS Neighbourhood Community Officers, cluster groups established by SDFA, FOCUS and SPIDER tables, and community agencies in each area of the city.

FINANCIAL IMPACT

For the action plan initiatives which will impact 2022, there is identified funding for the interdisciplinary social service support teams from the TPL Foundation, and for the new Incident Management System from the capital budget. The cost of the remaining 2022 action plan initiatives can be accommodated within the 2022 operating budget. After 2022, the cost for the action plan initiatives will be included in future year budget submissions.

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

ALIGNMENT WITH STRATEGIC PLAN

By providing a safe space for all customers and staff, while maintaining a welcoming and inclusive space for all, TPL can achieve its strategic priority of opening up our spaces so that all Torontonians, including those from equity deserving populations, are able to access, use and benefit from TPL's services, programs and technology. Many of the opportunities identified by the Discussion Table also align with the strategic priority of investing in staff and an innovative service culture.

EQUITY IMPACT STATEMENT

Alternate Approaches to Safety & Security identifies and reinforces TPL's obligation to provide a safe space for all customers and staff, and at the same time ensuring that spaces provided are welcoming and inclusive for all, especially for equity-deserving communities such as newcomers, low-income residents, street-involved individuals, people living with mental health issues, youth, seniors, and others.

DECISION HISTORY

At the meeting on June 22, 2021, the Board considered Security Guard Service – Increase to the Value of the Contract and Purchase Order and staff were directed to produce a report for the Board with more information on the role of security guard services and the impact they have on Library services.

In response to this Board direction, the Board was provided with a report on Use of Security Guards at Toronto Public Library at its meeting on October 25, 2021. At that meeting, the Library Board adopted a motion directing the City Librarian to convene a discussion table to explore alternate safety and security strategies. The Library Board indicated the table should include representatives from Library Staff, the Library Board, CUPE Local 4948, and community organizations with expertise in providing services to socially excluded groups.

At its meeting on April 25, 2022, as a part of the Provincial Election: Advocacy Opportunity, the Board identified an advocacy opportunity in support of improving safety and security issues faced by library staff in their interactions with customers. In addition to two opportunities identified by FOPL and OLA, the board approved advocacy efforts related to requesting increased investments in mental health and addiction crisis intervention services available to the community to address the urgent needs of urban public libraries in addressing safety and security issues.

ISSUE BACKGROUND

The Alternate Approaches to Safety and Security Discussion Table was created in response to the October 25, 2021 Library Board motion instructing the City Librarian to convene a Discussion Table consisting of representatives of the Toronto Public Library Workers Union 4948, TPL management, TPL Board, the City of Toronto, and community representatives with experience providing services to individuals from marginalized and vulnerable communities. Facilitation was provided by Third Party Public Inc. The Discussion Table met online three times over a period of two months to complete its work.

TPL is committed to providing welcoming and supportive spaces for the public and staff across its 100-branch network. Providing a welcoming and supportive environment, providing access to public space, and ensuring everyone feels welcome and has equal opportunity to use and benefit from its spaces and services is embedded in TPL's mission and strategic priorities. At the same time, TPL has an obligation to provide a safe space for all customers and staff, while providing a welcoming and inclusive space for all. All this needs to happen in the context of what has turned into a multi-year pandemic and an increasingly complex and diverse urban setting.

Toronto is a densely populated, complex urban environment where inequalities are growing; these inequalities have been amplified through the pandemic. TPL's role in addressing critical social issues has been increasing because other social services and programs are either unavailable or already overextended. Many local and community organizations offering these services shut down during the pandemic and have not returned. Vulnerable people experiencing challenges such as mental health issues, addictions and homelessness turn to the library, as they are welcome but also because they have nowhere else to meet their basic needs including safety, shelter, and washroom access.

Challenges in libraries have increased with the COVID-19 pandemic, and the number of safety and security incidents, relative to the number of library users, are increasing. The different ways that people use the space in libraries can create hotspots for tension, unsafe practices, and behaviours that negatively impact others. Unpredictability, extreme behaviours, and violence are the most difficult to manage and highest risk to customer and staff safety. A wide range of TPL customers become involved in incidents, including (but not limited to) people with special needs, mental health and addiction issues, and those who are inadequately housed.

The impacts of incidents on staff and other customers can be extremely difficult. They deal with verbal abuse, harassment, threats, violence, overdoses, and theft on a regular basis. In the face of these challenges, many staff go above and beyond when trying to manage incidents in a way that respects the individuals involved, de-escalates tensions, and keeps people safe. However, these interactions can be very taxing on staff.

There are policies, programs, and procedures in place at TPL to keep the library safe and at the same time protect and support staff prior to, during, and after incidents. Discussion Table members agreed that TPL has an important opportunity to consider alternative approaches to safety and security as part of their continued efforts to learn and strengthen supports provided to both customers and staff.

Attachment 1 provides historical and current trends with respect to incidents at TPL. The number of incidents per 100,000 visits in branches, both overall and violent incidents specifically, remained relatively low and stable from 2005-2012. Since 2012, the total number of incidents has been on the rise. Over the past two years and mainly due to the pandemic, overall incidents further increased per 100,000 visits. This is mainly due to enforcement of mask mandates as well as the increased challenges around mental health issues, addiction and violent behaviour of customers throughout this time. Similarly, violent incidents have also increased over time, though at a less pronounced rate. From 2005 to 2016, violent incidents fluctuated but averaged at just under one incident per 100,000 visits over those 12 years. Incidents increased in 2017 and 2018, but began to level-off in 2019, in part due to the implementation of enhanced staff training regarding TPL Rules of Conduct. Incidents then significantly increased again during the pandemic, with incidents per 100,000 visits occurring at a rate of 2.38 in 2020 and 2.88 in 2021. This illustrates the effect of the pandemic on customer behaviour and associated societal impacts.

COMMENTS

The Discussion Table Report identified eight opportunity areas for the City Librarian's consideration:

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

Within each of these opportunity areas, the Discussion Table identified specific actions for the City Librarian's consideration. A full list of these opportunity areas and associated action are included in the Discussion Table Report (Attachment 2). While the opportunity areas require an implementation plan -- with further exploration, analysis and discussion with stakeholders – it is important that TPL identifies immediate actions to sustain the momentum of the work done by the Discussion Table, and to ensure that there are timely results in response to the findings of the report.

The following actions will be pursued in the short term. At the same time, staff will develop a more comprehensive implementation plan to enhance safety and security in

branches and identify both timelines and appropriate funding to address all of the opportunities identified in the Discussion Table report.

Short Term Actions:

a. Position TPL as a safe and welcoming environment for all through branch signage and other communications.

b. Begin to introduce a harm reduction and trauma-informed mindset in staff training, and when assessing and implementing safety and security measures in branches, getting select trainers certified in trauma-informed approach to dealing with incidents.

c. Participate in the SafeTO's Toronto Community Crisis pilot, a service which provides an alternative to police enforcement, creating a community-based, client-centred, trauma-informed response to non-emergency crisis calls and wellness checks.

d. Enhance staff training to build staff skills in crisis prevention and intervention, harassment, mental health and related areas, starting with branches with high numbers of incidents. Ensure that staff training is completed and tracked, with a focus on evaluating staff competence and confidence post-training.

e. Convene a special joint meeting annually of union leadership and senior TPL management to discuss ways to further enhance union/management collaboration processes on health and safety matters.

f. Listen to and engage frontline branch staff on safety and security, through staff town halls, branch meetings, and the upcoming staff survey.

g. Implement pilot programs to assess the value and service model for interdisciplinary social service support teams (community health nurse and social worker) to provide direct support to TPL customers and staff.

h. Enhance incident debriefing by training supervisory staff in incident debriefing, and ensuring involvement of, and support for, frontline staff and guards involved in incidents, ensuring that this is embedded in TPL procedures and protocols.

i. Implement the new Incident Reporting Management System to identify, track and analyze incident trends, and share findings with staff.

j. Review and evaluate training and onboarding of guards, and ensure the role of guards is communicated to staff and customers.

k. Work to develop and enhance relationships with City and community services, including SafeTO, TPS Neighbourhood Community Officers, cluster groups established by SDFA, FOCUS and SPIDER tables, and community agencies in each area of the city.

CONCLUSION

The City Librarian receives this report from the Discussion Table with great appreciation for the time and effort contributed by all Discussion Table members. Addressing the safety and security of staff and customers is a top and ongoing priority for TPL. The report produced by the Discussion Table and the input, feedback and opportunities put forward by the members, both individually and as a team, is greatly appreciated and incredibly valuable in informing and driving the work need to ensure that TPL continues to create a safe and secure environment for both staff and customers.

As outlined in this report, short-term opportunities have been identified to ensure that the momentum of the Discussion Table is carried forward into implementation and for immediate action. An implementation plan will be developed to identify and detail longer term actions to address all of the opportunities that have been presented by the Discussion Table. The plan will identify timelines and budgets required to carry out the various activities in 2023 and beyond.

CONTACTS

Moe Hosseini-Ara; Director, Branch Operations and Customer Experience; Tel: 416-397-5944. Email: mhoss@tpl.ca

Pam Ryan; Director, Service Development and Innovation; Tel: 416-393-7133.
Email: pryan@tpl.ca

Brian Daly; Director, Human Resources; Tel: 416-395-5850.
Email: bdaly@tpl.ca

SIGNATURE

_____

Vickery Bowles
City Librarian

ATTACHMENTS

Attachment 1:	Incidents at Toronto Public Library Branches: Current and Historical Update
Attachment 2:	Discussion Table on Alternate Approaches to Safety and Security: Report to City Librarian

Attachment 1
REVISED

Incidents at Toronto Public Library Branches: Current and Historical Update

May 2022

tpl toronto public library

Purpose

- At its meeting of October 25, 2021, the City Librarian advised that a full report on current and historical incidents in TPL locations will be brought forward to the board in the first half of 2022.

- This report provides a detailed update on incidents at TPL branches over the period from 2014 to 2021.

- This information was also provided to members of the Discussion Table on Alternate Approaches to Safety and Security, as an input into the deliberations of the Discussion Table.

Types of Incidents

TPL tracks and categories incidents that occur in branches in the following groupings:

- Violent Behaviour
- Harassing/Threatening Behaviour
- Disruptive Behaviour
- Theft – Personal
- Theft – Library Materials
- Vandalism
- Injury/Illness
- Fire
- Flooding
- Near Miss
- Trespassing
- Illness (Suspected Substance Overdose)
- Other

Safety and Security Related Incident Categories

There are three categories of incidents related to staff safety and security in branches:

Violent Behaviour

- Any behaviour intended to injure or harm others or damage property by a member of the public. Violent Behaviour also includes any sexual behaviour that involves physical contact with the victim.

Harassing/Threatening Behaviour

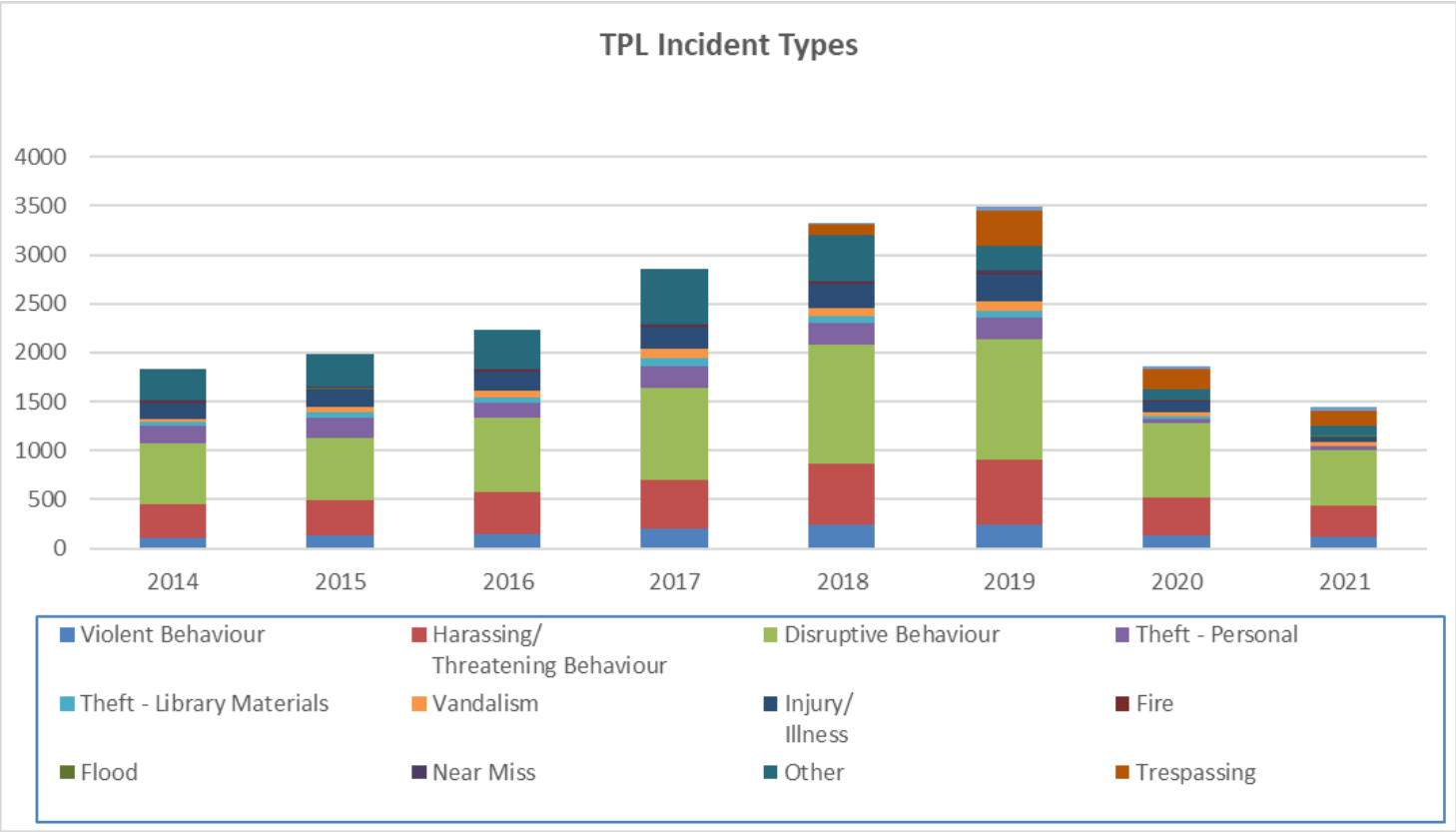
- Includes behaviours such as shouting, using profanities or uttering threats. The behaviour may be directed at staff, security guards or other customers.

Disruptive Behaviour

- Includes creating a disturbance or interfering with other people's enjoyment/use of the library through such activities as talking loudly, using offensive language, running, using unauthorized entrances and exits, or refusing to cooperate with library procedures.

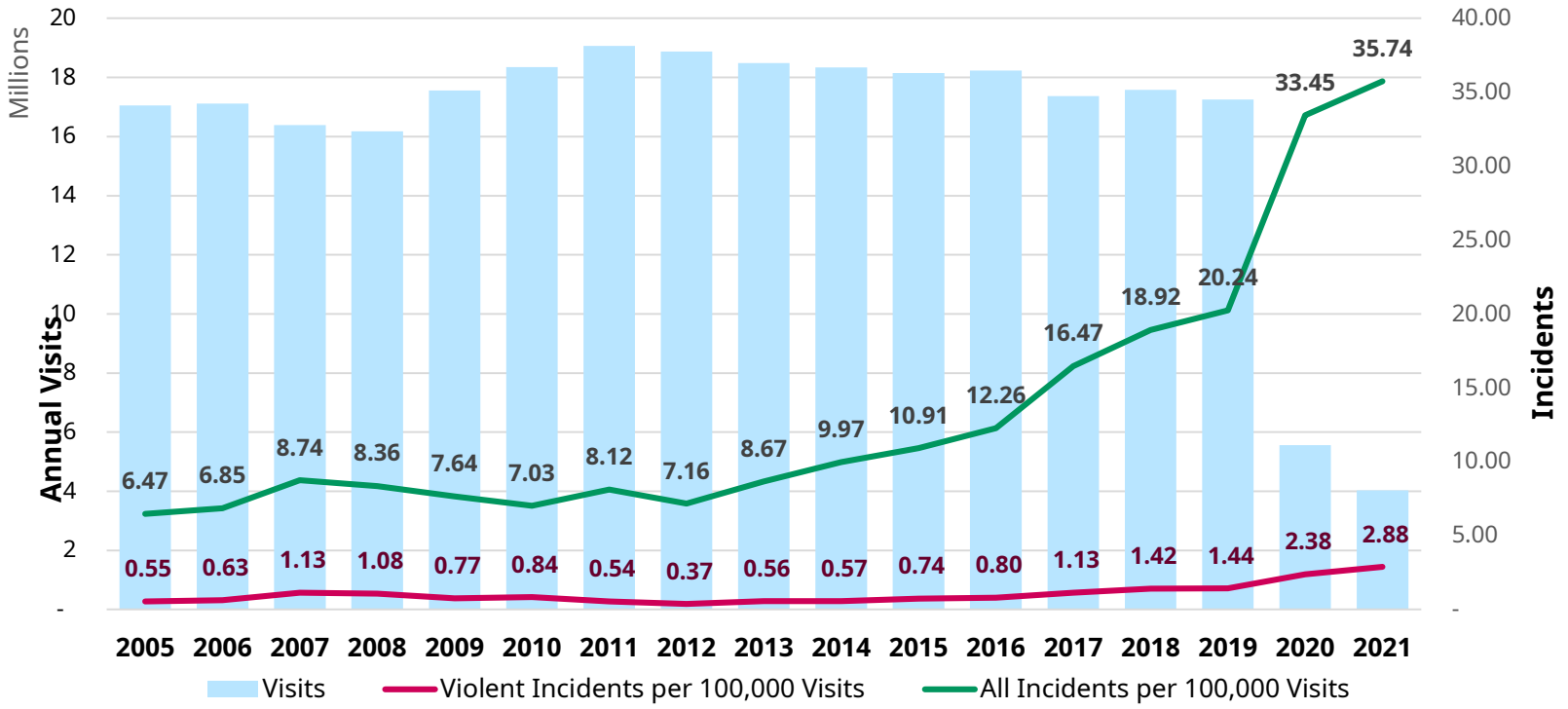
Number of Incidents in All Categories

The number of incidents has increased over time, with the exception of the pandemic.



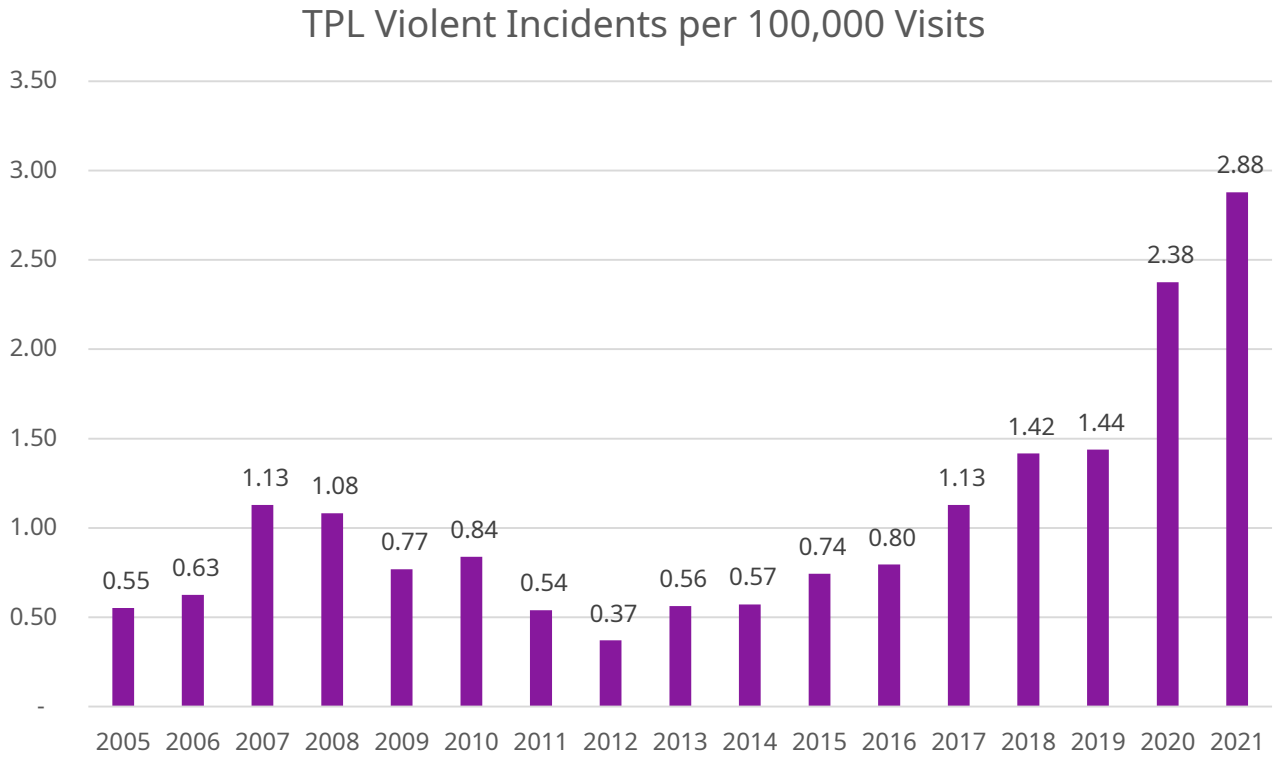
Incidents Per Visit

While the absolute number of incidents declined during the pandemic, the number of incidents per 100,000 visits has increased considerably in this period.



