COVID-19 Emergency Response

Date: April 27, 2020
To: Toronto Public Library Board
From: City Librarian

SUMMARY

The purpose of this report to update the Toronto Public Library Board on Toronto Public Library’s (TPL’s) operations, services and responses to the COVID-19 public health emergency, and its integration with City of Toronto’s Incident Management System. TPL’s pandemic plan has been developed in accordance with the best practices of emergency management and business continuity, and in alignment with the City of Toronto planning, including the Toronto Public Health Plan for a Pandemic, and the City of Toronto Pandemic Integrated Corporate Response Plan. TPL’s Pandemic Response Plan and the emergency response structure are provided in Attachments 1, 2 and 3.

FINANCIAL IMPACT

The emergency shut down of branches at the end of day on March 13 2020 in response to the COVID-19 pandemic will significantly impact TPL’s operating and capital budgets in a number of ways. Immediately following the shutdown, there were additional operating cost pressures, including the loss revenues from fines, printing and facility rentals. Some operating budget reliefs being experienced include savings in guard services, utilities, staff printing and office supplies. All staff continue to be paid. There are also additional costs being incurred related to setting up a remote workforce. Overall, for the first month of the shutdown, TPL estimates that there is a net operating budget pressure of nearly $1 million. As the shutdown continues, it is expected that lost revenues will continue, and additional savings will be realized for the operating budget, and this will be monitored and reported to the Board and City.

As well, due to the Provincial declaration of a state of emergency and the direction to temporarily shut down construction sites, TPL has seen most of the ongoing capital project work shut down, and is experiencing delays in starting other projects. This will result in most projects being underspend in 2020.
The COVID-19 pandemic has created a significant financial challenge for the City, who funds the vast majority of TPL's operating and capital budgets, and who is required to produce a balanced budget annually. The City has implemented weekly reports to be submitted by Agencies and Divisions quantifying the financial impact of COVID-19, and projected cash flow funding requirements for the next few weeks, with a view to minimizing the budget funding transfers from the City.

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

**DECISION HISTORY**

At its meeting on September 17, 2007, the Library Board approved TPL's first emergency plan based on the City's Incident Management System:


https://www.torontopubliclibrary.ca/content/about-the-library/pdfs/board/meetings/2007/sep17/19_1.pdf

At its meeting on November 18, 2013, the Library Board approved revisions to TPL's emergency plan to comply with the City of Toronto emergency plan and protocols:

https://www.torontopubliclibrary.ca/content/about-the-library/pdfs/board/meetings/2013/nov18/14.pdf

https://www.torontopubliclibrary.ca/content/about-the-library/pdfs/board/meetings/2013/nov18/14_1.pdf

https://www.torontopubliclibrary.ca/content/about-the-library/pdfs/board/meetings/2013/nov18/14_2.pdf

Additional revisions were recently incorporated in response to the COVID-19 emergency situation, in compliance with the City of Toronto emergency plan and protocols (see Attachments 1, 2 and 3). At the end of the current emergency, TPL's pandemic plan will be taken to the Board for approval, incorporating all of the minor revisions that have been made as a result of the experience with COVID-19.

**ISSUE BACKGROUND**

Based on recommendations from Toronto’s Medical Officer of Health, the City of Toronto cancelled most programming and closed a number of facilities, including recreation and community centres, city-run daycares, museums and art galleries in response to the evolving COVID-19 situation. This came into effect at the end of day March 13, 2020, and as a result, all TPL branches were closed at the same time. City
Hall, Metro Hall and all civic centres were closed to public access effective March 18, 2020. With the exception of essential staff needed to work on site, all staff at the City were instructed to work from home effective March 18 to April 5, 2020. Library staff were given the same instructions.

Effective March 23, 2020, the Mayor declared a state of emergency in Toronto. On Tuesday, March 31, the Mayor announced that City of Toronto facilities would continue to be closed until further notice, and that City-operated programs would also remain suspended. The mayor also announced that all City-led major mass participation events, festivals, conferences and cultural programs would be cancelled through June 30, as would all City permits for these types of events.

COMMENTS

TPL's Emergency Plans and Operations

TPL's comprehensive pandemic plan is integrated with the City's Incident Management System. TPL's pandemic plan has been developed in accordance with the best practices of emergency management and business continuity, and in alignment with the City of Toronto planning, including the Toronto Public Health Plan for a Pandemic, and the City of Toronto Pandemic Integrated Corporate Response Plan. TPL's Pandemic Response Plan and the emergency response structure are provided in Attachments 1, 2 and 3.

The pandemic plan along with business continuity plans were developed post SARS. The City's Emergency Operations Centre (EOC) commands and coordinates all of the City's emergency efforts, responses, and issues.

TPL is tied into the EOC through the Library Operations Centre (LOC), which has been operational seven days a week since March 13, 2020. The LOC has a critical operational, coordination and communications role during the emergency. With the exception of messages from the City Librarian, all staff communications go through the LOC, as do all TPL communications between the EOC and LOC.

TPL management representatives have been allocated, reporting through the City's Office of Emergency Management (OEM), to work on ongoing changes to TPL's business continuity planning and data collection as the COVID-19 response evolves. With the rapidly changing situation, this ensures TPL's business continuity plans and responses are aligned with the City's.

The City Librarian is a member of the City's Corporate Leadership Team (CLT), which has regular conference call meetings. TPL also participates in regular conference calls with the City's HR Leads group to discuss staff-related emergency response issues and developments.
TPL’s Library Control Group (LCG or the senior management team) meets twice daily with weekend conference calls on an as-needed basis to respond to messages from the EOC, TPL’s LOC, and business continuity plan issues.

Priorities During the Emergency Response
Normal business planning processes and priorities have been revisited and/or suspended to re-focus efforts on:
- supporting the City and the community in the public health response;
- governance and business continuity plans to ensure measures are in place for approvals and key decision-making, maintenance of essential services, and responses to new requirements;
- supporting services to the public by optimizing TPL’s online services and access;
- keeping the public informed and engaged;
- keeping staff informed, connected and reassured;
- providing staff with the tools and resources they need to work from home;
- developing plans for re-opening, including optimization of operations and services to be ‘more digital’ going forward.

Supporting the City and the Community in the Public Health Response
Staff participate on a number of City initiatives, in particular to serve people who are particularly vulnerable such as:

- The City-Community Response Table, with the mandate to ensure the needs of highly vulnerable residents are met during the COVID-19 pandemic, and comprised of City Senior Leaders, Community Organizations, and other Government Leaders (e.g., COSTI, Province of Ontario, Red Cross, Salvation Army, TDSB, Toronto Foundation, United Way, University Health Network, Volunteer Toronto, Woodgreen, YMCA, and many others);
- The City-Community Response Working Group, comprised of the City’s Senior Leaders from Children’s Services, EDHR, PFR, SDFA, SSHA, TESS, TPL and others;
- The Food Access Coordination and Support Group, comprised of representatives from the City, Daily Bread Food Bank, North York Harvest Food Bank, Red Cross, Salvation Army, Second Harvest Food Bank, and TPL.