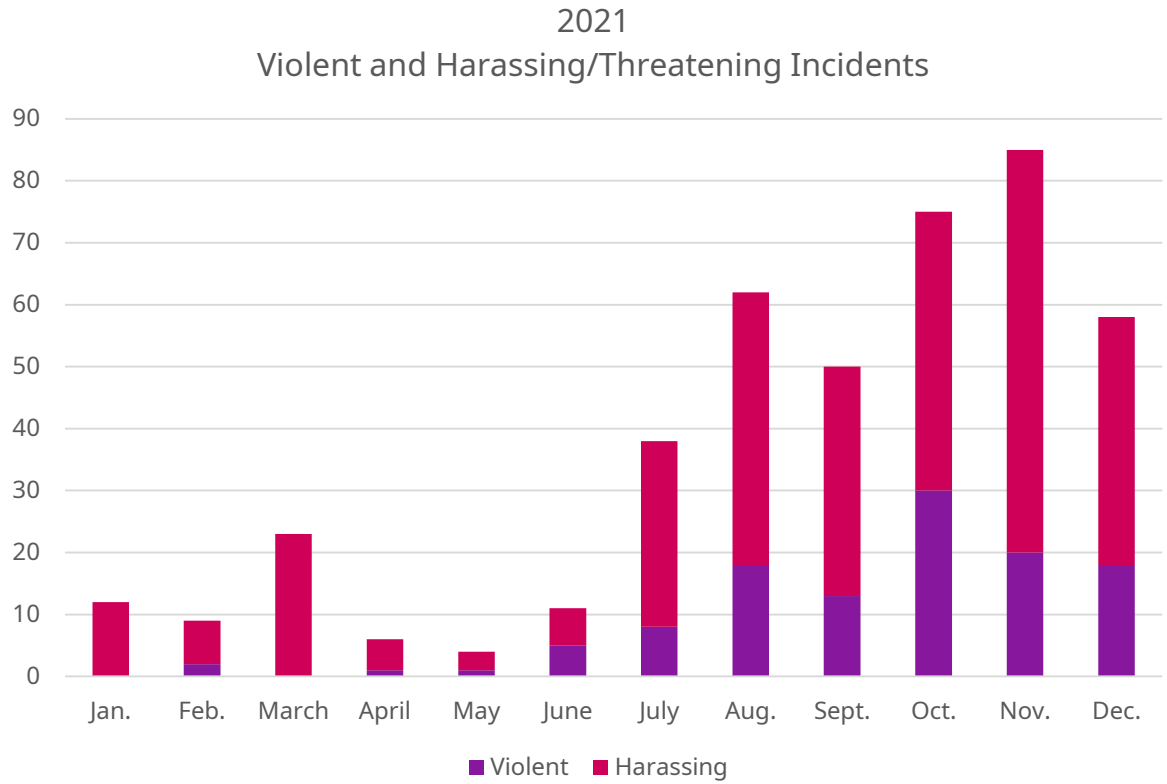
Violent Incidents Per Visit

The number of violent incidents has increased significantly during the pandemic. Many incidents require an immediate crisis response to protect the safety of staff and customers.



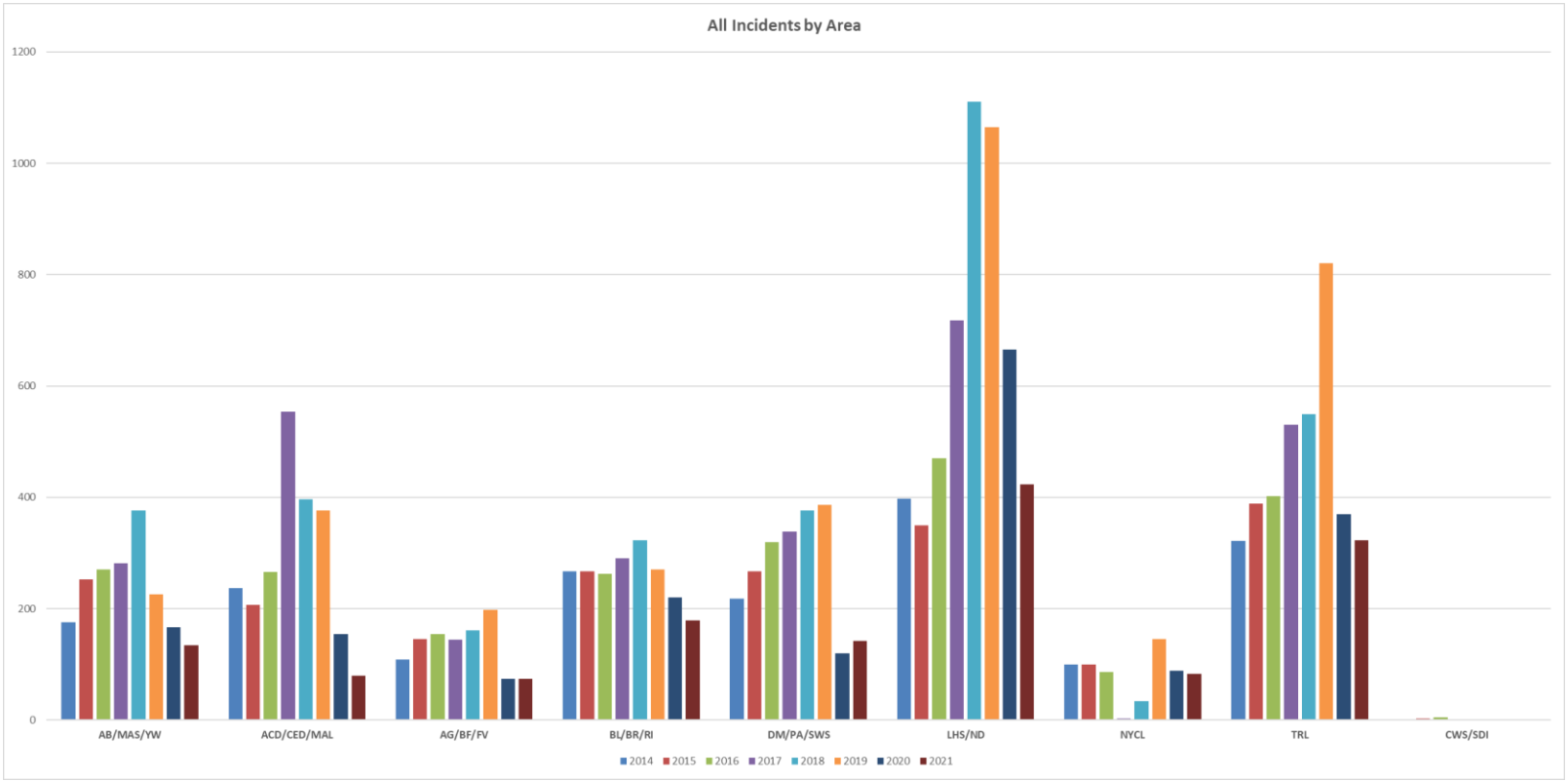
Incidents During Covid-19 Pandemic

Since reopening more fully to the public, the number of violent and harassing incidents significantly increased in the last half of 2021.



All Incidents by Area

Incidents occur disproportionately in certain areas of the city.



ALBION MARIA A. SHCHUKA YORK WOODS

ALBERT CAMPBELL/ CEDARBRAE/ MALVERN

AGINCOURT/ BARBARA FRUM/ FAIRVIEW

BLOOR/ GLADSTONE BRENTWOOD RICHVIEW

DON MILLS/ PAPE-DANFORTH/ S.WALTER STEWART

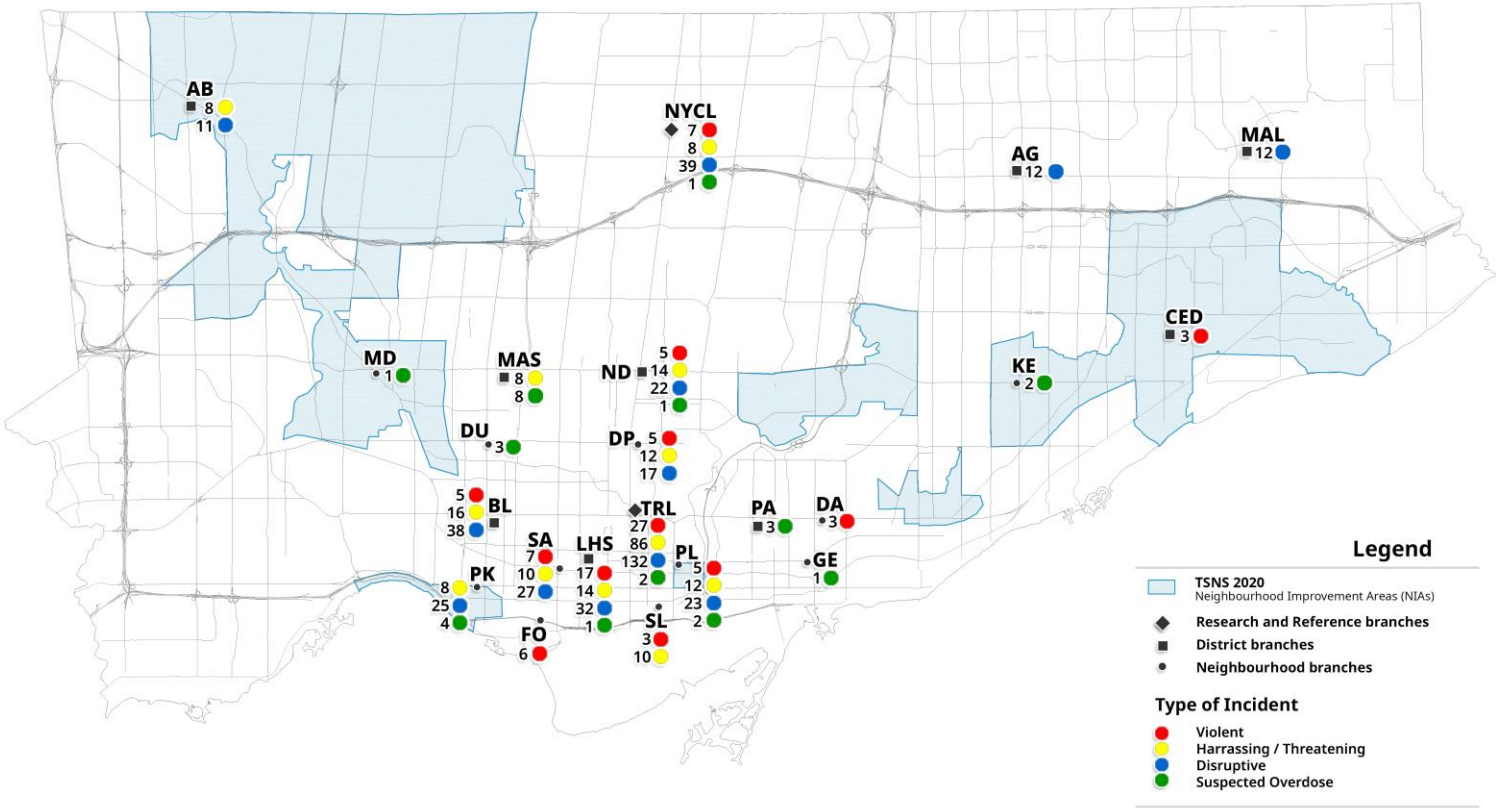
LILLIAN H. SMITH/ NORTHERN DISTRICT

NORTH YORK CENTRAL LIBRARY

TORONTO REFERENCE LIBRARY

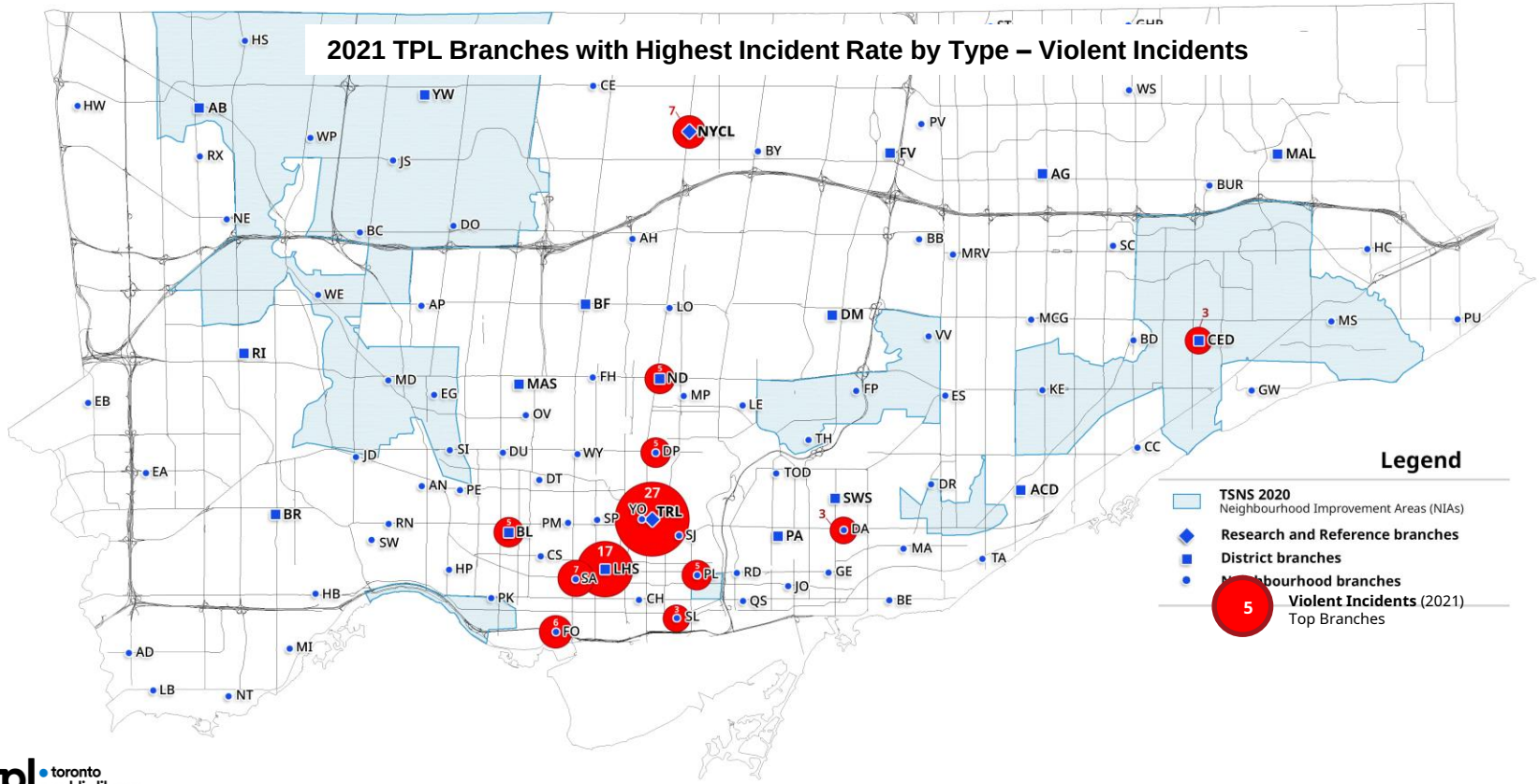
2021 Incident Types by Branch

While the majority of TPL's incidents happen in the downtown core, there are also hotspots in other locations across the city.



2021 Violent Incidents by Branch

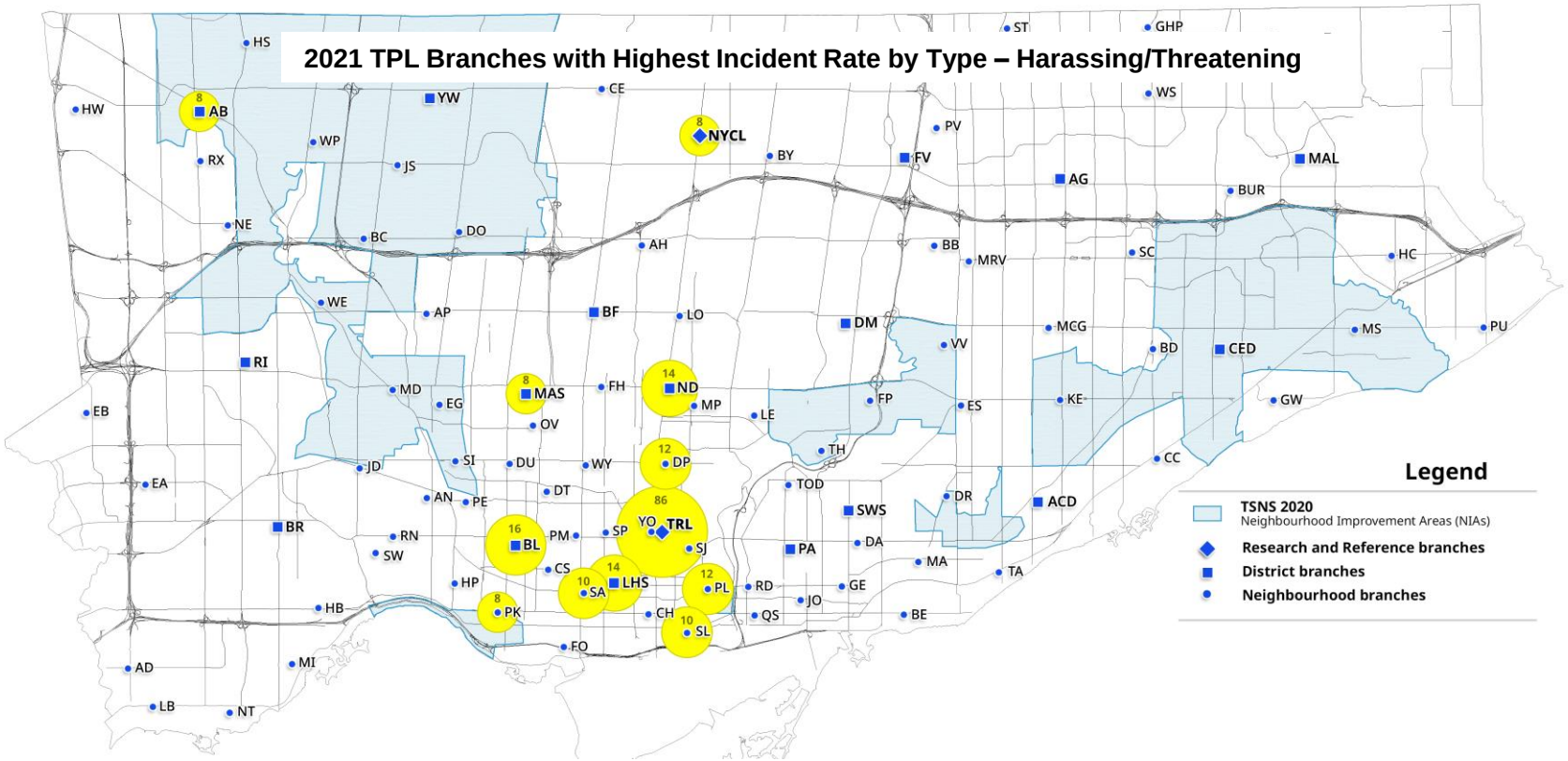
In 2021, violent incidents were concentrated in the downtown core and around NYCL.



tpl toronto public library

2021 Harassing & Threatening Incidents by Branch

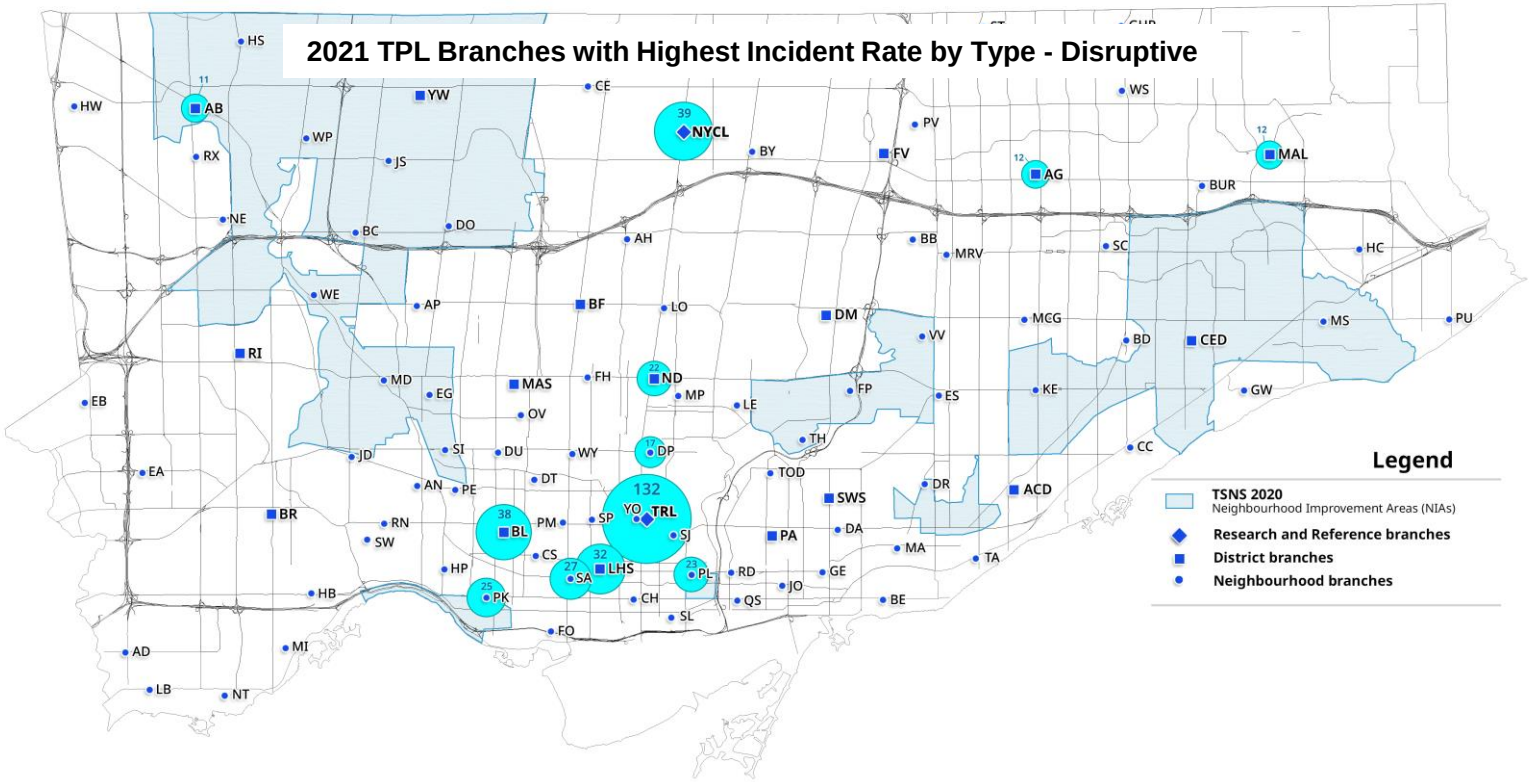
In 2021, threatening/harassing incidents were also concentrated in the downtown core.



1)

2021 Disruptive Incidents by Branch

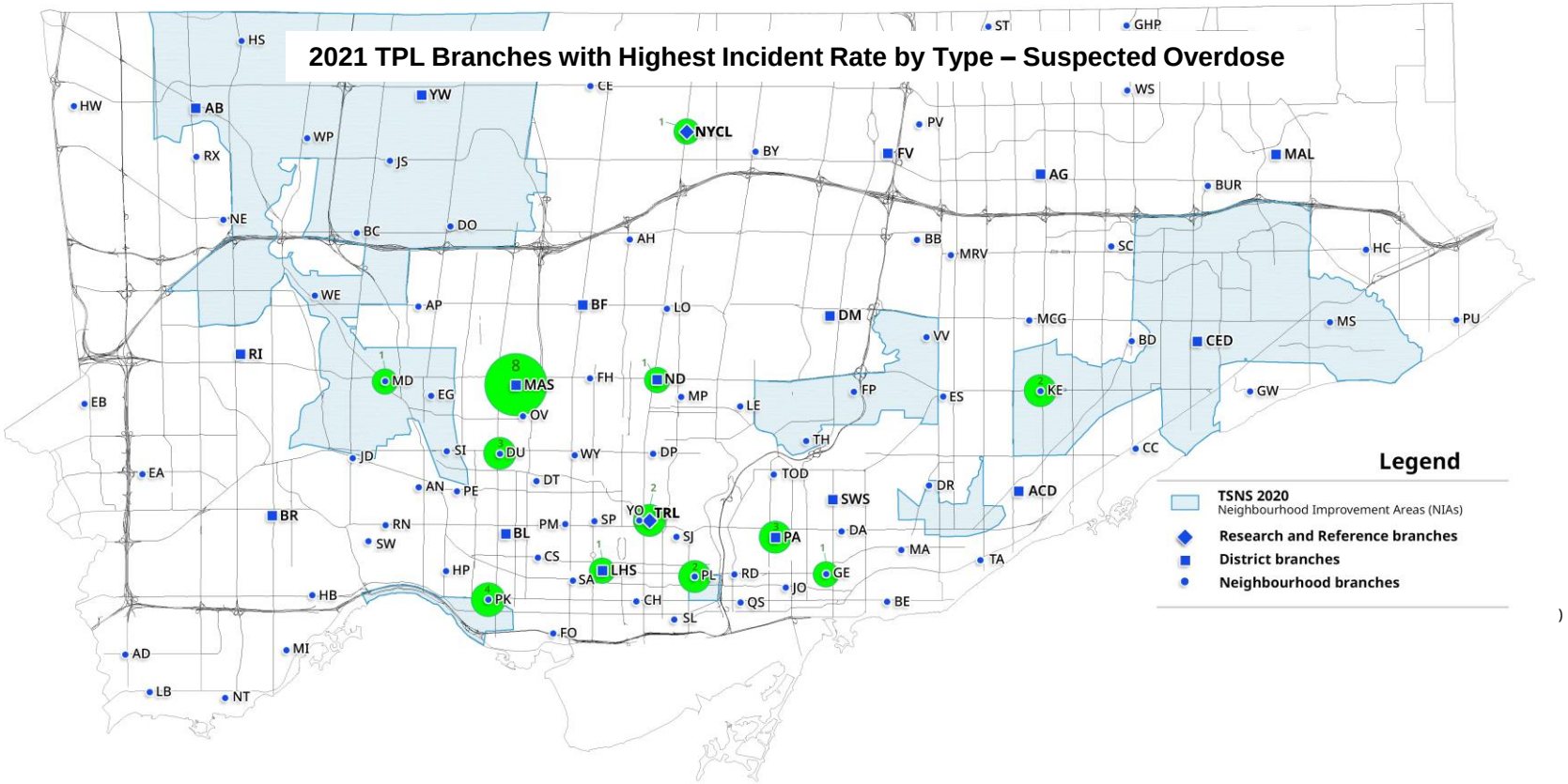
In 2021, disruptive incidents were also concentrated in the downtown core, including pandemic-incidents in areas such as mask compliance.



(2021)

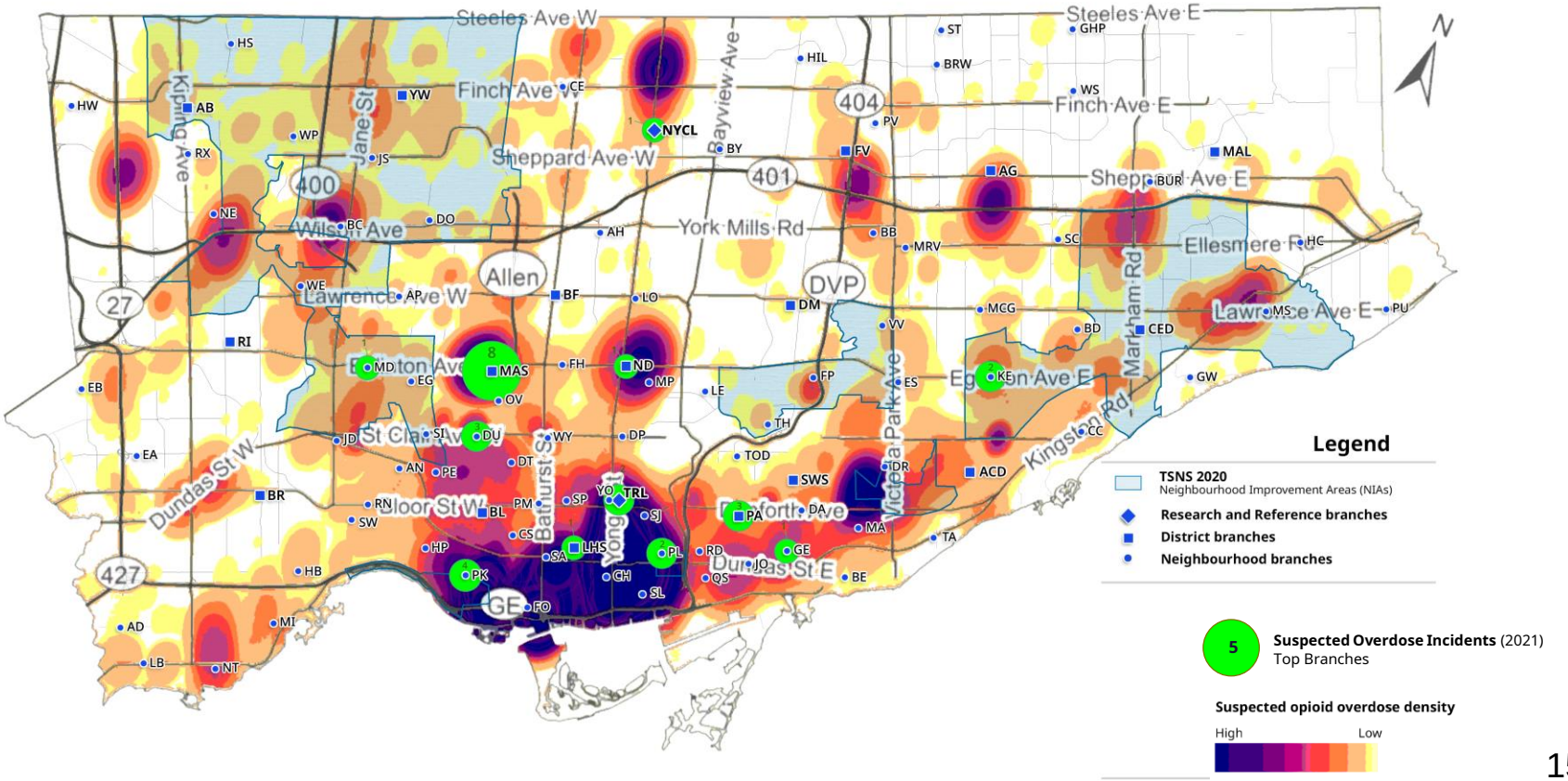
2021 Suspected Overdoses by Branch

The highest number of suspected overdoses were also largely in the downtown core.



2021 TPL Incidents Overlaid with City Opioid Overdose Incidents

There is a strong correlation between suspected overdose hotspots and incident rates.



Toronto Public Library (TPL) Discussion Table
on Alternate Approaches to Safety and Security

REPORT TO THE CITY LIBRARIAN

April 29, 2022

CONTENTS

Executive Summary 1

About the Discussion Table 2
This Report 3
Background & Context 4
Community Safety and Well-Being 8
Library Space as a Welcoming Environment for All 9
Opportunities for the Future 10
Conclusion 17

Attachments

Attachment 1. Discussion Table Terms of Reference
Attachment 2. Discussion Table Summaries
Attachment 3. TPL Journey Map – Supporting Table

Toronto Public Library Land Acknowledgement

Toronto Reference Library is on Indigenous land. This is the traditional territory of the Haudenosaunee Confederacy (also known as the Six Nations Confederacy), the Wendat, and the Mississaugas of the Credit First Nation. Toronto Public Library gratefully acknowledges these Indigenous nations for their guardianship of this land. We'd also like to remind and reaffirm, as Torontonians and Canadians, our accountability to these Indigenous nations, and to all Indigenous peoples and communities living in Toronto.

This land is also part of the Dish with One Spoon territory, a treaty between the Haudenosaunee Confederacy (also known as the Six Nations Confederacy), the Anishinaabek and allied nations, to peaceably share and care for this land, its waters, and all of the biodiversity in the Great Lakes region. All those who come to live and work here are responsible for honouring this treaty in the spirit of peace, friendship, and respect.

EXECUTIVE SUMMARY

The Toronto Public Library (TPL) convened a multistakeholder Discussion Table in January, February, and March 2022 that identified opportunities for TPL to provide a safe space for all customers and staff, at the same time as meeting its obligation to provide a welcoming and inclusive space for all.

Discussion Table members included representatives of the Toronto Public Library Workers Union, TPL management, TPL Board, the City of Toronto, and community representatives with experience with the Canadian Mental Health Association and Social Planning Toronto. Facilitation was provided by Third Party Public Inc.

The Toronto Public Library (TPL) is the largest and busiest public library in North America. Providing a welcoming and supportive environment, providing access to public space, and ensuring *everyone feels welcome and has equal opportunity to use and benefit from Toronto's libraries* is embedded in TPL's mission and strategic priorities. In 2019, the last full year the library was fully open, there were 17.4 million visits to library branches. There are approximately 2,300 staff employed by TPL.

What happens in the broader city, also happens in the library. Toronto is attracting more residents, density is increasing, and inequality is growing. For many people, libraries are a last resort for supports and resources and as one Discussion Table member said, "as close to home as it gets". Over the last several years, TPL has been taking on a larger role in addressing critical city issues that are impacting people using the library – including crises related to mental health and addictions and housing affordability and homelessness. Challenges have increased with the COVID-19 pandemic.

In 2019, there were 3,419 incident reports written at TPL, a number that has doubled since 2011. Although this represents a small portion of the interactions customers and staff have in libraries, any one incident can have significant repercussions on the physical and mental health of staff and customers as well as on the surrounding communities.

The Discussion Table identified six stages through which TPL customers and staff "travel" during their TPL journey, including the customer experience, social development, incident preparation, incident prevention, incident response, and post-incident/recovery. They also identified opportunities for the City Librarian to consider for the future - opportunities that are practical, tangible, and can be implemented on-the-ground. The opportunities include:

1. Focus on welcoming all
2. Strengthen TPL staff training
3. Strengthen communications 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. Strengthen documentation, evaluation, and ongoing learning
8. Use security guard services intentionally as part of a broader suite of resources and tools that support the prevention and resolution of incidents.

With proper funding, resources and partnerships, these opportunities will put TPL on a stronger path for the future – trying new things in a responsible way. The consideration of this Report by the City Librarian and Board represents an important step in an ongoing learning process and long-term solutions.

Discussion Table members encourage TPL to consider ongoing and future opportunities to implement this type of multistakeholder approach to collaboration and problem-solving.

ABOUT THE DISCUSSION TABLE

The Alternate Approaches to Safety and Security Discussion Table was created in response to the October 25, 2021, Library Board motion: *The Library Board directs the City Librarian to convene a discussion table to explore alternative safety and security strategies. The table should include representatives from Library Staff, the Library Board, CUPE 4948, and community organizations with expertise in providing services to socially excluded groups resulting from the report Use of Security Guards at TPL*. See Attachment 1 for Discussion Table Terms of Reference.

Table members include:

- TPLWU 4948 CUPE (Toronto Public Library Workers Union, affiliated with the Canadian Union of Public Employees as Local 4948) – Brandon Haynes (President), Stephanie Van Stralen (CUPE National Representative), Jinkie David (Union Health & Safety Representative), Melba Carmona (Co-Chair, Central Joint Health & Safety Committee)
- City of Toronto – Nicole Watson (Policy Development Officer, Policing Reform, Social Development, Finance & Administration), Mohamed Shuriye (Manager, Policing Reform, Social Development, Finance & Administration), and Scott McKean (Manager, SafeTO – participated in Meeting 1 only)
- Community – Steve Lurie (recently retired from CMHA – Toronto Branch, and Adjunct Professor, UofT Faculty of Social Work), Israt Ahmed (Senior Planner, Social Planning Toronto)
- TPL Management –Moe Hosseini-Ara (Director, Branch Operations & Customer Experience), Elizabeth Malak (Area Manager, and Co-Chair of TPL's Rules of Conduct Staff Committee), Brian Daly (Director, Human Resources), and Pam Ryan (Director, Service Development & Innovation)
- TPL Board – Councillor Gord Perks, Board Vice Chair Alim Remtulla

Facilitation was provided by Nicole Swerhun and Stephanie Quezada from Third Party Public Inc.

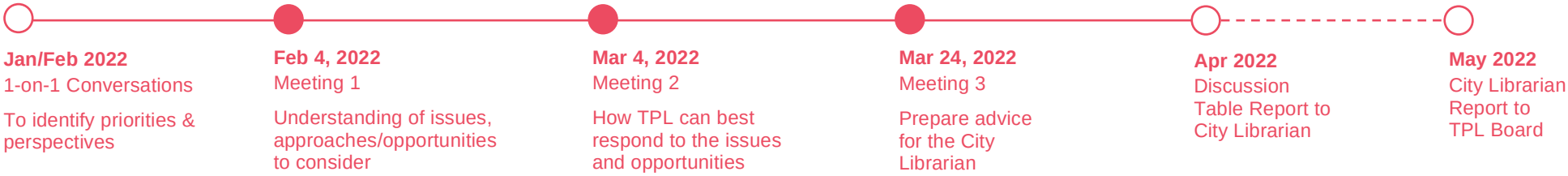
The Discussion Table's approach:

From the beginning, Discussion Table members were clear that for TPL to move forward successfully, it must meet its obligation to provide a safe space for all customers and staff, and *at the same time* meet its obligation to provide a welcoming and inclusive space for all.

Discussion Table Activities:

Given COVID-19 public health restrictions, the Discussion Table met online three times to complete its work (see timeline below). These meetings were preceded by one-on-one conversations between the facilitation team and each Table member. Attachment 2 includes summaries from the Table's discussions, including references to the extensive resources shared between members.

Overview of the Discussion Table timeline:



THIS REPORT

This report was written by Nicole Swerhun and Stephanie Quezada from Third Party Public Inc., facilitators retained by the Toronto Public Library to support the Discussion Table's work. The contents are based directly on the work of Discussion Table members, including all meetings held and the extensive resources shared by all Table members (lists of these resources, as well as links, are available in all summary reports included in Attachment 2). The intention is that anyone reading this report, and it's supporting documentation, will consider the outcomes of the Discussion Table's work self-evident based on the insights shared and contributions made by the members.

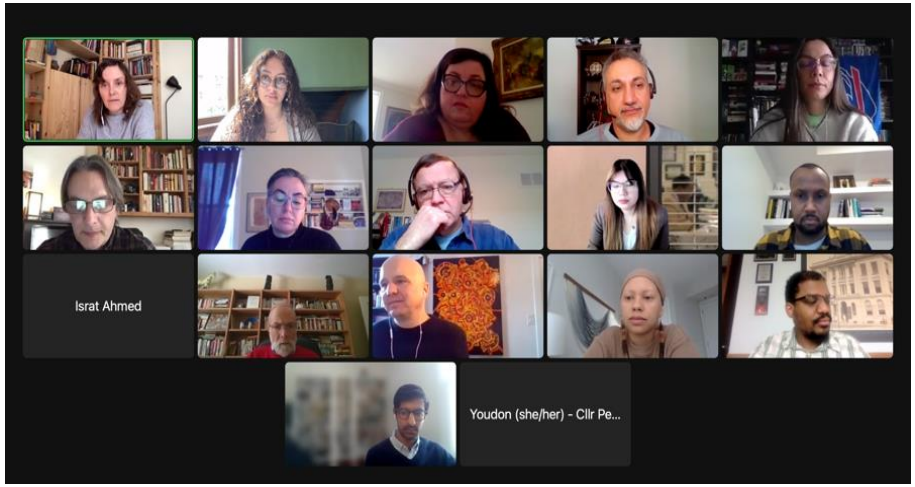
Discussion Table members were clear that their work is one important step in building the alliances necessary to successfully improve outcomes. It reflects priority issues and opportunities identified by Table members, but this report is not intended to imply that every issue and every opportunity has been covered or discussed.

Given the multi-dimensional complexity of the challenges experienced, and the fact that new learnings continue to emerge (such as the learnings that led to Toronto City Council's support of an alternative crisis support service model that is community-led, client-centred, trauma-informed, and focused on reducing harm to be delivered through four community pilots), it's difficult to predict how needs will change or how the context will evolve over the next number of years. As a result, Discussion Table members encouraged TPL to think about the Table's work as the continuation of an active learning process where new information will emerge and TPL will respond over time.

Table members also agreed that many additional and ongoing discussions will be needed to support TPL, the City of Toronto, community organizations, and the broader community in their efforts to address these complicated issues. There are many more steps to come, and both representatives of TPL management and the Union on the Discussion Table are committed to working together through existing mechanisms to continue these important discussions.

A draft of this report was shared with all Discussion Table members for review prior to the third and final Discussion Table meeting on March 24, 2022. Feedback, suggested edits, comments, and other outcomes from Table members have been reflected in this report. All Table members agreed that they are open to being contacted by readers of this report to help answer questions about what's in it and/or the work done by the Discussion Table.

To connect with TPL and/or Discussion Table members about the Discussion Table's work and this Report, reach out to Pam Ryan, Director, Service Development & Innovation, at pryan@tpl.ca or (416) 393-7133.



Screenshot: Discussion Table Meeting 1, (February 4, 2022)

BACKGROUND & CONTEXT

The Toronto Public Library (TPL) is the largest and busiest public library in North America. Providing a welcoming and supportive environment, providing access to public space, and ensuring everyone feels welcome and has equal opportunity to use and benefit from Toronto's libraries is embedded in TPL's mission and strategic priorities.

TPL has an obligation to provide a safe space for all customers and staff, and *at the same time* provide a welcoming and inclusive space for all. Often referred to as the city's "urban living room", libraries play a vital role as community hubs and access points, especially for equity-deserving communities such as newcomers, low-income residents, street involved individuals, people living with mental health issues, youth, seniors, and others.

Toronto residents rely on the library's welcoming spaces for many reasons – for example, to attend programs, study, work, bring children, use technology, get out of the weather, and as a bridge to other community and City services. People from all walks of life feel welcomed at the library and recent outreach that informed development of TPL's 2020-2024 Strategic Plan revealed that satisfaction with the library is highest among new immigrants (98%), youth (95%), and persons with low income (95%).

In 2019, the last full year the library was fully open, there were 17.4 million visits to library branches which translates into about 50,000 to 70,000 visits on a given day.