TPL is making a significant contribution by supporting food bank locations that have closed by opening up nine library branches to act as food distribution sites run by library staff volunteers. TPL’s delivery hub has been transformed at Ellesmere/Kennedy for library staff to pack hampers assembly-line style and with six feet of physical distancing. TPL staff have been eager to support this critical community initiative, and the Library has received very positive media coverage about these efforts.
There have been significant efforts to make TPL's 3D printers available for the manufacturing of medical protective equipment such as face masks. An agreement has been entered into to support Toronto General Hospital's efforts by loaning ten 3D printers. A particular 3D printer is needed and the Library has ten of those, so all have been collected and sent to them. Here is a link to the blog post about this: https://torontopubliclibrary.typepad.com/digital_design_studio/toronto-public-library-lends-3d-printers-to-support-covid-19-medical-efforts.html

TPL Managers have begun discussions with TDSB counterparts to plan supports and promote/share TPL's digital content for teachers who are now working remotely with their students. A newsletter featuring TPL's online learning and tutoring resources will go to TDSB and TCDSB contacts for sharing with relevant teachers on April 23, 2020. Other ideas will be in support of teachers for their professional development (e.g., training) as well as for use with and by students. New online resources such as 58 Lesson Plans from Archives and Museums are being developed to support educators now supporting students remotely: https://torontopubliclibrary.typepad.com/local-history-genealogy/2020/04/58-lesson-plans-from-archives-and-museums-for-ontario-educators.html

Personal protective equipment (PPE) has been collected from all branches and sent to the EOC as requested by the City.

**Governance and Business Continuity Plans**
The emergency situation dictates changes to reporting, decision-making and communications as outlined above under TPL’s emergency plans and operations.

A key priority has been establishing electronic meetings for Library Board meetings, allowing public participation as per the *Public Libraries Act* and Procedural By-law. Keeping the Library Board up to date with regular updates on TPL's emergency response has been another key priority.

TPL’s business continuity plans are undergoing review and development by TPL staff under the auspices of the City's Office of Emergency Management. There continues to be significant time and effort dedicated to this activity.

Staff have developed a dashboard to track COVID-19 impacts. The March 2020 version of the dashboard is provided in Attachment 4.

**Delegated Authority**
Under the Financial Control policy and Purchasing policy, the Board has delegated certain authorities to the City Librarian, including the ability to make awards and enter into agreements with a value up to $500,000. These policies have provisions that allow
the City Librarian to exceed the $500,000 limit if an emergency exists, or when there is no scheduled board meeting, or if a meeting is cancelled.

In the midst of this public health emergency, it is prudent for the Board to delegate additional authority to the City Librarian to make awards and enter into agreements that are deemed urgent and necessary. This revised delegation to the City Librarian is addressed under a separate report, *Delegation of Authority in Response to COVID-19 Pandemic*.

**Supporting Services to the Public by Optimizing TPL’s Online Services and Access**

Staff are working hard to improve access to digital library resources, to support customers’ remote access, and to keep the public informed about the content and services that are still available despite our branches being closed. For example, the 38 Ways to Use the Library From Home blog on our website has been extremely popular: [https://torontopubliclibrary.typepad.com/digital-services/2020/03/38-ways-to-use-the-library-from-home.html](https://torontopubliclibrary.typepad.com/digital-services/2020/03/38-ways-to-use-the-library-from-home.html) A new page on the TPL website has been created titled *COVID-19 Information Guide* to encourage people to stay informed by citing credible sources of information and linking to the City of Toronto’s COVID-19 website. [https://torontopubliclibrary.typepad.com/health-and-wellness/covid-19.html](https://torontopubliclibrary.typepad.com/health-and-wellness/covid-19.html)

A new Online Programming Work Group has begun work with the expected launch of new online library programming beginning in April. Staff are looking to deliver online programs for all audiences – children, youth, adults – and programs that cover User Education and Innovation. The intent is to provide Torontonians with a full TPL experience from home.

**Answerline Service to Respond to Customer Questions**

Currently Answerline is operating on a reduced service level (Mondays-Saturdays, 9 AM to 5 PM), via email and social media only. Staff are investigating operationalizing full remote Answerline service to respond to customer questions and provide additional staffed virtual services. Pending availability and access to the appropriate technology, staff are seeking to open up additional communication channels, including telephone and chat services. If this is successful, the hours of operation will also be increased. In addition, the feasibility of launching offshoot services, such as remote Book-A-Librarian service and remote user education/technology support, are being investigated to increase virtual services to customers.

**Providing Access to the Library’s E-content**

With branches closed, access to the Library's e-content collection is vital for Torontonians. However, some people do not have cards or their cards are too old to renew online. Staff are working on full online registration that will provide access to all...
the Library's e-resources. This will take time as the functionality is complex but it will be available soon.

In the meantime, the Library is offering a digital card that provides access to the Library's extensive ebook and audiobook collection. This requires only a mobile phone with a Toronto area code and simple sign up via text message.

To fast-track support of online training and e-learning for City of Toronto staff, a process has been implemented by which they can get a full-access card. It uses their City email address to authenticate their eligibility, and is a manual process so, unfortunately cannot be offered more widely.

In addition, the cards of 8,600 customers whose cards were blocked because of unpaid fines or fees have been temporarily unblocked, allowing them access. These cards will be blocked again once branches re-open. Customers who have been sent to the collection agency are not eligible as their fees owed are high and/or longstanding. Information on online payment to clear cards is available on the website.

Use of TPL’s e-content is up by almost 40 percent to date, and 140 percent for video streaming.

**Modifications to Borrowing Guidelines**
All fines were suspended on March 13, 2020, the day branches closed and a two-week fines-fee grace period will be given after branches re-open. The first due date will be three weeks after branches re-open to ensure the public is aware that the Library is open and to spread out returns so the system is not overwhelmed. The pickup date for holds will be extended to three weeks after reopening and, prior to this, a message will be sent to customers asking them to review their holds and consider canceling or suspending them. Staggering hold activation is also being looked at as a further way of reducing the number of holds impacting both customers and staff immediately after reopening. Finally, all library cards have been extended to Dec 31, 2020 so customers need not renew until then.

**Keeping the Public Informed and Engaged**
TPL’s Communications staff have used the Library's digital channels (tpl.ca, social media and email) as well as media and public relations to keep Torontonians informed and engaged. This includes information about changes to library services, promotion of new and existing digital service offerings, and library efforts to support broader City and community efforts in combatting COVID-19 and its impacts.

**Keeping Staff Informed, Connected and Reassured**
The City Librarian provides staff with daily updates. The messages have included features such as a roster of staff online training opportunities, links to mental health
resources and tips on working remotely. A key message to staff are to take time to care for themselves, their families and friends.

There are daily (Monday-Friday) calls with the Union executive to maintain good lines of communication.