With many different people – all with different needs, capacities, priorities, and reasons to be in the library – one of the main responsibilities of TPL staff is to create a welcoming environment that respects the needs of all customers and staff. The TPL mission statement is: *Toronto Public Library provides free and equitable access to services which meet the changing needs of Torontonians. The Library preserves and promotes universal access to a broad range of human knowledge, experience, information and ideas in a welcoming and supportive environment.*

In support of this mission, TPL staff support and mediate the use of shared public spaces through programming and services, referrals to community resources, and following TPL's Rules of Conduct that serve to ensure library spaces create a welcoming environment for all.

There are approximately 2,230 staff employed by TPL. Most staff are members of the Toronto Public Library Workers Union (TPLWU) which is affiliated with the Canadian Union of Public Employees as Local 4948. Staff include about 1,330 full-time positions, and about 900 part-time workers (about half of whom are Pages responsible for re-shelving of books and other library resources).

What happens in the broader city, happens in libraries

Toronto is attracting more residents, density is increasing, and inequality is growing. At the same time, social services aren't always available (due to insufficient funding, pandemic restrictions, limited hours, etc.) so the library is seeing more people who need social services, including those who have nowhere else to go. For many people, libraries are a last resort for supports and resources and as one Discussion Table member said, "as close to home as it gets".

Over the last several years, TPL has been taking on a larger role in addressing critical city issues that are impacting people using the library – including crises related to mental health and addictions and housing affordability and homelessness. The need for TPL to serve vulnerable customers facing multiple challenges with complex needs is a growing reality.

Challenges in libraries have increased with the COVID-19 pandemic, and the number of safety and security incidents, relative to the

number of library users, are increasing. The different ways that people use the space in libraries can create hotspots for tension, unsafe practices, and behaviours that negatively impact others. Unpredictability, extremes, and violence are the most difficult to manage and highest risk to customer and staff safety. A wide range of TPL customers become involved in incidents, including (but not limited to) vulnerable populations, including people with special needs, mental health issues, experiencing homelessness, and addictions issues.

The impacts of incidents on staff can be extremely difficult. They deal with verbal abuse, harassment, threats, violence, overdoses, and theft on a fairly regular basis. TPLWU 4948 shared examples of the more difficult types of incidents, including staff being spit on, pinned to the floor, hair pulled, punched, scratched and threatened with weapons. In the face of these challenges, many staff go above and beyond when trying to manage incidents in a way that respects the individuals involved, de-escalates tensions, and keeps people safe. TPLWU 4948 shared extensive documentation on the challenges facing their members with the Discussion Table, which are all included and/or linked to the summaries provided in the Attachments to this report.

There are policies, programs, and procedures in place at TPL to keep the library safe and at the same time protect and support staff prior to, during, and after incidents. Discussion Table members agreed that TPL has an important opportunity to consider alternative approaches to safety and security as part of their continued efforts to learn and strengthen supports provided to both customers and staff.

Data on incidents at TPL

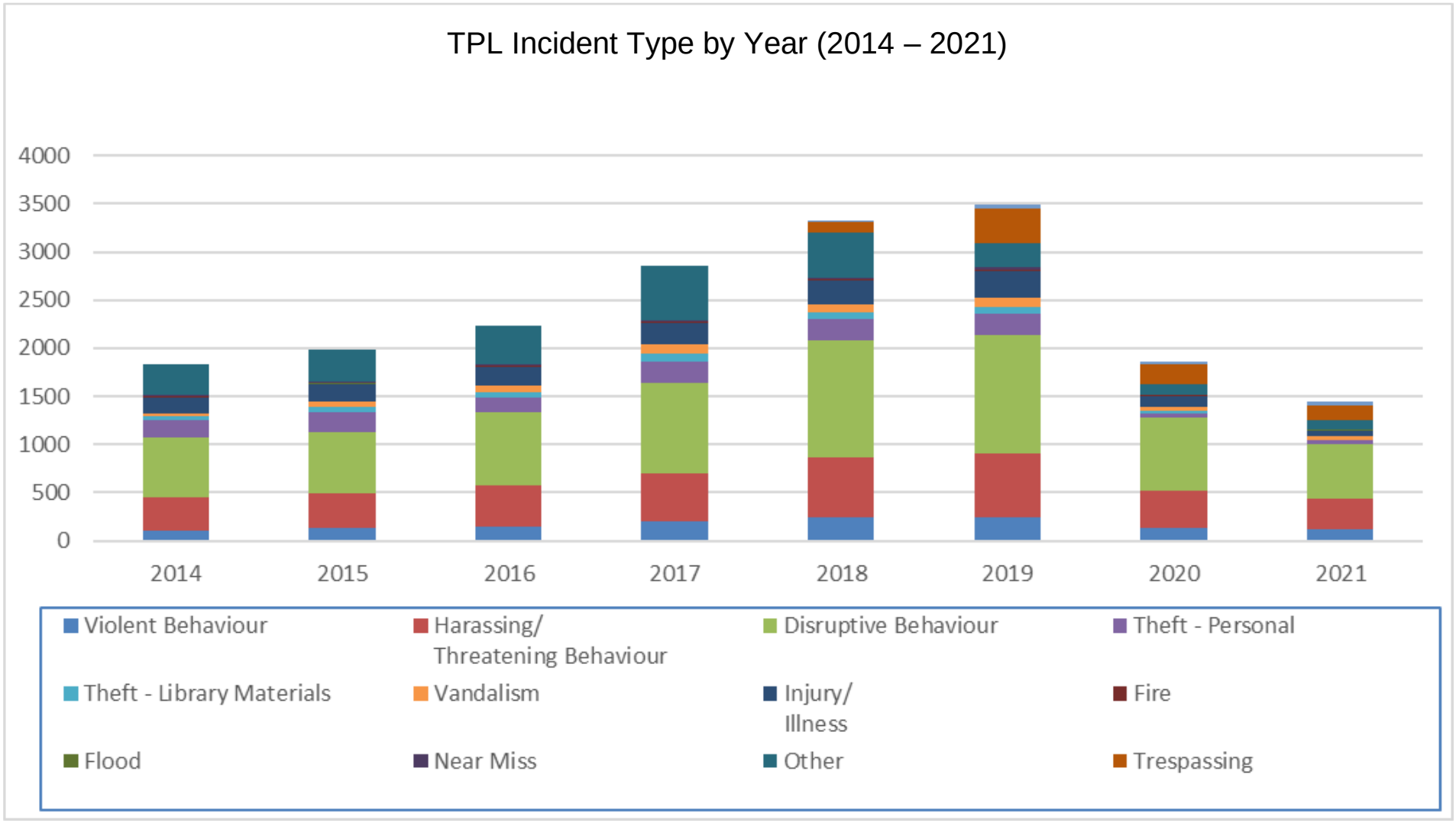
TPL operates in a complex and challenging environment. Tracking incidents provides important data on how safety and security issues reveal themselves, where, and how frequently in Toronto libraries.

Incidents are organized into the following three categories by TPL:

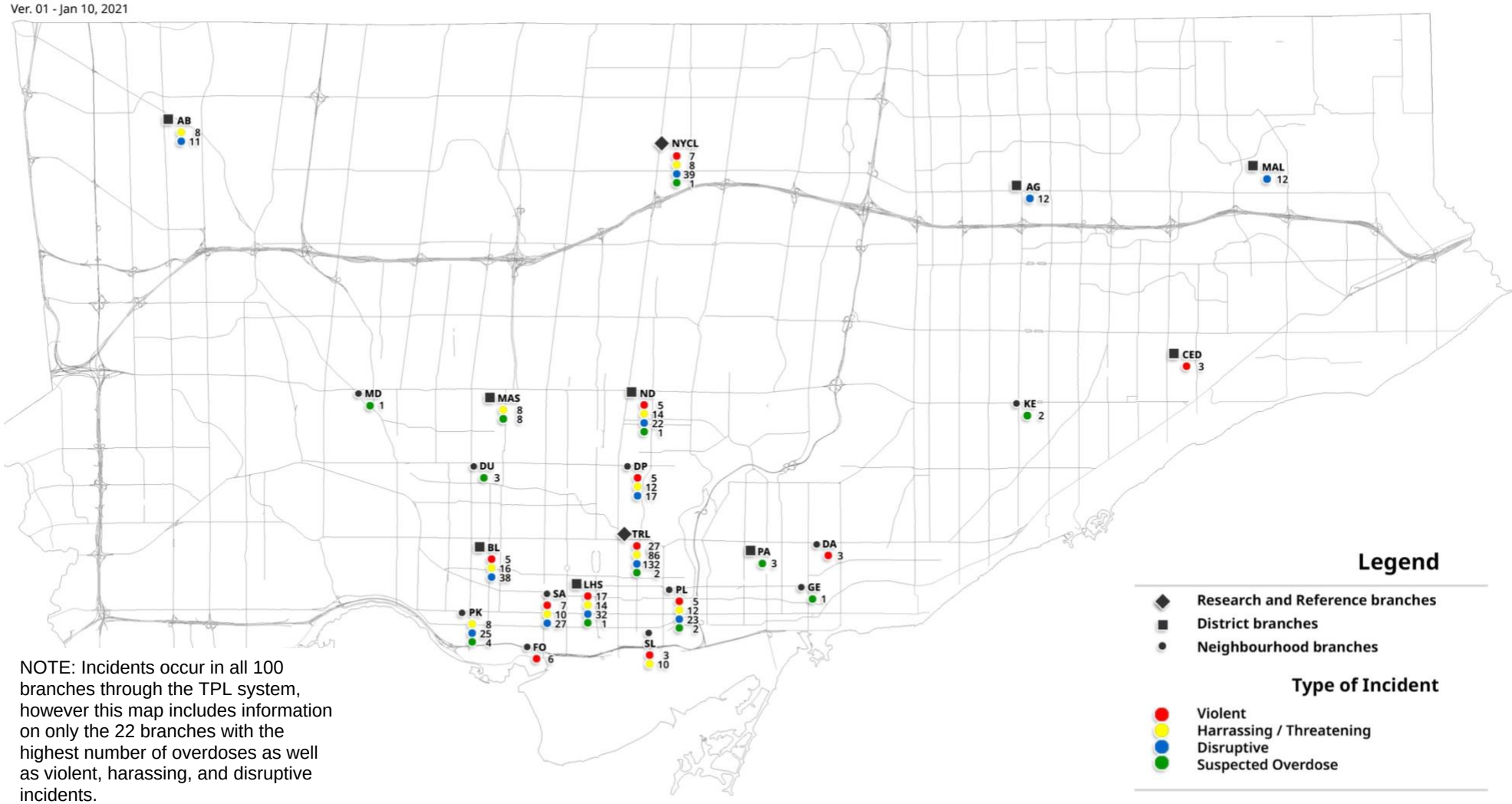
- Disruptive Behaviour includes creating a disturbance or interfering with other people's enjoyment/use of the library through such activities as talking loudly, using offensive language, running, using unauthorized entrances and exits, or refusing to cooperate with library procedures.
- Harassing/Threatening Behaviour includes behaviours such as shouting, using profanities or uttering threats. The behaviour may be directed at staff, security guards or other customers.
- Violent Behaviour is any behaviour intended to injure or harm others or damage property by a member of the public. Violent Behaviour also includes any sexual behaviour that involves physical contact with the victim.

In 2019, there were 3,419 incident reports written at TPL. By category, disruptive behaviour was the largest. Of these incidents, 248 were violent in nature, and there was an increase related to overdose and illness. The number of incidents at TPL has doubled since 2011, and although this represents a small portion of the interactions customers and staff have in libraries, any one incident can have huge repercussions on the physical and mental health of staff and customers, as well as on the surrounding communities.

The chart that follows on page 6 provides a snapshot of incidents over time (from 2014-2021), including the proportion of disruptive, threatening and violent incidents by year. Note that in 2020 and 2021 there were fewer visits and incidents overall, but the number of incidents per visit increased, and the proportion of disruptive, threatening and violent incidents increased. Incidents occur in all 100 of TPL's branches, and most frequently in the 22 branches identified in the map on page 7. Both TPL management and TPLWU 4948 shared additional documentation on incidents with the Discussion Table, all of which are referenced and/or linked in the Attachments to this report.


TPL Incident Type by Year (2014 – 2021)
4000
3500
3000
2500
2000
1500
1000
500
0
2014
2015
2016
2017
2018
2019
2020
2021
Violent Behaviour
Harassing/ Threatening Behaviour
Disruptive Behaviour
Theft - Personal
Theft - Library Materials
Vandalism
Injury/ Illness
Fire
Flood
Near Miss
Other
Trespassing

Map of 2021 Incidents in 22 Toronto Public Library Branches



NOTE: Incidents occur in all 100 branches through the TPL system, however this map includes information on only the 22 branches with the highest number of overdoses as well as violent, harassing, and disruptive incidents.

tpl toronto public library

AB – Albion	DU – Dufferin/St. Clair	MAS – Maria A. Shchuka	PL – Parliament Street
AG – Agincourt	FO – Fort York	MD – Mount Dennis	SA – Sanderson
CED – Cedarbrae	GE – Gerrard/Ashdale	ND – Northern District	SL – St. Lawrence
BL – Bloor/Gladstone	KE – Kennedy/Eglinton	NYCL – North York Central Library	TRL – Toronto Reference Library
DA – Danforth/Coxwell	LAS – Lillian H. Smith	PA – Pape/Danforth	
DP – Deer Park	MAL - Malvern	PK – Parkdale	

COMMUNITY SAFETY & WELL-BEING

Discussion Table members shared a number of different perspectives on how to think about spaces that are safe, welcoming, and inclusive, reflecting on the experience of TPL customers, TPL staff, and the security guards contracted by TPL to provide supports in a sub-set of branches. The role of community engagement, training of TPL staff and security guards, connections to other community resources outside of TPL, and the role of emergency response services in responding to incidents at TPL were also considered.

Together, Discussion Table members said that it would be useful to think about safety and security from a systems perspective. One member offered the Province of Ontario's Community Safety and Well-Being Planning Framework as a resource that has inspired the City of Toronto's SafeTO work (Toronto's Ten-Year Community Safety and Well-Being Plan). It was also suggested that TPL embed a trauma informed approach in its work, drawing on the SafeTO goal "Promote healing and justice" that focuses on the delivery of "responsive and specific services, approaches and tools that are grounded and directed by a thorough understanding of the complete impacts of trauma, adversity, racism and violence on people, families, and neighbourhoods".

In an effort to pull these many pieces together, the facilitation team worked with TPL management to develop a "journey map" that describes different stages of TPL customer and TPL staff experience over time, and highlights the actions that TPL currently takes to ensure library spaces provide a welcoming environment for all.

Six stages of the TPL journey were identified, including:

- Customer experience - What happens in Toronto Public Libraries every day
- Social development - Activities designed to promote and support community safety and well-being
- Incident preparation - Proactively implementing evidence-based programs and strategies designed to reduce risk factors
- Incident prevention - Identify and respond to current situations of risk to mitigate/reduce risk of incident happening
- Incident response - Urgent, reactionary responses that have not been prevented
- Post-Incident/Recovery - Support and recovery for people involved (including staff and customers), debrief on learnings

Many participants along the journey were also identified, including:

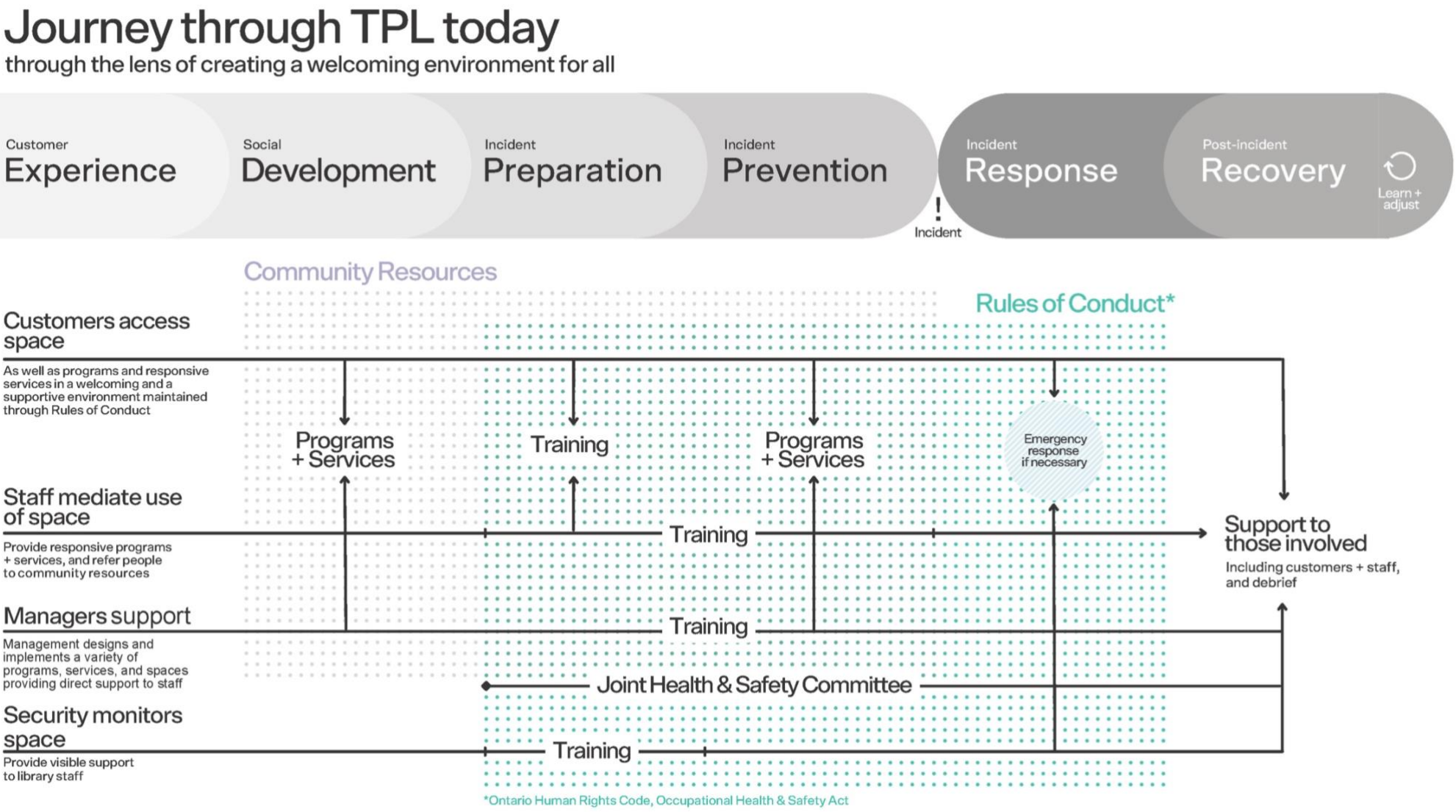
- Customers that access space, as well as programs and responsive services in a welcoming and supportive environment maintained through the TPL Rules of Conduct;
- Staff that mediate the use of space, providng supports to cusomters and delivery of programs and services;
- TPL management that guide, support, and work with staff to support both staff and customers; and
- Security guards contracted by TPL to provide support to staff.

Activities, policies, and procedures relevant to the journey included:

- TPL's Rules of Conduct that help support a welcoming environment for all, and which also align with the Ontario Human Rights Code and the Ontario Occupational Health and Safety Act;
- Community resources that provide programming and services in a subset of TPL branches;
- Training provided to TPL staff;
- Training provided to contracted security guards;
- TPL's Joint Health and Safety Committee that is a standing mechanism for TPL staff and TPL management to work together on issues related to staff health and safety;
- Emergency response services (e.g. police, ambulance, fire) that are called if necessary in response to certain incidents; and
- Support to TPL customers and staff involved in incidents.

LIBRARY SPACE AS A WELCOMING ENVIRONMENT FOR ALL

The graphic below illustrates the six stages that customers, staff, managers, and security guards travel through when experiencing how TPL works to provide a welcoming environment for all. Attachment 3 describes the different stages in text.



OPPORTUNITIES FOR THE FUTURE

Based on a shared understanding of the safety and security challenges facing TPL today (with many more details provided in Attachment 2, which includes summaries of the Discussion Table meetings and resources shared), Discussion Table members identified a number of opportunities for the future for the City Librarian to consider. The vast majority of these focus on the stages of the journey that TPL customers and staff experience *before* an incident happens and on *post-incident* recovery and learning.

These opportunities include:

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. Strengthen documentation, evaluation, and ongoing learning
8. Use security guard services intentionally as part of a broader suite of resources and tools that support the prevention and resolution of incidents.

1. Focus on welcoming all

Where things are at today:

- TPL has an obligation to provide a welcoming and inclusive space for all and *at the same time* provide a safe space for all customers and staff.
- Libraries are “as close to home as it gets” for some communities, and an emphasis on social development that supports all customers – vulnerable populations, youth, seniors, and others – is key to ensuring all can access TPL programs and services in a way that makes them feel safe and included.
- New and important reflections on how best to support vulnerable communities are continuing to emerge from a range of sectors, including alternate approaches to responding to community crises through proactive, preventative, customized supports rather than punitive measures.
- Some issues that are not complex become complex if there aren’t early interventions to address them. When people reach out to TPL branches for support, it may be a sign that early intervention is required.

Opportunities for the future:

a) Ensure TPL always leads with an approach that communicates to customers that they are “safe and welcome here” and is very careful to not, even inadvertently, send a message to customers that the space is hostile to some customers and “our eyes are on you”.

b) Consider opportunities to invest in, support, and engage every customer in a way that best meets their needs and interests.