ShareHR is a portal on TPL's internal network that is accessible to staff remotely. Originally designed for access to job postings and applications, the site has been repurposed for staff access to information about COVID-19 updates, online learning courses, and relevant archived communications.

TPL's internal social networking tool, Yammer, is also being used to keep staff informed, engaged and connected. An all-staff group called “Home (but not) Alone” provides a space for staff to join in conversation and to share ideas and inspirations. The group is moderated by CPCE staff who post weekly questions or challenges to get the conversation going and inspire staff to share their experiences. It is also a space where TPL staff efforts and accomplishments will be regularly acknowledged and celebrated.

New and existing online training opportunities have been launched for staff. Library staff not fully engaged in other work have used this time to increase their digital literacy skills and their capacity to respond to diverse customer needs through the online learning plan, which includes training opportunities from the broader library sector as well as TPL. Important points to note are that:

- Skills learned will enable staff to support community resilience and well-being by delivering online services and contributing to plans for re-opening;
- There has been broad participation from staff at all levels who have completed required training: for example, training to support vulnerable groups, including The Librarians’ Guide to Homelessness, training focusing on the needs of youth and seniors, and more specific training on issues such as Allergy Awareness. Staff have also used this time to enhance their understanding of TPL's collections and e-learning resources to support excellent customer service.

Providing Staff with the Tools and Resources to Work from Home
A number of technology challenges have been overcome such as getting staff the equipment and TPL network access they need to do work remotely.

Approximately 800 staff are working from home, of whom 355 staff are equipped with TPL technology, and with another 100 deployments planned for early May. To support this initiative, current stock and branch laptops were cleaned, imaged, configured and reassigned accordingly and 70 new laptops were procured that were initially planned for purchase in Quarter 4.
An additional VPN appliance and licenses were added to the current solution to enable access for the additional users – which has been accounted for in our net cost pandemic impact. An assessment is currently being conducted to determine additional requirements that will increase the number of staff to be equipped. ITS is also looking at alternative ways to equip staff as well as optimization opportunities as they relate to the security and design of the Library's network and productivity tools for remote work. Finally, a number of work aids have been published to support staff in effectively using the available technologies to work, connect, and collaborate in a virtual environment.

A telework administrative policy was developed based on the City's. Tips and advice about working from home have been promoted to staff in various ways.

**Developing Plans for Reopening**
A staff task group has been established to develop reopening plans, including optimization of operations and services to be ‘more digital’ going forward. TPL is participating in groups established by the Urban Libraries Council (ULC) and Canadian Urban Libraries Council (CULC) to discuss reopening and ongoing issues and possible solutions for the short and long-term.

**CONTACT**

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**SIGNATURE**

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Vickery Bowles
City Librarian

**ATTACHMENTS**

Attachment 1: TPL Pandemic Response Plan – Revised
Attachment 2: TPL Pandemic IMS Organization Chart
Attachment 3: TPL IMS Organization Chart
Attachment 4: COVID-19 Impact Dashboard
Toronto Public Library

Pandemic
Response Plan

Approved September 2007
Revised November 2013, April 2020
Preface

A pandemic reaching the City of Toronto could cause significant illness and death and affect the delivery of programs and services to residents and business, including those offered by the Toronto Public Library.

Proper planning for the corporate response to a pandemic employs the standards of two disciplines: emergency management and business continuity. It is best practice in emergency management to use a cyclic model of mitigation, preparedness, response and recovery to plan for emergencies. This model focuses on life safety issues through collaborative planning and response.

The standard of business continuity focuses on continuing an organization’s operations by examining its priority or core operations and then planning to ensure continuity.

The Toronto Public Library Pandemic Response Plan has been developed in accordance with the best practices of emergency management and business continuity, and in alignment with and following City of Toronto planning, including the Toronto Public Health Plan for a Pandemic, and the City of Toronto Pandemic Integrated Corporate Response Plan.

The Toronto Public Library Pandemic Response Plan is a living document that will evolve and be amended as required.
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Section 1.0 Introduction

Purpose
This plan provides the overall framework for the Toronto Public Library’s response to a pandemic and continuity of operations, especially essential services. It also outlines the Library’s decision-making structure during such an event. This plan has been developed in accordance with standard emergency management practices and best practices. It builds upon the current emergency management structure of the City of Toronto, as well as the work of committees struck to plan for a pandemic in Toronto.

Objectives
This plan describes the roles and responsibilities of Toronto Public Library staff in responding to a pandemic occurring within the City of Toronto. It identifies priority Library functions and strategies to be used to sustain these functions during a pandemic. The plan identifies the key services to be provided during such an emergency, and determines the staffing and resources that are required for the continuity of those key services.

This plan meets the requirements of both the City of Toronto and Toronto Public Health with respect to planning for an epidemic.

This plan augments the Toronto Public Library’s Emergency Plan, approved by the Library Board in November 2013, and the associated operational support functions and Emergency Operating Procedures under that plan.

Scope
The overall operational response of the Toronto Public Library during a pandemic.

Annual review
This plan will be reviewed and updated annually.

Planning
The TPL Pandemic Plan is based on the planning assumptions in the Toronto Public Health Plan for an Influenza Pandemic – June 2014.

Spread
- A pandemic will be caused by a new type of virus emerging from outside Canada.
- Toronto will likely have little lead time from the time when a pandemic is first declared by the World Health Organization, and when it reaches the City of Toronto.
- There could be two or three waves of pandemic activity, either in the same year or in successive years. The length of each wave of illness will be approximately eight weeks.
- The characteristics of the pandemic strain will be similar to seasonal influenza.
- Individuals who recover from illness with the pandemic strain will be considered immune to that strain.
Impacts

- Over the course of a moderately severe pandemic, an estimated 15 to 35% of the population will become ill and be unable to continue with regular activities for a period of time (a minimum of half a day).
- About 30–50% of those infected may not experience any symptoms while the remainder of individuals may experience a range of symptoms from mild to severe.
- More severe illness and mortality than seasonal influenza is likely in all population groups.
- Employee absenteeism will be affected by illness, care for ill dependents, child care needs, bereavement and anxiety about infection. Total absenteeism from these factors could affect up to 20% to 25% of the workforce at the peak of the first wave.
- Given widespread social disruption and employee absenteeism, supply chains may be interrupted.
- Supply chain disruptions may occur. Toronto Public Health suggests organizations consider a stockpile of six to eight weeks of critical supplies (Section 3.2 of Toronto Pandemic Plan, A Planning Guide for Business, March 2020)
- The psychological impact on Library staff will likely be significant.

Response

- Vaccine for the pandemic virus will not be available for four to six months following the identification of the pandemic virus and will not be available for the first and possibly the second wave.
- Antiviral medications that are used for treatment and prevention of seasonal viruses will be in limited supplies and unknown efficacy.
- Because a pandemic will simultaneously affect the City of Toronto, the Province of Ontario and other jurisdictions, mutual aid will not be possible.
- The Province of Ontario will likely declare a provincial emergency.
- Community-based disease control strategies may be implemented to slow down transmission of the virus and may include closure of schools, child care centres, libraries and restriction of large public gatherings. In addition, the federal government may issue travel restrictions and implement screening of travellers.
- Under normal circumstances, a virus assessment, treatment and referral services will be provided by primary care practitioners. In the event of a severe pandemic, flu centres may be established to provide a virus assessment, treatment and referral services to vulnerable patients and those who do not have a regular primary care provider.
- Decision-making processes regarding occupational health and safety will take into account the precautionary principle when there is scientific uncertainty.
- Occupational Health & Safety Act provisions remain in force.
Section 2.0 Concept of Operations - Response

2.1 Emergency Response Organizational Structure

Role of Toronto Emergency Management Program Committee

The Toronto Emergency Management Program Committee (TEMPC) are key senior City officials and representatives of external organizations. TEMPC is responsible for the City of Toronto’s overall emergency management program.

During an emergency the TEMPC functions as the central point of control and coordination for the City of Toronto response, as detailed in the City of Toronto Emergency Plan and the Municipal Code Chapter 59. In an emergency, this group is collectively responsible for the direction and coordination of emergency response operations within the City of Toronto in order to save lives, reduce suffering, sustain health and morale, minimize property damage, maintain and restore utilities and essential services; in general, to mitigate the effects of the emergency and effect rehabilitation.

The TEMPC can discuss and make recommendations regarding the declaration of an emergency. The Mayor has the authority to declare an emergency within the City of Toronto in accordance with the City of Toronto Emergency Plan, Chapter 59 of the Municipal Code and the Ontario Emergency Management and Civil Protection Act.

Role of Toronto Public Health

The Medical Office of Health is a member of TEMPC and has the lead role in providing advice and direction on disease related matters. The Medical Office of Health, as well as the Ministry of Health and Long-Term Care have the power to issue Public Health Orders.

Toronto Public Health will play a lead role in providing health-related direction and advice to the TEMPC during a pandemic.

Toronto Public Health is the lead health agency tasked with developing a local pandemic plan for the City of Toronto. During a pandemic emergency response TPH will identify and report on the spread of the pandemic, assess health risks and advise the City and the public on preventing the spread of the virus and treating the ill, institute community-based control strategies and administer and distribute vaccine and antiviral medication. TPH will establish, staff and advertise the number of immunization clinics that circumstances require.

The Ministry of Health and Long-Term Care has directed Toronto Public Health to lead the planning of pandemic assessment, treatment and referral centres and play a coordinating role in the broader health care sector in the City of Toronto. (Toronto Public Health Plan for an Influenza Pandemic, June 2014).
Role of Agencies, Boards and Commissions

An integrated corporate response to a pandemic will include that of the Toronto Public Library in addition to other key City of Toronto agencies, boards and commissions (ABCs) who will have roles to play in supporting the overall corporate response to this type of event. Toronto Public Library’s Library Operations Centre (LOC) maintains communication with the City of Toronto Emergency Operations Centre (EOC) and Divisional Operations Centres (DOC).

Coordination with other agencies and levels of governments

The province has indicated their intent to declare a provincial emergency at an early stage of a pandemic. According to the Ontario Emergency Management and Civil Protection Act, a provincial emergency would supersede a municipal emergency, and enables the province to employ considerable powers with which to manage the emergency. These powers during a declared provincial emergency include the ability to direct municipal staff and to direct the redeployment of municipal human and other resources to support non-municipal services and/or operations, both within and outside of the City of Toronto.

Role and Responsibility of the Toronto Public Library

Under the Ontario Emergency Management and Civil Protection Act, the Toronto Public Library is responsible for engaging in preparedness training and exercise activities to ensure continual readiness of the TPL Pandemic Response Plan. TPL employs standard business continuity and business resumption planning principles to ensure the continuity of Tier 1 and essential services.

The TPL Pandemic Response Plan is congruent with the City of Toronto Pandemic Plan and consistent with the TPL Emergency Plan. The Continuity of Operations Plan will be incorporated into City plans and is based on formats supplied by the City's Office of Emergency Management and TPH. Toronto Public Library's Business Continuity Plans were developed in alignment with the City of Toronto's Corporate Business Continuity Management Policy and are updated annually.

The City Librarian activates and terminates the Library's Pandemic Response Plan. The City Librarian will seek advice from the Mayor, the City Manager, TPH, the Toronto Public Library Board and the Toronto Emergency Operations Centre.

Financial authority control is governed by the Library’s Financial Control Policy.

Each Library department’s plans include pre, during and post emergency timeframes. Pre emergency activities include annual reviews and regular emergency preparedness updating and validation.

The Toronto Public Library will act in compliance with any public health orders.
Toronto Public Library Pandemic Communications Plan

A Toronto Public Library Pandemic Communications Plan will articulate activities, tactics and overarching strategies for communications about continuity of library operations to Toronto residents and business and internal communication to employees of the Toronto Public Library. The strategy will include appropriate communications tactics to be employed before, during and after such an event.

A significant function of the TEMPC at the Emergency Operations Centre is to provide information related to the emergency to Toronto residents, business, staff of the City of Toronto and its agencies boards and commissions, and the media (local, national and international).

Toronto Public Health leads all pandemic/health-related communications activities. The Strategic Communications Division in the City Manager's Office:

- Leads the communication on all service-related adjustments and directions to residents and business
- Develops all corporate, human resources and other related messages to members of the Toronto Public Service working closely with other City divisions as required
- In collaboration with the Occupational Health & Safety Coordinating Committee, the Human Resources Division and Toronto Public Health develops communications to respond to staff related concerns and communicates City policies specific to pandemic planning and activities in the event of a pandemic.
- Coordinates with Toronto Public Health communications staff on the timing and selection of tactics to be used when communicating any messages
- Leads and coordinates all media relations activities relating to the emergency

The Toronto Public Library will provide regular status reports on the continuity of its operations to the TEMPC and will collaborate fully with Toronto Public Health in its dissemination of vital public health information.

2.2 Incident Management System (IMS)

The response to a pandemic will operate according to the principles of the Incident Management System (IMS) model for command, control and coordination of emergencies. The Incident Management System model is the current best practice for managing emergencies in North America, Ontario and in Toronto. It is a key component of the City of Toronto Emergency Plan and numerous divisional operations centres.

The Incident Management System (IMS) is an emergency response model that provides a way of coordinating the efforts of agencies and resources by using a common organizational structure that can expand or contract based on the scope of response. IMS design makes a coordinated response possible, as it uses standard terminology and communication systems, consolidated action plans, pre-designated facilities, and an all-hazards approach appropriate for all types of emergencies.
The IMS is used by agencies across the City to respond to emergencies. TPL has adopted the IMS and will organize itself accordingly to communicate, cooperate and respond collectively with other City emergency response partners. Details of the Library’s IMS are provided in Appendix 8.1

2.3 Maintaining Key Services

2.3.1 Toronto Public Library Business Continuity Management (BCM)

Each division of Toronto Public Library has developed Business Continuity Plans (BCPs), reviewed and updated annually. Plans were first developed in 2017 as part of the implementation of the City of Toronto Corporate Business Continuity Management Policy.