2. Strengthen TPL staff training

Where things are at today:

- Staff attend a variety of training relating to delivering customer service, administering Rules of Conduct, de-escalation and conflict resolution, health and safety, understanding customer mental health situations, and opioid crisis response. In addition to the ongoing delivery of the preceding training, the staff development focus for 2022 includes staff mental health and well-being and equity, diversity and inclusion.

- Staff with First Aid training are then able to receive naloxone administration training. All staff are required to take mandatory overdoes awareness training and naloxone is available in every TPL location.

- When incidents happen, staff feel that there's a gap in support. Debriefs on incidents are inconsistent, and there are concerns about limited follow-up to ensure that staff coming back to work feel safe and supported.

- More formal systems are needed to support staff, including understanding the escalation process for incidents, what the checks and balances are.

Opportunities for the future:

a) Consider the frame applied to TPL staff training. If a security frame is applied, it will lead to the use of certain tools. If a harm reduction frame is applied – which is where most Discussion Table feedback has focused – it will lead to the use of other tools.

b) Debrief on incidents, including:

- What worked, did not work? What strategies from training helped manage the incident?
- Have staff leads/supervisory leads that are trained in debriefing critical incidents lead the debrief.
- Debriefs need to happen amongst branch staff with supervisors and managers, with the continued involvement of TPL management, to discuss what went well/what did not go well.

c) Ensure completion and tracking of core/required training and optional training for managing incidents, including:

- Training to include Crisis Prevention Institute (CPI) de-escalation, mental health awareness/knowledge and opioid response;
- Identify retrain/recertification cycle; and
- Review training for similarities/differences.

d) Create mental health champions who have training in CPI de-escalation, mental health awareness/knowledge and opioid response, psychological first aid and debriefing incidents who can be a resource to branches following incidents to lead debriefs.

e) Develop a plan to evaluate the confidence and competence for staff who are managing the incident. What have we learned? What has been useful? What are the gaps?

f) Offer training on harassment as well as CMHA/CAMH training.

g) Target training resources with the staff at incident-rich locations branches where there are more incidents and services to vulnerable people could be improved.

h) Consider shutting down for a few days to ensure all staff can attend training, look at when staff can be scheduled to attend training.

i) Consider varying methods for deploying training and test new ways to train TPL staff.

j) Keep an eye out for a protocol being developed between Toronto Police Services and the Community Crisis Response teams to identify what type of incidents/threats require what type of intervention. It may be a useful resource for TPL and an opportunity to build relationships with neighbourhood police response units.

3. Strengthen communications between TPL staff and TPL management

Where things are at today:

- Staff access information through regular emails and through ShareTPL, the library's intranet portal. TPL management regularly hold townhalls for staff, but they are not always accessible for staff to attend.

- Staff report that there isn't enough information sharing between management and staff, nor is there a form of standard communciation for all staff across all branches to share reports on incidents.

- There is a Central Joint Health and Safety Committee that involves TPL staff and TPL management, as well as Regional Joint Health and Safety Committees. Also, the Rules of Conduct Committee has a Branch Heads Work Group.

Opportunities for the future:

a) The Table agreed that there are many opportunities for TPL management and staff to work more closely to address health and safety issues. Representatives from TPL management and the Union on the Discussion Table shared their commitment to working together to improve and do things better, including exploring further opportunities for collaborative discussions.

   Opportunities identified during Table discussions included (note that this list is not intended as an exhaustive list of all the opportunities available nor a complete list of all existing mechanisms for collaboration among TPL management, the Union, and staff):

   - share the Discussion Table Report with all TPL staff;
   - explore ways to increase engagement activities of Work Group in Rules of Conduct Committee activities (e.g. consult staff on the content that goes into Rules of Conduct Bulletins);
   - increase the role of the Joint Health and Safety Committees (e.g investigating incidents and following through with improvements, enhanced use of the sub-group on workplace violence, etc.);
   - continue to strengthen post-incident supports to staff; and
   - hold a townhall dedicated to wellness, safety and security.

4. Increase investment in service development

Where things are at today:

- Understaffing is a concern raised by TPLWU 4948, with staffing shortages leading to an increase in absenteeisim due to physical and mental health impacts. In-Charge staff are responsible for leading interventions related to incidents, and they report feeling stretched thin in their capacity to fulfill their regular branch duties as well as manage incidents.

- TPL has one social worker whose work is focused on providing resources to help staff support vulnerable populations in library spaces, develop community partnerships, and inform staff training from a social work perspective.

- TPL relies on services from, and referrals to, community-serving organizations and existing public sector service providers to provide supports not typically provided by TPL.

Opportunities for the future:

a) Invest in staffing to help relieve the amount of work and pressure staff face.

b) Consider creating an interdisciplinary teams of nurses, social workers or mental health professionals, and/or others (whether by partners and/or by TPL) to provide direct service supports to TPL customers and TPL staff throughout their journey in the library.

5. Expand and strengthen connections to community resources

Where things are at today:

- TPL customers have different needs, including referrals to shelters, access to food cards, places to shower, and help finding housing. There are different perspectives on the role of TPL staff, and where responsibilities start and stop in terms of serving the community and how referrals and connections to other community services can help TPL best serve the public.

- In a subset of TPL branches, staff have connections with community resources that they connect with to refer TPL customers that are in need of the services they provide and/or to bring community resources into the branch to contribute to programming and services available.

- In a subset of branches, TPL has had connections to partnerships and programs to help staff with incidents, however there have been challenges with community agency underfunding or capacity that have limited TPL's ability to rely on them.

- TPL has experienced an inconsistent response from Toronto Police Services to calls from TPL staff. Recognizing that police prioritize calls and that a response is very much dependent on the situation at hand, TPL has experienced police responses that are often delayed (4-5 hours) unless a weapon is involved. There have also been many incidents where police do not show up at all. At times, TPL staff can take more than an hour to connect with a 911 operator, and responses from the non-emergency line are also variable.

Opportunities for the future:

a) Continue to strengthen TPL awareness, connection to, and communication with community agencies present in their communities both formally and informally to support the sharing of programs and services, for help when dealing with incidents, and for supports post-incident to customers involved (with their permission and respecting their privacy). These connections will need to consider the specific population needs and context of each branch.

b) TPL can consider how to best "spend for impact" by raising and/or allocating funds to services provided to TPL by community agencies (to increase the capacity of those agencies to support TPL).

c) Explore models for paid peer support workers through service relationships with community agencies.
Note: Peer support workers are individuals who have lived experience and who share similar background characteristics with vulnerable customers. Although they are not clinically trained healthcare or social service professionals, they work with customers in a holistic way to build rapport and help refer them to social services in their communities.

d) Establish a regular process of branch connection and communication with Neighbourhood Community Officers (NCOs) to work in partnership to address community safety and quality of life issues.

e) Connect to the work that the City of Toronto is doing with SafeTO to implement a bold and different appraoch to advancing community safety by working collaboratively across sectors, communities, and governments. This includes the development of non-police supports to communities who have the most tenuous relationships with police because of discrimination, oppression, and other barriers they face.

Specifically, TPL can explore ways to connect with the new City of Toronto Community Crisis Support Service Pilot (City Council adopted four pilots areas where community organizations will hire and manage mobile crisis teams that provide a non-enforcement response to crisis calls through 911 and 211), including:

- City pilot teams potentially locating in TPL branches to do upstream interventions, holding something like "office hours" to connect with people in the community and get people familiar with the pilots;
- Sharing training and best practices that the pilot teams receive with TPL; and
- Over the longer term, potentially helping facilitate stronger relationships between TPL branches and police response units (PRUs) to support direct service requests.

f) Strengthen TPL connections to a number of existing mechanisms that bring multiple agencies together to support vulnerable populations, including:

- Cluster groups set up by the City of Toronto's Social Development, Finance and Administration Division (SDFA) and the United Way to connect vulnerable people to resources both prior to incidents and post-incident;
- FOCUS tables (Furthering Our Communities United Services); and
- SPIDER tables (Specialized Program for Inter-Divisional Enhanced Responsiveness to Vulnerability).

6. Accelerate improvements to physical spaces

Where things are at today:

- TPL looks carefully at how to design library spaces with safety in mind, through the application of Crime Prevention Through Environmental Design (CPTED) principles, supporting TPL's obligation to provide a safe space for all customers and staff, at the same time as meeting its obligation to provide a welcoming and inclusive space for all.

- As a part of the detailed design process in a new TPL branch, the layout of the branch considers safety and security. This includes open sightlines, placement of shelving, height of shelving, placement of staff service points with respect to potential "trouble" areas such as washrooms, stairwells, emergency exits, entrances, study rooms, public workstations, and other areas where potential incidents may arise.

- As a part of the design process, the branch layout is reviewed with the branch head and with branch staff to capture input and potential concerns staff may have with the layout and incorporate the feedback into the design.

- TPL has developed standards for height of shelving. 52" high shelves are installed in children's areas and anywhere else where reduced height can be accommodated. Only when necessary, 67" high shelving units are installed.

- TPL washrooms are designed with safety in mind. Multi-stall washrooms are configured not to require a door.

- Cameras are installed throughout TPL branches at key points, study rooms are all glass or built with glass doors to ensure sightlines into the space. Blind corners are avoided as is creating spaces that do not provide the ability to have "eyes" on the space.

- Based on data gathered through review of incident reports, computer workstations are now being designed so that they are distanced from each other to avoid creating situations where customers are getting into each other's personal spaces.

Opportunities for the future:

a) Continue including safety and security considerations in the design of new branches, supporting TPL's obligation to provide a safe space for all customers and staff, at the same time as meeting its obligation to provide a welcoming and inclusive space for all.

b) Dedicate additional resources and/or accelerate resources dedicated to re-design in existing branches where capital improvements are already scheduled.

c) In priority cases, accelerate resources to Branch space re-design in response to relevant learnings gained through post-incident debriefs.

7. Strengthen documentation, evaluation, and ongoing learning

Where things are at today:

- There are ongoing mechanisms TPL uses to understand and respond to the needs of TPL customers through programming and service delivery.

- Reporting and debriefing after incidents is a responsibility of both TPL management, staff and security guards, with learnings shared and future changes considered and discussed.

Opportunities for the future:

a) Drawing on the guidance provided by this Discussion Table, TPL embed actions into ongoing business planning and reporting that comprehensively considers all aspects of customer and staff journey.

b) Discussion Table members representing TPL management, and the Union agreed that there is a shared responsibility to continue ensuring incidents are reported accurately and agreed that they share a joint willingness to continue working together to address this through existing mechanisms (e.g., CJHSC, local JHSC's, Workplace Violence Subgroup, etc.).

c) Continue the work initiated by the Discussion Table to document best practices and what's working well. With over 3,000 incidents per year, this information can be shared among branches as a resource for staff to see examples of how other branches have successfully dealt with incidents and possible employ those approaches if necessary and appropriate.

d) Use the forthcoming Incident Report Management System (IRMS) to identify and analyse trends in incidents. Making the reporting responsibility very straightforward and brief, especially at the start (e.g., a simple form collecting a handful of key details) can help ensure that there are minimal barriers to collecting data. Over time, as the system is more established, additional details could be added (if they're not covered by the IRMS already). The IRMS could also be a place to collect other information, such as asking staff "If security was involved, did you feel their response was helpful?" The IRMS needs to be supported by a simple communication system to ensure information is shared with managers and regularly on the agenda at staff meetings.

e) Evaluate TPL staff training with the following questions:

- Does the training increase knowledge and ability to respond?
- Does the training increase confidence?
- Does the training stick (Does competence and confidence remain with staff over time?)
- Is the training utilised when staff respond to situations?

f) Update the TPL board annually, and also intentionally share the update with staff, the Union, and the Joint Health & Safety Committee.

8. Use security guard services intentionally as part of a broader suite of resources and tools that support the prevention and resolution of incidents

Where things are at today:

- Prior to the COVID-19 pandemic, TPL contracted security guard services in 32 of the 100 branches, in addition to the services of 4 mobile guards. During the pandemic the number of branches with security guards increased to 58.

- There are different perspectives on whether there should be security guards in the library. For some, they have a negative impact because there are TPL customers who may feel uncomfortable and unsafe with the presence of uniformed guards, especially vulnerable populations, racialized

populations, and youth.

- For staff, management and many customers, security guards play an essential role in helping staff and customers feel safe.
- Security guards are one small piece of a larger discussion on safety and security, and there can be confusion as to their role.
- Although security guards may make the space feel safe, they may not be bringing all of the training or skills that are required to deal with the complex types of incidents that are occuring.
- Contracted security guards are trained separately from TPL staff.

Opportunities for the future:

a) Do not rule out use of security guards, but use them intentionally to complement other appropriate resources and tools needed in the library to support the prevention of incidents.

b) Include clear communication to all staff on what security guards can or can't do (or should or shouldn't do) in any given situation.

c) Ensure guards are properly trained and skilled in areas such as conflict de-escalation and mental health, and consider updating the approach to security guard procurement to include possible additional training requirements that TPL may expect all guards to receive. Also consider opportunities for overlap with the training received by TPL staff so there is a shared knowledge base and understanding.

d) Review and evaluate existing onboarding that security guards receive from in charge staff.

CONCLUSION

The Discussion Table members have identified opportunities for TPL to provide a safe space for all customers and staff, at the same time as meeting its obligation to provide a welcoming and inclusive space for all. The opportunities are practical, tangible, and can be implemented on-the-ground. They can help put TPL on a path to trying new things in a responsible way and their consideration by the City Librarian and Board represent an important step toward solutions that can be institutionalized and made sustainable.

With proper funding, resources, and partnerships, these opportunities will put TPL on a path that is designed to position TPL to better respond to emergencies, over time, because of an increased effort in social development and risk prevention. At the same time, Discussion Table members recognize the complex and challenging environment in which TPL works and supports need to be in place should incidents occur. Acting on the opportunities identified in this report will help ensure customers and staff are supported in their journeys through TPL and that systems are in place for ongoing learning and improvements.

Discussion Table members appreciated the opportunity to participate in these discussions and encourage TPL to consider ongoing and future opportunities to implement this type of multistakeholder approach to collaboration and problem-solving.

ATTACHMENT 1. Discussion Table Terms of Reference

Discussion Table: Alternate approaches to safety and security

TERMS OF REFERENCE

Authority

The *Alternate Approaches to Safety and Security Discussion Table* (Discussion Table) responds to the October 25, 2021 Library Board motion: *The Library Board directs the City Librarian to convene a discussion table to explore alternative safety and security strategies. The table should include representatives from Library Staff, the Library Board, CUPE 4948, and community organizations with expertise in providing services to socially excluded group* resulting from the report *Use of Security Guards at TPL* *https://www.torontopubliclibrary.ca/content/about-the-library/pdfs/board/meetings/2021/oct25/13-use-of-security-guards-at-Toronto-Public-Library-combined.pdf*

Objective

The objective of the Discussion Table is to advance a welcoming and supportive environment to address safety and security issues and provide support to all library users and staff including those from vulnerable communities and equity deserving groups at their point of need across all library branches. Library staff provide public service to people in an increasingly complex, diverse, urban environment with a marked increase of incivility in the way people treat each other and other new challenges related to the pandemic. The Discussion Table will explore alternate safety and security strategies and in addition to existing processes and protocols, which include extensive training, use of security guards and various design elements currently in place.

Approach

Discussion Table members will come together to:

- Create a shared understanding among members of current issues and approaches to safety and security in library branches to maintain a welcoming and supportive environment for all library users and staff
- To understand the safety and security experiences, needs, barriers and challenges of all people using library branches including vulnerable persons and equity deserving groups
- To identify additional approaches, strategies and resources to address and reduce vulnerability, by providing targeted wrap around approaches for people using library branches including people experiencing distress, at their point of need
- To offer information to the City Librarian as an additional input to the 2020-2024 Strategic Plan implementation which includes perspectives, advice and potential strategies on alternative safety and security measures to inform service delivery, equity initiatives, and staff learning and development

Membership

By invitation of the City Librarian to ensure membership is balanced with expertise to consider diverse resident and community needs from different perspectives

- Library Board member(s)
- City/Community agencies with different perspectives and expertise (other organizations that serve the public)
- Union representatives 4948
- TPL representatives

November 16, 2021

Accountability and Meetings

The Alternate Approached to Safety and Security Discussion Table is an advisory group to the City Librarian. Meetings are for members and invited presenters and facilitators only. The Discussion Table will meet up to three times beginning in January and concluding in April with a report to the City Librarian in May* on its activities. (*The timeline may be adjusted to accommodate participation by Members or other considerations)

Facilitation

TPL will engage a facilitator to guide the discussion, meeting format and activities and prepare the report of the Discussion Table activities.

Decision Making

As a Discussion Table operating in an advisory capacity, a consensus based approach will be used to explore alternate strategies to safety and security for consideration. Members will openly share ideas, information and view points and ask questions, seek to develop common ground and accurate understanding of issues, concerns and problems discussed and, identify areas where alternate approaches to safety and security could be applied or adapted, and provide additional information, advice and strategies to the City Librarian.

Anticipated Outcomes

- Additional strategies to create and maintain a welcoming and supportive environment for all library users and staff
- Enhanced understanding of resident and community needs and barriers in accessing library space and services to advance the 2020-2024 TPL Strategic Plan and equity initiatives
- Library staff have additional information and wrap around approaches and directions to reduce and manage the potential for violence in library branches or provide support to residents experiencing distress at their point of need
- Longer term, TPL contributes to shared City outcomes including reduced community and resident vulnerability, increased safety and reduced violence, advanced equity and reconciliation efforts and resident and community wellbeing, and increased collaboration across the City.

Select Resources

Toronto Action Plan to Confront Anti-black Racism. Endorsed by the Library Board June 22, 2020
https://www.toronto.ca/legdocs/mmis/2017/ex/bgrd/backgroundfile-109127.pdf

Toronto for all: Confronting anti-black racism initiative community conversation facilitators guide
https://www.toronto.ca/wp-content/uploads/2019/04/97ad-community-conversation-guide-facilitators.pdf

Safe TO: Toronto's Ten Year Community Safety and Well-Being Plan. Endorsed by the TPL Board September 27, 2021
https://www.torontopubliclibrary.ca/content/about-the-library/pdfs/board/meetings/2021/sep27/12-safeTO-torontos-ten-year-community-safety-and-well-being-plan-combined%20.pdf

Youth Service Review- Investing in Youth Outcomes. TPL is a partner

https://www.toronto.ca/legdocs/mmis/2021/ec/bgrd/backgroundfile-168299.pdf

Investing in Youth Outcomes: A Strategic Guide for City of Toronto Youth Programs
https://www.toronto.ca/legdocs/mmis/2021/ec/bgrd/backgroundfile-168301.pdf

Reponses to COVID-19 Update on Resurgence
http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.HL22.1Attachment 1: COVID-19 and the Social Determinants of Health: Community Consultation Report
https://www.toronto.ca/legdocs/mmis/2020/hl/bgrd/backgroundfile-157257.pdf

FOCUS Toronto Situation Tables
https://www.toronto.ca/community-people/public-safety-alerts/community-safety-programs/focus-toronto/

The model brings together the most appropriate community agencies at a weekly situation table to provide a targeted, wrap around approach to the most vulnerable individuals, families and places that are experiencing heightened levels of risk in a specific geographic location. Sites include:

- **FOCUS Rexdale – 22 and 23 Division (launch January 2013)**
- **FOCUS Scarborough – 41, 42 and 43 Division (launched April 2016, expanded to 41 and 43 in 2020)**
- **FOCUS York – 12 and 13 Division (launched October 2021)**
- **FOCUS Downtown East – 51 Division (launched October 2016)**
- **FOCUS Downtown West – 11, 14 (south Parkdale) and 52 Division (launched October 2016)**
- **FOCUS Black Creek – 31 and 32 Division (launched November 201**
  https://www.toronto.ca/legdocs/mmis/2019/cc/bgrd/backgroundfile-138430.pdf

ATTACHMENT 2. Discussion Table Meeting Summaries

Toronto Public Library (TPL) Discussion Table on Alternate Approaches to Safety and Security

Summary of Meeting 1

OVERVIEW

Discussion Table meeting 1 was held online on Friday, February 4, 2022 from 9 – 11:30 am. The purpose of the meeting was to introduce Discussion Table members to each other, review and confirm the Discussion Table Process, and review and discuss the issues and approaches/opportunities to consider.

City Librarian Vickery Bowles welcomed and thanked the members, set the stage for the discussion, and committed to sharing the results of the Table's work with the Toronto Public Library Board in May 2022. She then logged off as she is not a member of the Table.

Presentations by TPL management and the TPLWU 4948 reviewed highlights of existing data, experiences, and responses to safety and security. An open discussion followed, focusing on the following questions:

1. Is there anything major that's missing or off-base in the issues shared to date? What else is important to inform the Table's work?
2. Is there anything major that's missing or off base in the opportunities shared to date? What else is important to inform the Table's work?
3. How can this Table best organize its advice to the City Librarian? What information, if available, would be useful to compile before Meeting 2?

See Attachment A for the Meeting Agenda, Attachment B for the full list of members, and Attachment C for a list of materials shared with all members for review prior to the meeting.

This summary was written by Discussion Table facilitators Nicole Swerhun and Stephanie Quezada from Third Party Public.

SUMMARY OF DISCUSSION

The summary is organized by the questions asked during the meeting and incorporates the online chat discussion. Numbering is for ease of reference only and not intended to imply priorities. Where the text is in *italics,* it signifies a response by other Discussion Table members to the point being raised.

Is there anything major that's missing or off-base in the issues shared to date?