2.3.2 Toronto Public Library’s Continuity of Operations Plan (COOP)

Like other key agencies, boards and commissions, the Toronto Public Library has developed a Continuity of Operations Plan (COOP) to maintain key functions and services in the event of staff absenteeism during a pandemic event and identify the division's command team to ensure a coordinated divisional response.

Appendices 8.8 summarizes the key elements the Toronto Public Library Continuity of Operations Plan.

2.3.3 Tier One Functions

Based on analysis and prioritization of Library functions, the Library Board determines the key services to maintain in the event of a pandemic.

A command team, staffing the Library Operations Centre, will make the operational decisions required to ensure key functions continue to operate. The Library will shut down non-key services due to staff absenteeism, if required.

2.4 Continuity of Operations

2.4.1 Engagement of Plan (Tipping Points)

Effective response to a pandemic will require a phased response. Specific response activities will need to occur at certain times to ensure the most effective response. Table 3 outlines the tipping points for those activities that mirror the World Health Organization and the Public Health Agency of Canada phases, as well as two phases specific to Toronto. Table 1 charts significant City corporate response activities relative to pandemic phase. Table 2 provides
details of the engagement of the Library's response as new phases of the pandemic are declared.

Table 1: Tipping Points

<table>
<thead>
<tr>
<th>Tipping point</th>
<th>Indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td>WHO Phase 4</td>
<td>small clusters of limited human to human contact localized somewhere in world</td>
</tr>
<tr>
<td>WHO Phase 5</td>
<td>larger clusters of human to human contact still localized</td>
</tr>
<tr>
<td>WHO/Canada Phase 6.0</td>
<td>WHO declares a pandemic. Confirmed cases outside Canada. No cases in Canada</td>
</tr>
<tr>
<td>WHO/Canada Phase 6.1</td>
<td>Confirmed single case in Canada. No clusters in Canada</td>
</tr>
<tr>
<td>WHO/Canada Phase 6.2</td>
<td>Localized or widespread activity in Canadian population</td>
</tr>
<tr>
<td>City of Toronto Staff</td>
<td>25-33% of staff absent</td>
</tr>
<tr>
<td>Absenteeism “A”</td>
<td></td>
</tr>
<tr>
<td>City of Toronto Staff</td>
<td>33-50% of staff absent</td>
</tr>
<tr>
<td>Absenteeism “B”</td>
<td></td>
</tr>
</tbody>
</table>

Once a pandemic is confirmed in Toronto, staff absenteeism rates will become the key driver in decisions about the continuity of or temporary suspension of individual Library services.
# Table 2 — Engagement of Toronto Public Library Response Functions by Pandemic Phase

<table>
<thead>
<tr>
<th>Function</th>
<th>Pandemic Phases</th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Pandemic Alert Phase 4</td>
<td>Pandemic Alert Phase 5</td>
<td>Pandemic Phase 6.0</td>
<td>Pandemic Phase 6.1</td>
<td>Pandemic Phase 6.2</td>
<td>Toronto Public Library Staff Absenteism</td>
<td>Toronto Public Library Staff Absenteism</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>“A”</td>
<td>“B”</td>
</tr>
<tr>
<td></td>
<td>sustained human to human transmission</td>
<td>Human to human spread of the virus into at least two countries</td>
<td>Confirmed cases outside Canada and sustained transmission in the general population</td>
<td>Confirmed single case in Canada. No clusters in Canada</td>
<td>Localized or widespread activity in Canadian population</td>
<td>Significant number (20-30%) of staff absent</td>
<td>Large number (30-50%) of staff absent</td>
</tr>
<tr>
<td>TPL advised that Pandemic has been declared</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Toronto Public Library Pandemic Communications Plan activated</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Toronto Public Health to provide advice re: PPE and infection control</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Activate select City of Toronto DOCs</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>All divisional Toronto Public Library planners to review and update COOPs and divisional pandemic plans</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Toronto Public Library to participate in appropriate COOP-identified job and Occupational Health &amp; Safety cross training</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Confirm stockpile status</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Monitor stockpiles</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>TPL status: enhanced monitoring</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Toronto Public Library to confirm contact information of key division staff</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td><strong>Toronto Public Library to provide updates of COOPS and contacts to EOC – for TEMPC reference</strong></td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>Stockpiling complete</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>Activate stockpiling and distribution plan</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td><strong>Toronto Public Library COOP engagement</strong></td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td><strong>Toronto Public Library to provide regular or daily situation reports to TEMPC - staffing levels and operational issues</strong></td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td><strong>Toronto Public Library to report any potential failures of Priority Tier 1 Functions to EOC</strong></td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>Significant adjustments to TPL service delivery</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td><strong>Toronto Public Library receives declaration to deactivate the Pandemic Integrated Response Plan</strong></td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>Toronto Public Library restores library operations</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
</tbody>
</table>
2.4.2 Operational Cycle

Participation by the Toronto Public Library in the timely exchange of significant information will contribute to the City’s response to a pandemic.

Figure 1: City of Toronto Emergency Operations Centre – Daily Operational Cycle for a Pandemic (sample)
2.4.3 Occupational Health and Safety

**General**

Neither a pandemic nor other emergencies change the Library's obligations under the *Occupational Health and Safety Act* and the *Workplace Safety and Insurance Act*. All health and safety legislative requirements will continue to apply, including:

- Taking all reasonable precautions to protect the health and safety of employees
- Providing information, instruction and supervision to protect the health and safety of employees
- Providing protective equipment to protect workers from hazards

These obligations will apply not only for those employees who continue to perform their normal work duties but also for those who will be reassigned to Tier One functions of the Library or of the City as a whole.

Education and training sessions will be developed and provided to staff regarding emergency and business continuity plans, so they will know their roles and responsibilities. Staff will also be trained in infection control precautions and the proper use of personal protective equipment.

**Infection Control**

To reduce the risk of developing and spreading viruses, Toronto Public Health recommends a number of workplace practices that will be extremely important to follow:

- Staff should wash their hands regularly with warm, soapy water for at least 20 seconds, especially before and after eating, after going to the bathroom, after coughing and sneezing, and after touching surfaces that may have been contaminated. Alcohol-based hand gel is a useful alternative if soap and water is not available.
- Staff are encouraged to cough and sneeze into a tissue or sleeve to keep the virus away from their hands and to keep the virus from spreading through infected droplets. Used tissues should be thrown away promptly and hands washed as soon as possible.
- Frequent cleaning and disinfection of surfaces, such as door handles and light switches that may have been contaminated by somebody who is ill, are recommended.

All staff will be encouraged to follow these practices.
Personal Protective Equipment

Personal protective equipment (PPE) will be issued, if available, as directed by Toronto Public Health. Such equipment may include masks, gloves, gowns, eye protection and N95 respirators. Services designated as requiring PPE will be suspended if needed until supply is available.

2.4.4 Human Resources, Employee & Labour Relations Policies

The Human Resource Division will establish guidelines on a range of human resources issues associated with a pandemic and will be consulting with the Toronto Public Library Workers Union Local 4948 during this review.

See appendix 8.5 for the Human Resources and Employee & Labour Relations Guidelines.

2.4.5 Procurement, Stockpiling and Distribution Strategy

The Library's Finance Division has assessed potential stockpiling requirements for Personal Protective Equipment, infection control supplies and supplies required to support Priority Tier One functions. This plan will align Library purchasing requirements with the WHO alert phases on the basis of total estimated requirements to be replenished to ensure a continuous supply of a minimum stockpile of eight weeks to achieve better procurement efficiencies.

See appendix 8.6 for the TPL Procurement and Stockpiling Strategy

2.4.6 Financial

The Library's Finance Division will establish a cost centre to track costs associated with the corporate activities.

Section 3.0 Recovery

3.1 Resumption of Functions

As staff return to work after a pandemic wave, the Library Operations Centre will coordinate the resumption of Library functions halted during the outbreak, with particular attention to resumption of partnership activities and of library operations in facilities shared with other City departments or Boards of Education. The Library Operations Centre will coordinate the transition back to normal managerial control of those functions.
As part of the internal communications plan, employees will be reminded of the availability of post-pandemic psychosocial supports such as the Employee Assistance Program.

Reports of the restoration of functions and/or services will be forwarded to the City of Toronto Emergency Operations Centre as appropriate.

Information about the resumption of Library services that were suspended because of the pandemic wave will be communicated to Toronto residents and business.

3.2 Evaluation

Media monitoring will also be used to assess the reaction of the media and the public to the Library’s response. The Post Pandemic evaluation will review, in particular, the information and reference services provided, support services to Tier 1 activities, support for City of Toronto services and support provided to staff.

A key aspect of the Post Pandemic evaluation will be to determine the implications of the Pandemic for future library budgets and plans.
Section 4.0  TPL Information Service Goals for the Toronto Pandemic Plan

4.1  TPL Information Service Goals

TPL’s information service goals are:

- To support the overall goals of the Toronto Pandemic Plan to minimize illness and death, to reduce societal disruption resulting from the pandemic and minimize the impacts of societal disruption.
- To meet the changing information needs of the people of Toronto during a challenging time.
- To identify and maintain priority services.
- To coordinate TPL’s information services with TPH, 311, school boards and other services.

4.2  Factors affecting information needs

Factors that will affect the information needs of Toronto residents before, during and after a pandemic have been identified by TPH in the Toronto Public Health Plan for a Pandemic.

4.21  Public Education

- The need for public education about prevention and control of the pandemic, how to prepare for this type of emergency and how to care for people who become ill.
Public education will include:

- Hand hygiene
- Respiratory etiquette
- Staying home if ill
- Social distancing

4.2.2 Societal Disruption

- Disruption expected in distribution of newspapers, supply chains including food, employment, transit and access to medical information and assistance
- Critical community services may need to be curtailed, consolidated, or suspended due to widespread absenteeism in the workplace

4.2.3 Public Health Measures

- Cancel public gatherings (such as conferences and other events)
- Restrict size of public gatherings
- School and day nursery closures
- Restriction on international travel and border crossings

4.3 Information Needs

4.3.1 Pre Pandemic Information Needs

Before a Pandemic the public need information about:

- Emergency preparedness
- Infection control measures
- How to care for themselves and care for ill dependents
- Dealing with stress
- Dealing with death, grief and mourning
4.3.2 During a Pandemic Information Needs

The pre pandemic information needs continue during a pandemic. In addition the public will need:

- Information for daily living (city services, commercial and community services)
- Information about public health measures
- Health information (medical professionals will be less available)
- Current affairs e.g. information about the Pandemic in other parts of the world and world events
- Access to stress reduction strategies – self-help, spiritual support, recreational activities
- Communication with relatives and friends

Two particular audiences' needs have also been identified:

- Municipal decision makers
- Students, children and parents affected by school and day nursery closures

4.4 Information Strategies

4.4.1 Pre Pandemic Information Strategies

In coordination with TPH, provincial and federal public education campaigns:

- Co-sponsor programs
- Host displays
- Enhance access to information and resources by creating features, reading lists and subject access on TPL's web site and Digital Archive Ontario.
- Enhance collection development in this area through collection enhancement programs

4.4.2 During a Pandemic Information Strategies
During a Pandemic the information strategies will be focused on the provision of virtual services. Four virtual services have been identified for enhancement. It is important to note that as well as TPL’s dependency on staff availability, any specific information strategy may be disrupted by library, city or widespread disruption to IT hardware, software or networks, telephone service, utilities or transportation. Research with and distribution of paper resources may be necessary.

4.4.2.1 eServices

Through the TPL web site, Digital Archive Ontario and licensed digital content the library will enhance access to virtual information and resources to meet the public’s pandemic information needs. Information requests will be monitored and new material will be added to respond to requests. Information from TPH will be posted and links will be highlighted to TPH, 311 and other sources of daily living, pandemic and emergency information and support.

Information and resources to support students, young adults, children and parents will be focused on TPL Kids and @TPL.Teens, TPL’s portals for children and young adults. TPL will, for example, create links to Boards of Education, Ministry of Education, TV Ontario and other sites for curriculum support materials.

Many people rely on library computers to keep in touch with friends and family throughout the world. Closing branches will limit access to email. On the web site TPL will post lists of other email access options and consider other ways of supporting access to computers.

The web site will also post information on the availability of library services as part of TPL’s external communication plan.

4.4.2.2 Answerline

Answerline leads TPL’s telephone, email and online reference services. These services may be expanded by extending hours, assigning additional staff and by providing more in-depth reference service. Emergency and pandemic specific resources will be identified and made available. Requests for information about City services will be referred to 311. In depth, difficult and diagnosis health related questions will be referred to TPH and Telehealth Ontario as appropriate.
5.0  **TPL Pandemic Communications Plan**

5.1  **Introduction**

This plan is designed to provide a guide to library management on communications with staff, stakeholders and the public in the event of a pandemic. Accurate and timely communications will be important to protecting staff and maintaining an appropriate level of library operations.

Communications efforts will support the City objectives and key messages for emergency preparedness, the minimization of illness and death, reduction of societal disruption resulting from the pandemic and minimization of the impacts of societal disruption.

TPL staff and stakeholders require appropriate information to make effective and timely decisions. TPL will explain and promote the City and TPL pandemic plans and provide information in advance of a pandemic outbreak so that staff can prepare themselves and make the best possible decisions about their well-being.

Public communications about a pandemic will occur in the international context. Torontonians will turn to various sources to obtain the information they need and want. TPL will provide access to those sources of information.

Communications will also inform staff, partners, stakeholders and the public about changes in services.