1. **It's important to be thoughtful when communicating the issues.** There's a challenge because while the number of incidents per 100,000 visits is only 2.88, they've doubled since 2011 with increases in threatening behaviours and the risk of violence that can be quite traumatic for staff and the public. The challenge lies in finding ways to manage the increasing number of disruptive incidents and at the same time providing reassurance to staff and the public that libraries are safe.

2. **The evolving role of public library workers needs to be considered.** The needs of Torontonians have changed drastically and the Library needs to think about how the existing skills and responsibilities of library workers aligns with those new needs. There may be opportunities to add new skillsets, similar to how frontline staff in other sectors are being trained in providing psychological first aid which has resulted in fewer calls to police for aid when dealing with mental health incidents. There is currently some training for TPL staff in place,

and new training led by CAMH is now underway.

3. **When incidents happen, staff feel there's a gap in support.** Debriefs on incidents are inconsistent, and there are concerns about limited follow-up to ensure that staff coming back to work feel safe and supported. There are options to relocate staff or offer them reprieve from duty as well as EAP, however there are concerns from staff that EAP is not always effective. There is no blame being placed on management or staff, but it is a discussion to have to solve this problem amongst all parties.

4. **More formal systems are needed to support staff,** including understanding the escalation process for incidents, what the checks and balances are, and how incidents get reported to the board. Ensuring that there are formalized processes for contracting security guards, training staff, and reporting incidents can be helpful.

5. **The Library is not alone in dealing with these type of issues.** Businesses and community centres (for example) are also struggling with these issues. The network of people who are providing services to these organizations are also struggling.

6. **Chronic underfunding of the City and a lack of proper investment in public libraries is a structural issue that predates the COVID 19 pandemic.** By investing in libraries, there's an opportunity to address the structural issue, create a culture that is inclusive to all, and have adequate staffing levels and training available. Adopting great strategies is not enough – they also need to be funded properly. *The budget of the City and how City Council allocates it is not something that this Discussion Table can solve. TPL, the Board, staff and the Union have been effective in making people understand the value of the library and why there needs to be more investment in its services. Although progress has been made, it must be measured against the current governments limiting investments in critical service areas as well as understanding that the Provincial government has responsibility over mental health and community services.*

7. **TPL has had connections to partnerships and programs to help staff with incidents both by emergency response and preventatively, however there have been challenges** with underfunding and other system issues have not let the Library take full advantage of them (e.g. MCIT, Streets to Home nurses).

8. **The Library allocates budget to security and safety training.** One question to address is whether that's the best allocation of funds or if it could be allocated to different forms of staff training or other external resources, like partnerships.

9. **Missing from the approaches to safety is engagement with the community itself** to see what kind of experience individuals want from the library. It is challenging because of the because of the volume and scope of individuals that engages with the Library.

Is there anything that's major that's missing or off base in the opportunities shared to date?

1. **Identify what type of data/information is needed**, including (but not limited to):
   - the impacts on staff mental health;
   - patterns of incidents (i.e., if they occur at a certain time, if they occur at a certain staffing level, if fewer staff means more incidents, etc.);
   - lists of the formal and informal partnerships that exist between libraries and others;
   - identify and define interventions for disruptive versus violent behaviour; and
   - identify the number of incidents per year and/or per month (rather than per 100,000). *The facilitator will follow-up with TPL management on this, and in the meantime PDF page numbers 12 and 13 shared on Jan 31, 2022 with Discussion Table members include information on the number of violent and harassing/threatening incidents by month in 2021, and the number of incidents in 2021 by branch.*

2. **Identity the places and situations where the library's incident response works well and using the staff involved to coach others.** These branches can also show where they have existing partnerships and could be an opportunity to do similar work with partners in other branches (e.g. Toronto Reference Library,

the Parkdale branch, the Parliament branch, Bloor Gladstone, Lillian H. Smith, Albion and Malvern).

3. **There is an opportunity for the new Community Crisis Support Service Pilot to connect with library staff and make them aware of services offered.** City Council adopted four pilots that will roll out very soon called the Community Crisis Support Service Pilot to help respond to 911 crisis calls. The goal is to provide non-enforcement response and meet people where they're at to provide them with connections to supports they may need in times of crisis. The City is partnering with community organizations to facilitate the hiring and managing of the mobile crisis teams and can include mental health professionals, peers with lived experience, harm reduction workers, elders and, community nurses. A key component to this pilot is to reach people with upstream interventions and ensure that there are outreach events that people know they can reach out to for help. There is also a partnership with 211 that will be available soon where the community can directly reach services and supports in time of crises.

4. **Through relationships and partnerships with community members, some branches have had assistance in dealing with incidents.** For example, Toronto Reference Library has a good relationship with Park Street Respite Centre. Additionally, it's not only about relationships with community partners but also the key relationships staff build with Library users (e.g. in the Parkdale branch, several customers unofficially take care of the branch).

5. **There's an opportunity to map out the different kinds of interventions along the continuum to provide a framework to identify what and where the escalation points are during an incident.** This framework doesn't have to be set in stone, but it can help categorize different kinds of interventions, tools, and mandates that TPL and partners may have and how to use them in a crisis. Ontario's Community Safety and Well-Being Planning Framework is a resource for this. The four types of interventions are:
    - long term development (i.e., funding infrastructure);
    - prevention (i.e., equipping staff with skills and communication tools to be preventative);
    - risk intervention (i.e., if an incident is escalating, finding the right people, partners or supports to respond and deescalate); and
    - incident response (i.e., emergency response) and post-incident support for affected staff.

6. **Co-locating with social services is an opportunity to connect people with the community of resources they may need.**
    - For example, by building housing on top of libraries and near social supports, it becomes a social development move that's preventative in nature and builds on creating a community space. *Parkdale Library is a leader in doing just that - working with community agencies to create integrated community relationships. There are community partners that work from the library to provide supports to people who need it.*
    - Another example would be finding a place to offer resources from the City of Toronto's Drug and Alcohol Strategy Implementation Panel for the incidents that involve drug overdoses.

7. **Internally support staff by:**
    - Strengthening communications related to safety and security, including identifying supports available for staff.
    - Implementing critical incident debriefing. This creates an opportunity for staff to comment on what's working well and what isn't as well as report back on how security guards responded to the incident.
    - Establishing focus groups for staff who have been impacted by high levels of incidents. Perhaps even having a staff representative sit on the Rules of Conduct Committee to offer a frontline perspective of incidents.
    - Adding social workers based out of different locations to support customers experiencing crisis, funded by TPL with advocacy support from the Union.

- Strengthening communication among all levels of TPL, including between management and staff.

8. **Build on training that's already in the system for staff.** Consider:
   - Joint training for staff and security guards, particularly in branches with a high volume of incidents.
   - Canvassing staff about the utility of the trainings they've received and examine if those who received training are now training their colleagues on the frontline staff (including security guards) in a train-the-trainer model.
   - Although there is an abundance of activity in the downtown core based off the incident maps shared, there is also an opportunity in the Scarborough libraries to connect with the libraries that experience crises and especially by providing training on how to work with the Black community. Here, you can find an organization that does multisector training, which can be an opportunity to train staff and security guards jointly. *TPL has trained 20 staff, including both managers and branch heads as train-the-trainers and they have provided the training to many other staff. Online de-escalation training is relaunching next month and will be offered regularly throughout. This year we are also piloting CAMH's Customer Service and De-escalation training (CSDT) program at the Toronto Reference Library. Not all frontline staff have been trained yet, as its dependent on scheduling and staffing numbers, but there is frontline staff training planned throughout the year.*

9. **Identifying incidents that are distress based versus violence based.** It may be that some incidents are categorized as violent instead of distressed and police 911 support is called instead of social supports.

10. **Engaging with the library users** to understand their needs and priorities to then find ways to deliver them at the library.

How can this Table best organize its advice to the City Librarian? What information, if available, would be useful to compile before Meeting 2?

Members agreed to work together on the following Action Items and bring them back to the next Table Discussion to be held on March 4, 2022. Moe, Pam and Liz will be taking the lead on reaching out to connect with other Table members involved in each Action Item. Action items included:

1. **Collect examples of best practices in both branches and staff (what's working well)**
   - Identify current best practices
   - Identify systems in place that can be replicated elsewhere
   - Identify situations where things don't go well in these experienced branches
     Involve Frontline senior Library staff with experiences at branches such as: Toronto Reference Library, Parkdale, Parliament, Lillian H. Smith, Albion, Malvern, Bloor-Gladstone.

2. **Collect the experience library staff currently have with training.** Track and map the types of training available, who gets it, where they're located/geographic responsibility, participant experience. Examples of questions to explore: What types of training are currently taking place? Who is being trained? To what degree have frontline staff been involved with training? Does the current training give staff the confidence and competence to deal with incidents?

3. **Collect information on which branches are well connected to the community and which aren't.** For the 20 key branches experiencing the highest number of incidents, identify existing and potential new partnerships.

4. **Bring back information on how to connect the City Pilot services with TPL.**

5. **Community engagement.** Begin discussing/exploring opportunities for the Discussion Table to provide advice and/or make recommendations related to how community engagement can be part of alternate approaches to safety and security (who to engage, about what, where, by who, etc.).

Meeting 1
Discussion Table on Alternate Approaches to Safety and Security

Friday, February 4, 2022
9:00–11:30am
Online

Proposed meeting agenda

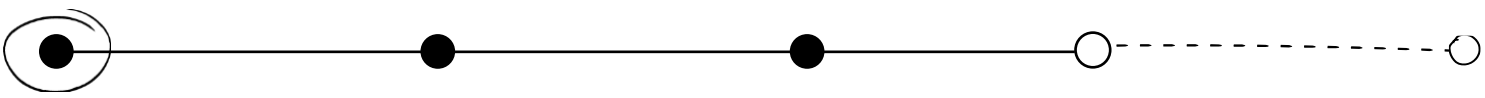
Land Acknowledgement

9:00 AM	**Introductions, Review of the Process and Today's Agenda** Nicole Swerhun, Facilitator
9:05	**Welcome and Purpose of Table** Quick Visit by Vickery Bowles, City Librarian *Questions of clarification on the process*
9:15	**Issues** *Is there anything major that's missing or off-base in the issues shared to date? What else is important to inform the Table's work?*
10:10	**Break (5 min)**
10:15	**Opportunities** *Is there anything major that's missing or off-base in the opportunities shared to date? What else is important to inform the Table's work?*
11:00	**Preparing for Meeting 2** *How can this Table best organize its advice to the City Librarian? What information, if available, would be useful to compile (for Table Members to consider) before Meeting 2?*
11:25	**Wrap-Up and Next steps**
11:30 AM	**Adjourn**

Meeting purpose

To introduce Discussion Table members to each other, review and confirm the Discussion Table process, and review and discuss the issues and approaches / opportunities to consider.

Discussion Table timeline



Feb 4, 2022 Meeting 1	**Mar 4, 2022** Meeting 2	**Mar 24, 2022** Meeting 3	**Apr 2022**	**May 2022**
Understanding of issues, approaches / opportunities to consider	How TPL can best respond to the issues and opportunities	Prepare advice for the City Librarian	Discussion Table Report to City Librarian	City Librarian Report to TPL Board

ATTACHMENT B – DISCUSSION TABLE MEMBERS

TPLWU 4948 CUPE (Toronto Public Library Workers Union, affiliated with the Canadian Union of Public Employees as Local 4948 – Brandon Haynes (President), Stephanie Van Stralen (CUPE National Representative), Jinkie David (Union Health & Safety Representative) *[unable to attend first Discussion Table],* Melba Carmona (Co-Chair, Central Joint Health & Safety Committee)

City of Toronto – Scott McKean (Manager, SafeTO), Nicole Watson (Policy Development Officer, Policing Reform, Social Development, Finance & Administration), Mohamed Shuriye (Manager, Policing Reform, Social Development, Finance & Administration)

Community – Steve Lurie (recently retired from CMHA – Toronto Branch, and Adjunct Professor, UofT Faculty of Social Work), Israt Ahmed (Senior Planner, Social Planning Toronto)

TPL Management – Pam Ryan (Director, Service Development & Innovation), Moe Hosseini-Ara (Director, Branch Operations & Customer Experience), Elizabeth Malek (Area Manager, and Chair of TPL Rules of Conduct), Brian Daly (Director, Human Resources)

TPL Board – Councillor Gord Perks, Alim Remtulla

City Librarian – Vickery Bowles (not a Discussion Table member and present for the introduction and welcome only)

ATTACHMENT C – MATERIALS SHARED PRIOR TO MEETING 1

Summary of pre-Discussion Table Conversations (including links to several resources)

Terms of Reference for TPL Discussion Table on Alternate Approaches to Safety and Security

TPL Management resources:

- Overview of Safety and Security (slides)
- Sample TPL Incident Reports
- Police Response to Library Locations – Summary of TPL Experience
- Crisis Intervention and Prevention/Service Delivery – An Overview of TPL Programs and Services
- Crisis Intervention and Prevention/Service Delivery – A scan of Programs and Services

City of Toronto resources:

- SafeTO Fact Sheet
- City of Toronto Policing Reform Newsletter (Jan 2022)
- Map of Community Crisis Support Services (CCSS) Pilot Areas
- Summaries of Consultation Feedback on CCSS

CMHA-CAMH Training Course (Communicating with People with Mental Health Disabilities)

Rethinking Community Safety – A Step Forward For Toronto (shared by Social Planning Council)

TPLWU 4948 resources:

- TPLWU 4948 Safety and Security Discussion Table (slides)
- Key Incidents
- The Trauma of Library Work – American Libraries Magazine
- The Great Equalizer – The Case for Investing in the Toronto Public Library
- Health and Safety Culture at the Public Library – Listening to those on our Front Lines (U of T)
- CUPE National Sector Council Conference – Libraries-related information
- CBC – Sexual harassment, intimidation, violence on the job worsened during pandemic, librarians report
- BlogTO – Harrassment of Toronto Library works is totally out of control
- CBC – Toronto Public Library's plan to spend $1M more on security not enough to curb violence
- CBC – Librarians face increasing violence on the job, Toronto Public Library figures show

Toronto Public Library (TPL) Discussion Table on Alternate Approaches to Safety and Security
Summary of Meeting 2

OVERVIEW

Discussion Table meeting 2 was held online on Friday, March 4, 2022, from 9 – 12 pm. The purpose of the meeting was to review and discuss ideas on how TPL can best respond to the issues and opportunities identified.

The meeting opened with reports on follow-up items from Meeting 1, including brief presentations by Third Party Public, TPL management, TPLWU 4948, and the City of Toronto. Each of the six (6) updates was followed by open discussion. The updates included:

1. Proposed Journey Map (Third Party Public In. and TPL Management);
2. TPL customer feedback on safety and security (TPL Management);
3. Community connections and engagement (TPL Management);
4. What's working well (TPL Management and TPLWU 4948);
5. Current training (action team who developed recommendations on training between meetings 1 and 2, including TPL Management, TPLWU 4948, and community representatives); and
6. TPL and City of Toronto pilot (City of Toronto).

Following the updates, discussion focused on preparing for Meeting 3 and considering:

1. How can this Table best organize its feedback to the City Librarian? If/how can we use the draft Journey Map? What information, if available, would be useful to compile (for Table Members to consider) before Meeting 3?

This summary was written by Discussion Table facilitators Nicole Swerhun and Stephanie Quezada from Third Party Public. It was distributed to participants for their review prior to being finalized, with suggested edits incorporated.

SUMMARY OF DISCUSSION

The summary is organized by the reports on the six (6) follow-up items from Meeting 1, followed by the discussion on how to best prepare and organize the Table's feedback to the City Librarian. Points raised in the online chat discussion during the meeting are also incorporated. Text in italics is used for material shared during the reports on follow-up items from Meeting 1. Note that the numbering of discussions points are used for ease of reference only and are not intended to imply any type of priority.

Proposed "Journey Map"

During Discussion Table Meeting 1, members made several suggestions on how to consider alternate approaches to safety and security at TPL, including:

- *considering safety and security alternatives from a systems perspective;*
- *considering the Provincial Community Safety and Well-Being Planning Framework as one potential model for thinking about the TPL safety and security system;*
- *considering the safety and security experience through the lens of different participants, including TPL customers, TPL staff, community partners, security guards, the City of Toronto and potentially others; and*
- *demonstrating the way that the many different TPL activities related to safety and security relate to, and connect to, each other.*

Based on these suggestions, the Third Party Public facilitation team worked with Table members from TPL management to draft a "journey map" that attempted to respond to these suggestions. In both text and through a graphic illustration, the draft journey map describes points along the safety and security "journey" at TPL, including: customer experience, social development, incident preparation, incident prevention, incident response and incident recovery. The draft considered each of these "stages" through the lens of TPL customers, TPL incident customers, TPL staff, and security guards. It also incorporated the role of community partners and community engagement, TPL and partners programs, staff and security guard

training, the TPL Rules of Conduct, and emergency response.

After reviewing the draft journey map, Table members shared the following thoughts:

1. **The draft journey map is** thoughtful, comprehensive and a solid approach to looking at what happens to people at the library. They also said that focusing on internal preparation and prevention is a thoughtful strategy. In particular, the six "stages" in the journey are very helpful.

2. **The social development piece is a very critical opportunity for the library to** reconfigure space, create connections between TPL staff and the community, and partnerships with other organizations. It is important to understand that the library is "as close to home as it gets" for some communities. When developing social development section, think of how to include seniors in TPL services and how they can access services and programs to make them feel safe and included.

3. **The journey map must not separate customers into two categories – those involved in incidents and those not involved.** This makes some visitors to the library an "other" from the moment they arrive, accompanied by an alert that they may be on a path to an incident. If the message the TPL is sending is that the space is hostile to certain customers (for example, if the first contact with those customers is to make them aware of the Rules of Conduct), than those customers are much more likely to be hostile to the space – leading to increasing hostility, conflict, and violence. Instead, the library needs to be welcoming to all. To fix this on the journey map, there needs to be only one category of customers. In Toronto Community Housing, to demonstrate the idea of "you're safe and protected here" rather than "our eyes are on you", there are signs posted that say, "every tenant in this building has human rights protection, even those who use drugs, staff and workers are expected to offer human rights to people who use drugs". . Several Table members agreed with this assessment, with TPL management reiterating that the intention is always to clearly communicate that the library is welcoming to all. The facilitator committed to ensuring this was updated before sending the next draft to Table members for review.

4. **A Table member noted an aversion to TPL's use of the word "customer" because it implies there is a mercantile or goods-based exchange.** Another Table member suggested potentially "patron" would be preferred.

5. **Some Table members emphasized the importance of <u>not</u> presenting the volume of incidents in relation to numbers of visits because it undermines the very real negative impacts that these incidents have on staff and others.** . Even though the number of incidents is relatively small, incidents can still have a catastrophic effect on staff, the community, and the customers themselves. There was also an interest in understanding if or how incidents are escalated to the TPL Board.

6. **There are some gaps** between what is listed in the Journey Map and what is available for staff. Additionally, more work should be done on the recovery and response sections.

Customer Feedback on Safety & Security

Pre-pandemic, two large scale initiatives were conducted to gather community feedback on TPL-related activities, the first in 2018 was called Toronto Public Library Experience 360 to gain insight and help answer the following questions: What does exceptional customer experience look like? How can we build and improve on the good work we already do? What is missing to make things better? From thousands of responses received in branches, online, and through 15 in-person workshops, there were relatively few comments related to safety and security. The comments that were shared included:

- *participants who said they want "safe spaces, free form violence, theft and harassment for all" to make our library experience great, and "warm, welcoming environment that's kid-friendly";*

- *participants interested in seeing a stronger presence from security staff, and others interested in less of a presence;*
- *concerns related to the burden on the library to address issues of homelessness;*
- *interest in safe bike parking; and*
- *interest in programs from diverse library users (all ages and walks of life) that help individuals feel safe, learn and gain confidence in themselves to be successful in life.*

The second in 2019 was a public survey to inform development of TPL's Strategic Plan 2020-2024. The survey was open to all, including library staff, and asked people what issues or challenges either they and/or their community will be facing. The top responses included:

- *fear of potential budget and funding cuts to services in the city;*
- *affordability and cost of living as life in the city is becoming more expensive;*
- *concern about the environment (e.g. climate change) and the impact that it will have on the future;*
- *an aging population and the challenges associated with the changing demographics;*
- *increasing population density and overcrowding in the city;*
- *City's infrastructure in particular the state of traffic and congestion, overcrowding, lack of public transit and lack of available, affordable housing options; and*
- *Access to public spaces in particular community and library spaces.*

Safety and security issues were not part of the list of most commonly raised concerns and issues, however there were related comments. A summary with more details was shared with Table members prior to the meeting.

Following the presentation, discussion among Table members covered the following points:

1. **Remember staff safety and security.** Conversation on safety and security has been tailored to the vulnerable population and the public, while the staff component sometimes gets lost. If staff don't feel safe and supported, how can we expect members of the public to get top notch level of library services they deserve?

Community Connections & Engagement

TPL has a framework to guide decisions about community outreach and engagement activities called "Approach to Outreach in our Communities". It includes values, objectives, and tools that staff use to plan their community outreach and engagement activities and to track their community relationships. In the pre-meeting materials shared with Discussion Table members, there was a summary of community relationships with organizations dedicated to serving vulnerable populations in the 22 branches with the highest number of incidents in 2021. The focus is to both connect people to local services outside the library and also to better understand the needs and interests of different groups to help inform library services provided.

Following the presentation, discussion among Table members covered the following points:

1. **The City of Toronto's SDFA Division Social Development and Finance Administration) and the United Way are taking a "cluster" approach to serving vulnerable communities that TPL may want to consider connecting to.** These cluster groups identify vulnerable populations and what services are available to help. Cluster groups connect vulnerable people to resources both prior to incidents and post-incident which can then prevent a future incident. These cluster groups can be a place for branches to refer customers for service. This can be included in the incident prevention section of the Journey Map. John Smith was identified as the person leading the way for SDFA, and he could be a point of contact. It was also flagged that FOCUS tables (Furthering Our Communities Uniting Services) and SPIDER tables (Specialized Program for Inter-Divisional Enhanced Responsiveness to Vulnerability) are also resources for TPL.

2. **There is opportunity to readjust the relationship between TPL and cluster groups.** TPL has previously been involved with cluster groups, but it was for TPL to deliver services, such as WIFI hotspots during the pandemic. It would be good to consider ways that TPL can connect with these groups at a branch level and create a two-way connection

to explore opportunities for the cluster members to support TPL (and particularly vulnerable customers), for example, as service providers to the library.

3. **More community partnerships and service providers are needed to better support staff.** For example, the idea of care work is not mentioned. Community Health Centres specialise in violence prevention or harm reduction could be a useful partner/ service provider to TPL. Establishment of a regular process of branch connection and communication with Neighbourhood Community Officers (NCOs) to work in partnership to address community safety and quality of life issues.

4. **Mention of peer workers seems to be missing** from the types of community service providers the TPL has access to.

5. **There may be opportunities to learn from Toronto Public Health**, for example, they install devices in washrooms that send an alert if there's someone inside that hasn't moved in a certain period of time. This is an example of a solution that's possible when we think about how to protect people rather than thinking of people as problems or threats. The TPL management team mentioned that they are piloting that device at Toronto Reference library.

6. **Consider canvassing community partners that are already dealing with vulnerable individuals** to understand how they manage these types of incidents and find strategies that they may employ.

7. **Consider collecting data on the usage and statistics of community supports**, such as the MCIT (Mobile Crisis Intervention Teams), wait times for police, including how many staff or customers were referred to different services and the types of incidents they were. There have been situations when reaching out to MCIT has resulted in delayed or no responses at all, so information collecting may be helpful to understand why.

What's working well

Examples of What's Working Well at TPL related to safety and security were compiled by both TPL Management and TPLWU 4948 and shared with Discussion Table members prior to Meeting 2. The TPLWU examples were structured to reflect on what worked well at three different stages in time, including prior to an incident, during the incident, and after the incident – lending itself to the "stages" included in the "journey map" describing the experience of customers, staff, and security guards through a safety and security lens. TPLWU noted that the team approach to managing incidents has been beneficial, and that it happens more in some branches than others. They added that more support for in-charge staff would be helpful, and teamwork should be built into the training process.

Following the presentation, discussion among Table members covered the following points:

2. **This Table Discussion is an example of good communication between Union members and TPL management.** It would be helpful for the Union and Management to have an ongoing place to have these discussions, and in general, have more opportunities for bottom-up discussions between staff on things like best practices, experiences, etc. Ideas discussed included:

    - Revising the Rules of Conduct Committee to include workers (right now it only involves managers). It was noted that there is a Work Group of the Rules of Conduct Committee that includes Branch Heads as trainers, and there could be an opportunity to revise the Terms of Reference of the Work Group to include frontline workers.
    - Using the Health and Safety Committee to have more meaningful discussions and/or creating new mechanisms(s) for these discussions. It was noted that there are Regional Health and Safety Committees and a Central Joint Health and Safety Committee. The Central JH&S Committee has a sub-group focused on workplace violence that could be one place for these discussions.

3. **As we pulled together best practices examples, it is evident that each situation requires a different solution or application that staff have access to at that moment.** The opportunity was identified for TPL to think about different physical locations within its buildings and the different responses that could be required (e.g. washroom, entrance, stacks).

Training related Safety and Security

The conversation on training between different Discussion Table members included identification of opportunities for improvement with the following recommendations:

1. *Debrief on incidents*
   - *What worked, did not work? What strategies from training were helped manage the incident?*
   - *Have staff leads/supervisory leads that are training in debriefing critical incidents lead the debrief*
   - *Debriefs need to happen amongst branch staff with supervisors and managers to discuss what went well/what did not go well*
2. *Identify core/required training and optional training for managing incidents*
   - *Training to include CPI de-escalation, mental health awareness/knowledge and opioid response*
   - *Identify retrain/recertification cycle*
   - *Review training for similarities/differences*
3. *Create mental health champions who have training in CPI de-escalation, mental health*
   - *awareness/knowledge and opioid response, psychological first aid and debriefing incidents who*
   - *can be a resource to branches following incident, lead debrief*
4. *Develop evaluation plan to evaluate the confidence and competence for staff who are managing the incident. What have we learned? What has been useful? What are the gaps?*
5. *Offer training on harassment as well as CMHA/CAMH training*
6. *Target training resources with the staff at incident-rich locations branches where there are more incidents and services to vulnerable people could be improved*
7. *Consider shutting down for a few days to ensure all staff can attend training, look at when staff can be scheduled to attend training*

Following the presentation, discussion among Table members covered the following points:

1. **It's important to consider the ideological frame that is applied to the training**. If a security frame is applied, it will lead to the use of certain tools. If a harm reduction frame is applied, it will lead to the use of other tools.
2. **Confidence and competence are the two outcomes to consider when providing staff with training.** Training should give staff the confidence that there are resources to deal with incidents, such as how to think creatively when an incident occurs as opposed to deferring to the Rules of Conduct which in some instances may escalate a situation. Additionally, there's an opportunity to merge best practices and training to ensure staff have the confidence to deal with these incidents. One can build and pick out past incidents and include them in the training, so people understand that although there is a problematic situation, there are ways to deal with it.
3. **Training should be seen as a commitment to supporting staff development model as opposed to something that's checked off a list as a one-time activity.** Regular training is required, and a lot more staff will need to do training. It's also important to track how often people take training courses and how effective it is.
4. **In 2017, the Works did establish a training partnership with TPL to give some branches intensive training on Naloxone administration and harm reduction**. TPL also introduced mandatory Overdose Awareness Training, and staff with prior First Aid Training were provided with access to Naloxone administration training. A "Harm reduction 101" program is going to start this year and there may be an opportunity to start a conversation about partnering with TPL on this.

5. **Consider the following opportunities for improved training:**

    - joint training between security guards and TPL staff, so that before an incident, there is already a conversation going on between these two groups on safety and security;
    - methods for deploying training - there are many organizations piloting and testing new ways to train staff, so might be good to consider how to continue to build programs for staff (TPL management noted that in the last couple of years TPL has a new learning management system to deliver a variety of ways for training and tracking the information, Brian and Alim will connect more on training separately);
    - what training should be available online for onboarding and ensure people are current and up to date on that training;
    - debriefing after incidents is important to canvas information on how helpful previous training was and to understand how training aligns with people's ability to respond; and
    - evaluate current training such as, CPI, De-escalation and CAMH training to decide which ones are worth offering everyone.

    TPL Management shared that they are hopeful in-person training halted during the pandemic will resume regularly soon, complementing virtual training that is available through TPL's learning management system.

TPL & City of Toronto Crisis Response Pilot

The City and TPL Management discussed opportunities to connect their work, and agreed there are synergies to be found, particularly related to the Downtown East and Downtown West Community Crisis Response pilots. The pilots are designed to meet people where they are, and if necessary, connect them to community services. There are multiple agencies involved, and to start, the scale will need to be small. Ideas to explore included:

- *City pilot teams potentially locating in TPL branches to do upstream interventions, holding something like "office hours" to connect with people in the community and get people familiar with the pilots;*
- *Sharing training and best practices that the pilot teams receive with TPL;*
- *Over the longer term, potentially helping facilitate stronger relationships between TPL branches and police response units (PRUs) to support direct service requests; and*
- *Also over the longer term, TPL can consider integrating nurses and/or social workers within high-needs branches as a resource to respond to customer needs.*

Following the presentation, discussion among Table members covered the following points:

1. **TPL should consider what they manage themselves** vs what things they need to call the Pilot for help. This would become part of a logic model specifically for TPL that identifies different response paths for different types of incidents. For example, for potentially violent incidents, under what circumstances could TPL security guards be able to deal with, so police would not need to be called? Under what conditions would police need to be called? This can help create relationships between TPL and community agencies as everyone is aware of what incidents require what/who's intervention.

Meeting 3 & Report to City Librarian

Throughout the meeting, the Discussion Table identified core elements of their report to the City Librarian as well as thoughts on how to go about putting the report together. Discussion points included:

1. **It's important to take care on how the Discussion Table report frames the current challenges at TPL related to safety and security.** The following points were suggested to frame the Discussion Table's work, and there were many members nodding agreement with this framing, and no objections were raised:

    - TPL is working in a space where we've seen increasing vulnerabilities and the number of crisis calls is increasing every year. Prior to COVID we saw an increase in the risk of overdoses, and the pandemic brought more stress and more anxiety. Realistically, this has meant that TPL is seeing an increase in the proportion of people with problems.

- The challenge is to think about how we keep the library safe and at the same time protect and support staff prior to, during, and after incidents. The number of incidents has doubled since 2011, and although they still represent a small portion of the interactions, any one incident can have huge repercussions. Supports are needed at all stages of the customer and staff experience at the library.
- TPL's experience with safety and security is something we're seeing no matter where you are in society. Post-COVID will also create stresses for the library. Mask mandates and other issues will mean that we can expect there will be continuing pressures on TPL. The question is how do we best respond to the challenges and opportunities identified by this Discussion Table to achieve better outcomes?

2. **Space is a major component of safety and security at TPL and it needs to be part of the Discussion Table report.** TPL looks carefully at how spaces are designed (Crime Prevention Through Environmental Design or CPTED), whether that relates to the height of the stacks (which have reduced over time to improve visibility), sightlines between TPL staff and key locations, design of the bathrooms, spaces between computer workstations, use of mirrors, security cameras, etc. New branches are designed based on CPTED principles, and when existing branches are scheduled to receive capital improvements, space improvements are incorporated.

3. **This Discussion Table does not have a budget or the power to reallocate resources.** The TPL budget is limited and it's not possible to have everything. The Discussion Table can consider what kind of resourcing is important and frame it as advice to give to the City Librarian. That includes the opportunity to reallocate funds more toward preventing incidents rather than responding to incidents. It was also suggested that TPL look at finding and directing resources to successful initiatives that existed previously (e.g. Streets to Homes support for social worker support at Toronto Reference Library location). TPL Management noted that there is a fundraising priority to help seed a pilot around a social service team of an outreach social worker and a community health nurse to provide supports to customers in branches. TPL Management is hopeful it will start in 2022, and that Toronto Public Library Foundation funds can help provide evidence of the effectiveness of the pilot to then bring it to Council for permanent funding request.

In terms of preparing for the next meeting, Table members agreed:

1. **Third Party Public will draft the final report and send it out to members to read one week prior to the meeting.** Discussion Table members were encouraged to consider the draft in terms of whether it includes any "showstoppers" or major gaps, and to ask themselves "can we live with this?"

2. **The report will be structured so that it includes the safety and security-related challenges identified through the Discussion Table's work and opportunities to address them.** The Journey Map will be updated based on feedback from Discussion Table members during this meeting and used to frame the safety and security experience and structure the report. Ideally there would also be a reference point that communicates where things are at today, where the Table sees opportunities for TPL to go into the future, and their ideas on how to get there. Core pieces of the report will cover challenge and opportunities related to:

   - training;
   - community partnerships and community engagement (including connecting to the City CCSS pilot);
   - connections between staff and between staff and management; and
   - space.

   The report will also reference the need for resources to support implementation and the importance of ongoing reflection, learning, documentation of impacts and/or evaluation.

3. **Table members will come to Meeting 3 with thoughts and comments on the Draft Report,** including suggested refinements.

ATTACHMENT A – DISCUSSION TABLE AGENDA

Meeting 2
Discussion Table on Alternate Approaches to Safety and Security

Friday, March 4, 2022
9:00–12:00pm
Online

Meeting purpose

To review and discuss ideas on how TPL can best respond to the issues and opportunities identified.

UPDATED Proposed meeting agenda

Land Acknowledgement

9:00 AM **Welcome and Agenda Review**
Nicole Swerhun, Facilitator

9:10 **Proposed TPL Safety and Security DRAFT "Journey Map"** (sent Tues Mar 1, 2022)
Nicole Swerhun, Facilitator
TPL Management Team

9:30 **Reports from Meeting 1 Action items/Action teams**

Updates	Materials sent to Discussion Table
1. TPL customer feedback on safety and security	Mon Feb 28, 2022
2. Community connections and engagement	Mon Feb 28, 2022
3. What's working well (examples)	Tues Mar 1, 2022
4. Current training	Tues Mar 1, 2022
5. TPL and City of Toronto pilot	*Update to be provided at meeting*

All topics will be presented, with questions and discussion by other Table members.

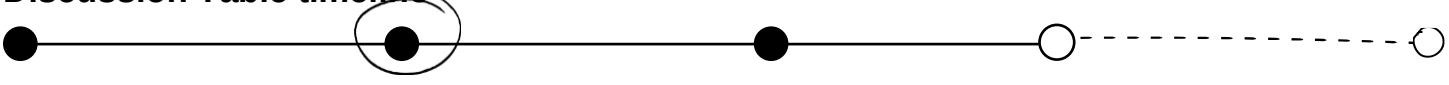
10:30 **Break (10 min)**

10:40 **Preparing for Meeting 3 & Advice to City Librarian**
How can this Table best organize its feedback to the City Librarian? If/how can we use the draft Journey Map? What information, if available, would be useful to compile (for Table Members to consider) before Meeting 3?

11:55 **Wrap-Up and Next steps**

12:00 PM **Adjourn**

Discussion Table timeline



Feb 4, 2022
Meeting 1

Understanding of issues, approaches / opportunities to consider

Mar 4, 2022
Meeting 2

How TPL can best respond to the issues and opportunities

Mar 24, 2022
Meeting 3

Prepare advice for the City Librarian

Apr 2022

Discussion Table Report to City Librarian

May 2022

City Librarian Report to TPL Board

ATTACHMENT B – DISCUSSION TABLE MEMBERS

TPLWU 4948 CUPE (Toronto Public Library Workers Union, affiliated with the Canadian Union of Public Employees as Local 4948 – Brandon Haynes (President), Stephanie Van Stralen (CUPE National Representative), Jinkie David (Union Health & Safety Representative), Melba Carmona (Co-Chair, Central Joint Health & Safety Committee)

City of Toronto – Nicole Watson (Policy Development Officer, Policing Reform, Social Development, Finance & Administration), Mohamed Shuriye (Manager, Policing Reform, Social Development, Finance & Administration), and Scott McKean (Manager, SafeTO – note that prior to Discussion Table Meeting 2, Scott indicated that due to workload demands, he would be unable to participate in remaining Table meetings)

Community – Steve Lurie (recently retired from CMHA – Toronto Branch, and Adjunct Professor, UofT Faculty of Social Work), Israt Ahmed (Senior Planner, Social Planning Toronto)

TPL Management – Pam Ryan (Director, Service Development & Innovation), Moe Hosseini-Ara (Director, Branch Operations & Customer Experience), Elizabeth Malek (Area Manager, and Chair of TPL Rules of Conduct), Brian Daly (Director, Human Resources)

TPL Board – Councillor Gord Perks, Alim Remtulla

ATTACHMENT C – MATERIALS SHARED PRIOR TO MEETING 2

- Draft Table that summarizes “journey” of customers, staff, and security guards through the six stages they experience related to safety and security at TPL
- Customer Experience Data Safety and Security
- TPL’s Approach to Outreach in our Communities
- TPL Management Work on Best Practices
- TPLWU 4948 Work on Best Practices
- Support for Safety and Security: Training Overview and Outline (Slides and recommendations on current TPL training related to safety and security)

Toronto Public Library (TPL) Discussion Table on Alternate Approaches to Safety and Security

Summary of Meeting 3

OVERVIEW

Discussion Table meeting 3 was held online on Thursday, March 24, 2022, from 9 – 12 pm. The purpose of the meeting was to prepare advice for the City Librarian.

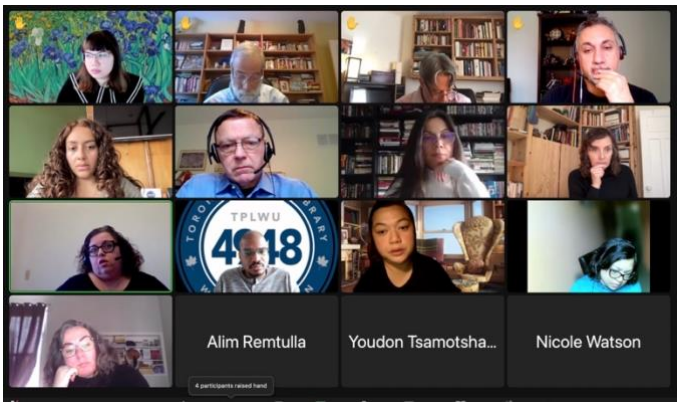
The meeting opened with a report on the action item that Discussion Table members had given the Third Party Public facilitation team at the end of Meeting 2, which was: to write, for Table member review and discussion, the Discussion Table's Draft Report to the City Librarian. In addition to distributing the draft report to all Table members for review a week in advance of this meeting, Third Party Public presented highlights of the draft in a slide presentation. All contents in the Draft Report presented were drawn directly from three previous reports capturing the Table's discussions and contributions, including:

- Aggregate summary of one-on-one conversations with all Table members prior to Discussion Table Meeting 1;
- Discussion Table Meeting 1 Summary; and
- Discussion Table Meeting 2 Summary.

Following the presentation, discussion focused on editing and improving the draft of the Discussion Table's Report to the City Librarian, guided by the following discussion questions:

1. Overall, does the Draft Report do a decent job of reflecting the Table's work?
2. Specifically, are there 2 or 3 areas in the Draft Report that you think are especially effective at capturing the Table's work?
3. Is there anything major missing or off base in the Draft Report that the Table members need to discuss further?

This draft summary was written by Nicole Swerhun and Stephanie Quezada from Third Party Public. It was distributed to participants for their review prior to being finalized. No suggested edits were received.



SUMMARY OF DISCUSSION

The summary includes:

- essential edits that are relevant throughout the Report;
- edits to communicating the number of incidents;
- edits to the Journey map and table;
- edits to the opportunities; and
- final reflections and next steps.

Note that the numbering of discussion points are used for ease of reference only and are not intended to imply any type of priority.

Essential edits that are relevant throughout the Report

Table members said that there is a lot in the Draft Report that is good, and that a number of edits and refinements are essential to ensuring it best captures the items of most interest to Table members.

Suggested edits relevant to the Draft Report overall include:

1. **Make it explicit that for TPL to move forward successfully, it must meet its obligation to to provide a safe space for all (customers and staff) *and at the same time* meet its obligation to provide a welcoming and inclusive space for all.** It must be clear in the Report that the Discussion Table's approach to delivering on its Terms of Reference is rooted in the acknowledgement that successful opportunities for the future must aim to simultaneously meet these two obligations**.**

2. **Ensure the language throughout the report clearly captures the impacts on staff and make it more explicit that the obligation to provide a welcoming and safe space for all also extends to staff.** Focusing on the emotional and physical security of everyone, including staff, should be reflected.

3. **Add a section in the report that clearly explains the fact that there are many details in this report that relate to multi-year projects with a number of new and changing issues and opportunities that will require additional discussion between TPL Management and the Union, and that both Management and Union members of the Discussion Table are committed to using existing mechanisms to work through those details.** This is especially important for readers that are not members of the Discussion Table and who may consider the Table's Report as the only mechanism to identify and address issues. The Report must make it clear that it focuses on some of the most pressing challenges that staff and customers face, and the priority opportunities to address these challenges, as identified by Discussion Table members – it is an important step, but not intended to imply that every issue and every opportunity has been covered or discussed. These Table Discussions have been an important catalyst for bringing different perspectives and stakeholders together, and conversations between TPL Management and the Union will be ongoing and will provide a forum to continue introducing new issues, ideas, opportunities, etc.

4. **Make it more explicit that the Discussion Table strongly supports TPL taking a trauma informed approach to its work, connecting to the SafeTO goals that refer to embedding trauma-informed services and approaches to promote healing and justice.** Reflecting this language in the Discussion Table Report creates a connection between TPL and the work the City is doing. It's also important to emphasize the prevention and social development focus of the Table's work and the opportunities identified.

5. **Add a note in the report that strongly emphasizes that the Discussion Table's work is a first step.** While Discussion Table members aren't able to predict how things will unfold or how the context will change over the next five years, all representatives around the Discussion Table are committed to the idea that this is an active learning process where learnings will emerge, and TPL will respond, over time.

6. **Add a note in the report that lets readers of the Discussion Table Report know that all Discussion Table members are open to connecting with anyone reading the report that may have questions or want further clarification.**

Edits to communicating the number of incidents

Table members did not object to the two graphics used to illustrate the number of incidents at TPL (map and bar chart). An edit Table members would like to see includes:

1. **Add a note to the map to make it clear that incidents occur in branches throughout the system, however this map only includes information for the 22 Branches with the highest number of overdoses, violent, harassing, and disruptive incidents.**

Discussion Table members representing TPL Management and the Union agreed that there is a shared responsibility to ensure incidents are reported accurately, and also agreed that they share a joint willingness to work together to address this through existing mechanisms (e.g. Workplace Violence Subgroup of the Central Joint Health and Safety Committee).