Effective Library communications during a pandemic will depend on:
- Anticipation of the fear and anxiety felt by staff
- Well managed and coordinated communications within TPL and between TPL and the City
- A multi-channel network for disseminating information during all pandemic phases
- Timely messages delivered clearly, consistently and transparently
- Responsiveness to changing environment

This pandemic communications plan evolves phase by phase concurrently with the pandemic periods:
- Prepandemic (Phases 1-5)
- Pandemic (Phase 6)
- Postpandemic

The emergency communication strategy during a pandemic is described in the COOP Plan Section 2.4 *TPL Communications Plan*.
5.2 Pre Pandemic Period (Phases 1-5)

5.2.1 Goals
- Clearly explain and promote the City and TPL pandemic plan to staff - including information on staff roles and responsibilities
- Provide information to staff, stakeholders and the public to assist them in making the best possible decisions about their well-being during all phases of the pandemic
- Provide clear and consistent communications and issues management to support effective decision making about library operations
- Raise awareness of the risks of pandemic and the steps people can take to minimize a pandemic from spreading
- Determine, refine, prepare and test communications channels

5.2.2 Objectives
- Release and promote the TPL pandemic plan internally and externally
- Support City objectives to encourage proactive responses and behaviour change to reduce the spread of infection through staff training and the provision of information to staff, stakeholders and the public

5.2.3 Strategies
- Publish the TPL pandemic plan and information updates on the intranet/internet
- Market TPL pandemic information resources
- Develop an emergency communication strategy for staff

5.2.4 Key Messages –All audiences
- TPL has a pandemic plan
- The City has a pandemic plan
- Be proactive in planning for the possibility of an extended stay at home
- Help prevent the spread of infection: stay home if you are ill, wash your hands, cover your cough
- We have information and resources on protecting yourself and reducing the spread of the virus
- We have information resources on emergency preparedness, infection control measures, how to care for yourself and ill dependents, dealing with stress and dealing with death, grief and mourning
- It is business as usual - we are monitoring the situation and will keep you informed
5.2.5 Spokespersons

The primary pandemic spokespersons for TPL are the City Librarian, the Director responsible for pandemic planning, and the Director, Communications, Programming & Customer Engagement.

5.2.6 Audiences

5.2.7 Internal

TPL Board, TPL Staff, and the Union

5.2.8 Stakeholders and Partners

Mayor’s Office, City Manager, Toronto Public Health, Office of Emergency Management, Tenants, Co-located facilities partners, Suppliers, Partners, Contractors, Vendors, Janitorial staff, Security staff

5.2.9 External

Customers, General Public

5.2.10 Roles and Responsibilities

All public and internal communications are developed and coordinated by the Director responsible for pandemic planning and the Director, Communications, Programming & Customer Engagement and approved by the City Librarian.

The City Librarian communicates with key internal and external stakeholders (including the TPL Board, City administrators and politicians).

The Director responsible for pandemic planning or her designate, handles other communications with the City as part of issues management.

Each Director informs staff of the pandemic plan, their roles and responsibilities and location of key information.

Each Director ensures that managers have current contact information for staff, key partners and vendors.
Each Director keeps the Director responsible for pandemic planning informed of staffing and service level changes as well as staff and public reactions or issues.

The Director responsible for pandemic planning has overall lead for issue identification, notification and management.

The Director, Communications, Programming & Customer Engagement will monitor media coverage, review media monitoring reports from the City and ensure hotline, website and Answerline key messages reflect current status.

5.2.11 Evaluation

- Overall effectiveness of communications will be assessed on an ongoing basis.
- Communications vehicles will be reviewed and tested. Telephone inquiries, internet and web site visits and event attendance will be measured.

5.3 Pre Pandemic Alert Period (Phase 5)

As we move into the Pandemic Alert period it will be important to prepare staff for the imminent onset of the pandemic. Depending on how much time has elapsed since the roll out of the plan and the training of staff it may be necessary to:

- Remind staff of salient features of the TPL pandemic plan and clarify roles and responsibilities
- Once again raise awareness of the risks of pandemics and the steps people can take to minimize a pandemic from spreading

5.4 Pandemic Period (Phase 6)

5.4.1 Goals

- Provide clear and consistent communications and issues management to support effective decision making about library operations
- Raise awareness of the risks of pandemics and the steps people can take to minimize a pandemic from spreading.
- Reduce death and illness associated with sustained transmission of a new virus in the general population by providing access to information and guidance to staff
- Minimize societal disruption by maintaining library services as appropriate
• Reassure and support staff
• Communicate changes in library operations

5.4.2 Objectives

• Inform staff, the TPL Board and the City of Toronto Emergency Operations Centre that the pandemic plan has been activated and the Library Operations Centre is operational
• Clarify roles and responsibilities concerning decision-making authority and how decisions will be communicated
• Communicate the importance of practicing stringent infection control measures
• Provide information on support mechanisms and information sources
• Announce any changes in levels of service

5.4.3 Strategies

• Activate staff communications strategy
• Promote stringent infection control measures
• Enhance communications about our virtual information resources
• Notification of reduction of services and possible alternatives
• Update website
• Posters, notifications in library re infection control and changes in service levels

5.4.4 Key Messages – staff

• Infection control measures – stay at home if you are ill, wash your hands, cover your cough
• Business continuity messages – health precautions at work including screening, cleaning
• Information on support mechanisms for employees – e.g. mental health, social services and faith-based resources
• Where to obtain information about library operations/issues (e.g. intranet)
• Library policies for employee compensation and sick leave absences

5.4.5 Key Messages – all audiences

• Be proactive in planning for the possibility of an extended stay at home
• Help prevent the spread of infection: stay home if you are ill, wash your hands, cover your cough
• We can help you find resources about information for daily living, information about public health measures, current affairs, stress reduction strategies and alternate resources for communicating with relatives and friends
• We have information and resources to support students, children and parents affected by school and daycare closures
• Notification of reduction of services and the impact on our customers – including what effect a pandemic has on their ability to borrow and return books; what library services would close or remain open; how fines and holds will be handled; phone number to call 416-393-7131

5.4.6 Key Messages – Emergency Operations Centres
• We have information and research assistance useful for municipal decision makers during a pandemic

5.4.7 Spokespersons
The primary pandemic spokespersons for TPL are the City Librarian or her designate and the Director, Communications, Programming & Customer Engagement, designate or the Communications and Media Relations Officer.

5.4.8 Audiences

5.4.8.1 Internal
TPL Board, TPL Staff, Home Library Services staff, Facilities staff, Answerline staff, Digital Services staff, Union

5.4.8.2 Stakeholders and Partners
Mayor's Office, City Manager, Toronto Public Health, Toronto Emergency Operations Centre, Tenants, Co-located facilities partners, Suppliers, Partners, Contractors, Vendors, Janitorial staff, Security staff

5.4.8.3 External
Customers, General Public

5.4.9 Roles and Responsibilities
All public and internal communications are developed and coordinated by the Communications and Media Relations Officer with the Director, Communications, Programming & Customer Engagement and approved by the Library Operations Centre Manager or the City Librarian.