Edits to the Journey Map and Table

Table members were generally comfortable with the updates made to the draft journey map since Meeting 2. Additional suggestions to strengthen the graphic of the journey map and the accompany detailed table with text explaining the graphic include:

1. **Add TPL management as a journey line.** Adding TPL management can show how managers currently support staff when dealing with incidents (similar to what security is doing). They can be involved with creating policies, environmental design, risk assessment, how they respond when an incident occurs and their role in post incident recovery. This would also help demonstrate a clear distinction between staff and management and their role as employer to make the space safer.

2. **Replace reference to customers as "victims" with language that reads "support to customers and staff".** The current journey map makes it seem like the only victims of an incident are customers and not staff dealing with the incident. After discussion, table members agreed that there needs to be broader language to demonstrate support to customers and staff and not preclude people. Using the term victim has a notion of "othering" the perpetrator.

3. **Table members agreed that it is important to include an asterisk on the chart with details explaining that the intention of the journey map is to generally reflect what the current reality is, recognizing that in some cases the chart summarizes the desired actions or goals and that there may be examples where the reality is experienced differently.** Representatives of both TPL Management and the Union on the Discussion Table agreed that they were supportive of adding an asterisk below the chart that reflects the tension described above (i.e. that there may be a gap between "what we think is happening and what is actually happening") and expressed a shared confidence that any discrepancies between goals and reality are appropriate to address at the Joint Health & Safety Committees.

Edits to Opportunities

In addition to updating the opportunities with the essential edits relevant throughout the report (as described previously), Table members suggested the following edits to strengthen and expand the current opportunities, including:

Opportunity 2. Strengthen TPL staff training

- Include additional language that makes it clear that debriefing includes continued involvement of TPL Management in debriefs, along with those involved in the incident, staff, and security guards (as/if relevant). It is important to detail that debriefing is not about removing management but about adding all who experienced the incident as well as management.

- Note that staff with First Aid training are then able to receive naloxone administration training. All staff are required to take mandatory overdose awareness training and naloxone is available in every TPL location.

- TPL should keep an eye out on a protocol being developed between TPS and the Community Crisis team on how to call for support during an incident. The protocol between TPS and the Crisis Response Teams is being developed to identify what type of incidents/threats require police intervention or community support. It may be a useful resource for TPL and an opportunity to build relationships with neighbourhood police response units.

Opportunity 3. Strengthen communications between TPL staff and TPL management

- For the point that identifies the opportunity for a town hall dedicated to safety and security, add the word "wellness".

- Add a paragraph that acknowledges that this report includes some of the opportunities, but that in no means is it intended as an exhaustive list of all the opportunities available nor a complete list of all existing mechanisms for collaboration among TPL management, the Union and staff. Also note that representatives of TPL management and the Union on the

Discussion Table are committed to working together to improve and do things better, including exploring further opportunities for collaborative discussions.

Opportunity 5. Expand and strengthen connections to community resources

- Table members agreed that recommending exploring models for paid peer support workers through service relationships with community agencies is an important addition to the report. Peer workers have the lived experience and are approachable for vulnerable populations to connect with.

- Table members suggested edits that clarify that multidisciplinary teams are not necessarily something that TPL solely needs to create internally, but to also look at opportunities to support partners in providing this service to TPL. These multidisciplinary teams could include peer support workers.

- Add co-funding as a point within Opportunity 5, noting that TPL needs to consider how to "spend for impact" (e.g. raising funds or allocating funds to services provided to TPL from community agencies to increase their capacity to support TPL).

- Update the Report to ensure reference to supports available to the person at the centre of the crisis. There is a need to understand under what conditions people can get support or referrals to other partners. Customers given a letter of exclusion should be referred to community partners in a way that respects their privacy. TPL staff, with established relationships with community agencies, can say to customers "You are excluded from the library, but if you want, we can refer you to a partner community agency". If there's an elevated risk with an individual, then it's possible to refer to the FOCUS or SPIDER tables.

Opportunity 7. Strengthen documentation, evaluation, and ongoing learning

- Ensure the work of this Discussion Table to capture best practices continues. With over 3,000 incidents per year, there are many opportunities to record where things are working, capture those learnings, and share them.

- When referencing the new Incident Reporting Management System (IRMS), insert language that talks about the importance of making the reporting responsibility very easy for staff, especially at the start (e.g., Where did it occur? Did it involve violence?). For example, a very simple form collecting a handful of key details to ensure that there are minimal barriers to collecting data. Over time, as the system is more established, then additional details could be added (if they're not covered by the IRMS already). The IRMS could collect other helpful data such as: asking staff "If security was involved, did you feel their response was helpful?". The next steps in the process also need to be supported by a simple communication system, for example having all reports from staff go to Branch Management, and then having Branch Management put discussion of incidents on the agenda regularly and as/if relevant for discussion at staff meetings.

- For the opportunity that refers to updating the TPL Board annually, add that the update would also be intentionally shared with staff, the Union, and the Joint Health & Safety Committee.

Opportunity 8. Use security guard services intentionally as part of a broader suite of resources and tools that support the prevention and resolution of incidents

- Edit "consider joint training of security guards and TPL staff" to instead focus on updating the procurement process requirements to include a section that lists training that TPL expects guards to receive (without being directive on who would deliver that training), and to consider opportunities for overlap with the training received by TPL staff.

- It is also important to add language that makes it more explicit that there's an opportunity to review and evaluate existing onboarding that security guards receive from in charge staff.

Final Reflections and Next Steps

The Discussion Table Report will not include specifics on implementation or resourcing, however it was agreed that Table member representing TPL Management and the Union would work together to jointly identify a handful of opportunities that TPL can start to do now (to begin implementing the outcomes of Discussion Table's work), and share them with the City Librarian so she can, in turn, share them in her report to the Board as evidence that Table members are keen to get moving immediately. This can also help inform potential timeframes.

In terms of what happens next:

- Third Party Public agreed to update and revise the Discussion Table Report with the suggested edits discussed and agreed to by everyone during this Discussion Table Meeting.
- These edits will be made in text that makes the additions easy to see and immediately clear in order to differentiate what is new to the Discussion Table Report.
- Table Members were encouraged to read and approach the updated Discussion Table Report with the same "can you live with it" lens they brought to review of the first draft.
- If any Table member has additional suggested edits that have not been discussed to date, then those proposed edits would be shared with all Table members (the Third Party Public facilitation team will not make edits based on new information shared with the facilitation team alone).
- If there are any differences of opinion that emerge during this final round of edits, the differences will be moved from the body of the Discussion Table Report to an Attachment that identifies the points discussed but where there was no agreement on how best to capture that discussion in the Table's report.

Table members expressed thanks to each other, to TPL, and to the facilitation team for the opportunity to participate in these Discussion Table Meetings, and particularly the collaboration, learnings, enthusiasm, and effort made by all.

ATTACHMENT A – DISCUSSION TABLE AGENDA

Meeting 3
Discussion Table on Alternate Approaches to Safety and Security

Thursday, March 24, 2022
9:00–12:00pm
Online

Proposed meeting agenda

Land Acknowledgement

9:00 AM **Welcome and Agenda Review**
Nicole Swerhun, Facilitator

9:10 **Quick Briefing of Draft Table Report**
Third Party Public

9:30 **Facilitated Discussion**

1. Overall, does it do a decent job of reflecting the Table's work?
2. Specifically, are there 2 or 3 areas in the report that you think are especially effective at capturing the Table's work?
3. Is there anything major missing or off base in the Draft Report that the Table members need to discuss further?

10:30 **Break (10 min)**

10:40 **Facilitated Discussion**

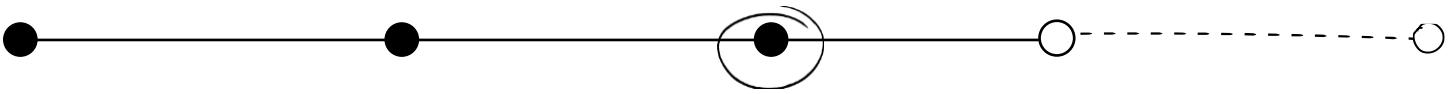
Further discussion on suggested refinements / edits / changes / deletions / other?

11:40 **Wrap-Up and Next steps**

12:00 PM **Adjourn**

Meeting purpose

Prepare advice for the City Librarian



Feb 4, 2022
Meeting 1

Understanding of issues, approaches / opportunities to consider

Mar 4, 2022
Meeting 2

How TPL can best respond to the issues and opportunities

Mar 24, 2022
Meeting 3

Prepare advice for the City Librarian

Apr 2022

Discussion Table Report to City Librarian

May 2022

City Librarian Report to TPL Board

ATTACHMENT B – DISCUSSION TABLE MEMBERS

All members were in attendance, with the exception of Scott McKean and Mohamed Shuriye.

TPLWU 4948 CUPE (Toronto Public Library Workers Union, affiliated with the Canadian Union of Public Employees as Local 4948 – Brandon Haynes (President), Stephanie Van Stralen (CUPE National Representative), Jinkie David (Union Health & Safety Representative), Melba Carmona (Co-Chair, Central Joint Health & Safety Committee)

City of Toronto – Nicole Watson (Policy Development Officer, Policing Reform, Social Development, Finance & Administration), Mohamed Shuriye (Manager, Policing Reform, Social Development, Finance & Administration - note that prior to Discussion Table Meeting 3, Mohamed indicated that he was unable to attend Discussion Table 3), and Scott McKean (Manager, SafeTO – note that prior to Discussion Table Meeting 2, Scott indicated that due to workload demands, he would be unable to participate in remaining Table meetings)

Community – Steve Lurie (recently retired from CMHA – Toronto Branch, and Adjunct Professor, UofT Faculty of Social Work), Israt Ahmed (Senior Planner, Social Planning Toronto)

TPL Management – Pam Ryan (Director, Service Development & Innovation), Moe Hosseini-Ara (Director, Branch Operations & Customer Experience), Elizabeth Malak (Area Manager, and Chair of TPL Rules of Conduct), Brian Daly (Director, Human Resources)

TPL Board – Councillor Gord Perks, Alim Remtulla

ATTACHMENT 3. TPL Journey Map – Supporting Table

IMPORTANT NOTE: The intention of the text in the table below (and in the journey map graphic in the body of the main report) is to generally reflect the current reality at TPL, recognizing that in some cases the journey map summarizes desired actions or goals, and that there may be examples where the reality is experienced differently than described here. Representatives of TPL management and the Union expressed a shared confidence that any discrepancies between goals and reality are appropriate to address at the TPL Joint Health & Safety Committee that includes both TPL management and the Union.

TPL POLICY FRAMEWORK: TPL's policies advance its mission to *provide free and equitable access to services which meet the changing needs of Torontonians in a welcoming and supportive environment* and complying with requirements of applicable legislation including the Public Libraries Act, the Ontario Human Rights Code, the Ontario Occupational Health and Safety Act and the Workers Compensation Act, any other relevant legislation, as well as the provisions of the Collective Agreement. TPL's Rules of Conduct set out expectations for the behaviour when accessing library services to maintain a welcoming and supportive environment for the staff and public.

	Customer Experience – what happens in Toronto Public Libraries every day	**Social Development** – activities designed to promote and support community safety and well-being	**Incident Preparation** – proactively implementing evidence-based programs and strategies designed to reduce risk factors	**Incident Prevention** – identify and respond to current situations of risk to mitigate/reduce risk of incident happening	**Incident Response** – urgent, reactionary responses that have not been prevented	**Post-Incident/Recovery** – support and recovery for people involved
Customers	• Customers access a variety of programs and services which are responsive to the needs and interests of local residents and communities • Access a variety of spaces: study tables, lounge seating, computer terminals, study rooms, community/program rooms, etc, which is organized to be spatially safe & accessible/risk-analyzed • Access information and technological expertise of library staff	• Customers are connected to their community and its resources through their local branch; library services, programs and partnerships respond to new, changing or unmet customer needs • Access a variety of spaces: study tables, lounge seating, computer terminals, study rooms, community/program rooms, etc, which is organized to be spatially safe & accessible/risk-analyzed • Access in a subset of branches to social development programs and services delivered both by TPL and partners • In a subset of branches, needs and interests of individuals known/understood • In a subset of branches, are referred to partners and appropriate supports when inquiring at TPL	• Vulnerable customers are offered services supports and referrals to community services as available • Library Rules of Conduct and Ontario Human Rights code posted near entry and on all floors of branch locations so they are visible to customers • Library Rules of Conduct also posted on TPL website • Access a variety of spaces: study tables, lounge seating, computer terminals, study rooms, community/program rooms, etc, which is organized to be spatially safe & accessible/risk-analyzed • As necessary, customers who may be disruptive or perceived by others are being disruptive receive a briefing on maintaining a welcoming environment and the Rules of Conduct	• Customer safety is increased through changes to branch services, programs or layout in response to service issues and to prevent future incidents • If a customer is being disruptive, they are briefed on the need to maintain a welcoming environment and the rules of conduct • If available, customer receives support from a partner, staff, social worker if available, customer is referred/taken to a program or support	• The safety of everyone in the space, including library customers, people in distress or involved in an incident guides incident or emergency response • May be a victim in an incident • May be a witness to an incident • Customers not party to an incident may be asked to move to other areas of the branch depending on the incident • Customer involved in the incident receives warning, suspension or exclusion, depending on the severity of the incident • Customer may be taken away by emergency response services when crime is committed or when there is a health emergency. Police response can be intermittent.	• Customer who was involved in the incident is excluded from TPL, with the goal of connecting that customer to local resources that can support their needs (on the condition that the customer is willing and their privacy is protected) • Customer can appeal the exclusion notice or request reinstatement • Offer customers negatively impacted by the incident a private place to collect themselves or access to phone or washroom • Contact family or friends on behalf of the customer negatively impacted (with their permission) • Review the incident with the customer negatively impacted by the incident • Encourage customer negatively impacted to report the incident to police if police not already contacted • Provide TTC fare if needed. • If relevant, provide information about the Victim Services Program of Toronto • Provide, if needed, a referral to the Victim Support Line • Additional strategies or supports may be added to support customer security as appropriate
Staff	• Deliver a variety of programs and services • Offer a variety of spaces: study tables, lounge seating, computer terminals, study rooms, community/program rooms, etc which is organized to be spatially safe & accessible/risk-analyzed	• Understand the changing needs and interests of library users including vulnerable persons • Participate in community tables and strengthen partnerships and community networks, to understand resident and community needs and available assets, to communicate the services of the library and	• Attend training on service delivery, customer experience, health and safety and the various facets of TPL's policy framework, including Rules of Conduct • Access library procedures relating to rules of conduct and health and safety through internal staff intranet, ShareTPL	• Targeted branch specific training may be offered in response to incidents or service needs • Wear headsets to communicate with each other about branch activities and to ensure timely and effective customer service • Staff communicate to those about to be involved in an incident the need to maintain a welcoming	• Wear headsets to communicate with each other about branch activities and to ensure timely and effective customer service • Staff enforce rules of conduct by issuing a warning, suspension or exclusion depending on the severity of the incident (1-day suspension from one branch, 2-month exclusion from one branch,	• If staff are negatively impacted by the incident, provide immediate and other supports (as needed) • Internal debrief on the incident between staff and Library Service Manager (*this helps prepare and prevent);* TPL Social Worker available to support the debrief with the branch as an additional support

	Customer Experience – what happens in Toronto Public Libraries every day	**Social Development** – activities designed to promote and support community safety and well-being	**Incident Preparation** – proactively implementing evidence-based programs and strategies designed to reduce risk factors	**Incident Prevention** – identify and respond to current situations of risk to mitigate/reduce risk of incident happening	**Incident Response** – urgent, reactionary responses that have not been prevented	**Post-Incident/Recovery** – support and recovery for people involved
	• Foster a welcoming environment, supported by the library's Rules of Conduct • Wear headsets to communicate with each other about branch activities and to ensure timely and effective customer service • Monitor usage patterns, customer and staff feedback to improve service responsiveness, address service issues, and mitigate or remove barriers to access and prevent incidents	improve services and community referrals • Refer customers to partners who can provide appropriate supports • Wear headsets to communicate with each other about branch activities and to ensure timely and effective customer service	• Review library procedures relating to rules of conduct and health and safety at staff meetings • Wear headsets to communicate with each other about branch activities and to ensure timely and effective customer service • Communicate to customers who are disruptive or perceived as disruptive about the need to maintain a welcoming environment • Analyse service issues and incident reports to consider preventative approaches or strategies	environment and the rules of conduct • If available, call upon partners or community supports to aid people in distress before or during an incident	6-month exclusion from all branches, 12-month exclusion from all branches) • Emergency services are called when a crime is committed/about to be committed or when there is a medical emergency • May initiate lockdown procedures depending on the nature of the incident	• Human Resources reaches out to staff to check on their well-being • Staff referred to EAP or EAP brought in to meet with staff individually or as a group • Conduct post-incident H & S inspection and workplace violence response investigation, as required by the type of incident • M&E on training/courses taken • Evaluate staff workload during the after-incident period and offer opportunities for additional measures such as frequent breaks • Advise staff and arrange for the possibility of staff to work at another branch for a period of time • Information on any customers with exclusions and associated video image made available to all TPL through intranet (*this helps prepare and prevent)*
TPL managers	• Support staff in the delivery a variety of programs and services • Offer a variety of spaces: study tables, lounge seating, computer terminals, study rooms, community/program rooms, etc which is organized to be spatially safe & accessible/risk-analyzed • Foster a welcoming environment, supported by the library's Rules of Conduct • Monitor usage patterns, customer and staff feedback to improve service responsiveness, address service issues, and mitigate or remove barriers to access and prevent incidents	• Understand the changing needs and interests of library users including vulnerable persons • Participate in community tables and strengthen partnerships and community networks, to understand resident and community needs and available assets, to communicate the services of the library and improve services and community referrals • Support staff in referring customers to partners who can provide appropriate supports • Debrief with staff individually and in staff meetings following incidents • Discuss branch incident trends in staff meetings	• Develop, deliver and attend training on service delivery, customer experience, health and safety and the various facets of TPL's policy framework, including Rules of Conduct • Develop and implement library procedures relating to rules of conduct and health and safety • Review library procedures relating to rules of conduct and health and safety at staff meetings • Support staff in communicating to customers who are disruptive or perceived as disruptive about the need to maintain a welcoming environment in situations that warrant escalation or follow-up • Analyse service issues and incident reports to consider preventative approaches or strategies • Debrief with staff individually and in staff meetings following incidents • Discuss branch incident trends in staff meetings	• Develop, deliver and attend targeted branch specific training that may be offered in response to incidents or service needs • If available, call upon partners or community supports to aid people in distress before or during an incident • Activate and follow-through on activities outlined in Library Service Manager Checklist: Response Proceduresto Violent Incidents/Assaults on Staff • Debrief with staff individually and in staff meetings following incidents • Discuss branch incident trends in staff meetings	• Support staff who are enforcing the rules of conduct by supporting warnings, suspensions or exclusions depending on the severity of the incident (1-day suspension from one branch, 2-month exclusion from one branch, 6-month exclusion from all branches, 12-month exclusion from all branches) • Support the calling of emergency services when a crime is committed/about to be committed or when there is a medical emergency • May initiate lockdown procedures depending on the nature of the incident • Debrief with staff individually and in staff meetings following incidents • Discuss branch incident trends in staff meetings	• Activate and follow-through on activities outlined in Library Service Manager Checklist: Response Proceduresto Violent Incidents/Assaults on Staff • Internal debrief on the incident between staff and Library Service Manager (LSM) (*this helps prepare and prevent);* TPL Social Worker available to support the debrief with the branch as an additional support • LSM contacts Human Resources, who reaches out to staff to check on their well-being • Staff referred to EAP or EAP brought in to meet with staff individually or as a group • Conduct post-incident H & S inspection and workplace violence response investigation, as required by the type of incident • M&E on training/courses taken • Evaluate staff workload during the after-incident period and offer opportunities for additional measures such as frequent breaks • Advise staff and arrange for the possibility of staff to work at

	Customer Experience – what happens in Toronto Public Libraries every day	**Social Development** – activities designed to promote and support community safety and well-being	**Incident Preparation** – proactively implementing evidence-based programs and strategies designed to reduce risk factors	**Incident Prevention** – identify and respond to current situations of risk to mitigate/reduce risk of incident happening	**Incident Response** – urgent, reactionary responses that have not been prevented	**Post-Incident/Recovery** – support and recovery for people involved
						another branch for a period of time • Information on any customers with exclusions and associated video image made available to all TPL through intranet (*this helps prepare and prevent)*
Security guards	• Are positioned as visible supports to staff who communicate branch activity to in-charge staff as they roam the interior and exterior perimeter of the branch • Wear headsets to communicate with staff about branch activities	N/A	• Receive guard-related training from their employer, including customer service training, AODA, cultural awareness and diversity training; mental health awareness training. • Receive TPL rules of conduct training • Receive an orientation to their site by their security supervisor and a library supervisor/in-charge staff, including information on broad customer demographics, library activities, programs and services by time of day • Wear headsets to communicate with staff about branch activities	• Guards act as back-up to staff, accompanying staff when they communicate the need to maintain a welcoming environment to customers • Wear headsets to communicate with staff about branch activities	• Wear headsets to communicate with staff about branch activities • Security guards act as back-up to staff, accompanying staff when they communicate the warning, suspension or exclusion	• Library Service Manager reviews security guard report • Library Service Manager debriefs with security guard
Emergency response	N/A	N/A	N/A	N/A	• Called by staff and/or security guards as/if necessary	N/A