The City Librarian communicates with key internal and external stakeholders (including the TPL Board, City administrators and politicians).

The LOC Manager or the City External Liaison handles other communications with the City and the Toronto Emergency Operations Centre.

The Director of Human Resources or his designate is the official spokesperson to the union.

Each Director and/or Lead keeps the Library Operations Centre informed of staffing and service level changes as well as staff and public reactions or issues.

The LOC Manager, supported by the Planning Lead and the Communications and Media Relations Officer, has overall lead for issue identification, notification and management.

Managers are responsible for providing verbal reports to the LOC Manager regarding staffing and service level changes as well as any identified staff or public reactions or issues.

All staff will refer media to the Communications and Media Relations Officer and media@tpl.ca.

The Communications and Media Relations Officer will monitor media coverage, review media monitoring reports from the City and ensure the content of hotline, website and Answerline key messages are updated to reflect current status.

Each Director is responsible for notifying funding or service partners and customers (e.g. room booking customers) of service level changes.

5.4.10 Evaluation

Ongoing monitoring of the effectiveness of communications will be important in assessing the information needs of staff and the public.

5.5 Post Pandemic Period

5.5.1 Goals

- Acknowledge grief and loss
- Provide information on the re-establishment of services
- Acknowledge contribution of staff and stakeholders
5.5.2 Objectives

- Provide information on support mechanisms for employees
- Communicate the closure of the Library Operations Centre
- Communicate the re-establishment of library services
- Make staff aware of possibility of subsequent waves and our plans to deal with same

5.5.3 Strategies

- Announcement and notification of restoration of library operations
- Continued promotion of infection control procedures
- Continue to provide information to staff and the public on resources available to deal with post-traumatic stress

5.5.4 Key Messages

Key messages will inform staff and the public of the plans for a gradual return of services; will be supportive of staff who are dealing with grief and loss; and will advise that infection control is still necessary as subsequent waves are possible/probable.

5.5.5 Spokespersons

The official media spokesperson for all pandemic communications is the City Librarian or the Director, Communications, Programming & Customer Engagement.

The Director of Human Resources or his designate is the official spokesperson to the union.

5.5.6 Evaluation

An overall evaluation of communications strategies, tactics and actions will help identify effective and ineffective practices and approaches and provide for improved emergency communication strategies. The evaluation of communications should be a part of a larger evaluation on TPL’s response to the pandemic.
6 Human Resources Policies (to be determined)

6.2 Ill employees at work
6.3 Staffing and redeployment
6.4 Emergency Scheduling
6.5 Travel Policies

7 Post Pandemic

7.1 Responsibility for evaluation

TPL’s Emergency Planning Committee will be responsible for coordinating the Post Pandemic evaluation.

7.2 Lessons learned to apply from wave to wave

Between pandemic waves it will be important to update pandemic plans to take advantage of TPL’s experience and lessons to be learned from other parts of the City and other library systems.

7.3 Evaluation factors

Evaluation of TPL’s Pandemic response will be conducted on an ongoing basis. Each department will pass on to the Library Operation Centre issues, problems and concerns as well as feedback from the public, staff, partners and stakeholders. Media monitoring will also be used to assess the reaction of the media and the public to TPL’s response. The Post Pandemic evaluation will review, in particular, the information and reference services provided, support services to Tier 1 activities, support for City services and support provided to staff.

A key aspect of the Post Pandemic evaluation will be to determine the implications of the Pandemic for future library budgets and plans.
Section 8.0 Appendices

8.1 TPL Library Operations Centre & Toronto Public Library Incident Management System (IMS)
8.2 Priority Tier 1 Functions: Toronto Public Library Activity Summaries
8.3 Priority Tier 1 Functions: Requirements for staffing assistance to continue at the 33% and 50% absenteeism levels
8.4 Toronto Public Library Pandemic Communications Plan
8.5 Human Resources and Employee & Labour Relations Guidelines
8.6 Toronto Public Library Procurement and Stockpiling Strategy
8.7 Toronto Public Library Training and Education Plan
8.8 Toronto Public Library Continuity of Operations Plan
8.9 Status Report Template
8.10 Personal Protective Equipment & Infection Control Interim Recommendations
8.11 Toronto Public Library Emergency Planning & Preparedness Structure
8.12 Abbreviations
8.13 Definitions
8.14 8.14 Toronto Emergency Operations Centre – Daily Operational Cycle for a Pandemic [Sample]

(Note: The following sections are active reports under revision and are not included in this overview report: 8.2; 8.3; 8.4; 8.6; 8.8; 8.12; and 8.13.)
8.1 Toronto Public Library Operations Centre (LOC)

The IMS structure is built around five functions, in designated Command and Support roles:

1. **Command (LOC Manager, Communications and Media Relations Officer and External Liaison):**
   
   The Command team determines the flow of decision-making and communications.
   
   In a pandemic, the LOC Manager will be appointed by the City Librarian to lead the command function and the overall response effort.
   
   **External Liaison** function co-ordinates with participating agencies and represents the LOC Manager in dealings with other agencies and community groups.
   
   **Communications and Media Relations Officer** is responsible for media relations, communications strategy, and releasing information about the Library's response to staff, other organizations, the public, and the media.

2. The remaining four functions comprise the Support team:

2. **Operations** is responsible for managing the TPL response operations, such as Information Services and Support.

3. **Planning** assesses the situation and creates an Incident Action Plan, which identifies objectives for the emergency response and the response activities.

4. **Logistics** coordinates facilities, services, materials, and personnel for the emergency response. This includes organizing and confirming the availability of staff.

5. **Finance** tracks all expenditures, claims, purchases, and contracts initiated during the emergency.
In a small-scale emergency response, one person can perform all functions. In a complex, large-scale emergency response, the system can quickly expand to several hundred people supporting each function.

TPL’s role within the city’s response to COVID-19 is shown in chart below. Further details can be found in the Continuity of Operations Plan, 2.1 TPL Emergency Response Organization Structure.
<table>
<thead>
<tr>
<th>Current Status</th>
<th>Process</th>
<th>Process Owner</th>
<th>Approved RTO</th>
<th>RTO Impact</th>
<th>Impact Category</th>
</tr>
</thead>
<tbody>
<tr>
<td>Current Status</td>
<td>Process</td>
<td>Process Owner</td>
<td>Approved RTO</td>
<td>RTO Impact</td>
<td>Impact Category</td>
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</tr>
<tr>
<td>Cont.</td>
<td>Issues / Crisis Management</td>
<td>Communications, Programming &amp; Customer Engagement</td>
<td>&lt; 4 hrs</td>
<td>High</td>
<td>Agreements, Environment, Health, Life &amp; Safety (P &amp; EEs)</td>
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<tr>
<td>Cont.</td>
<td>TPL Web Site</td>
<td>Digital Services &amp; Emerging Technologies</td>
<td>4-12 hrs</td>
<td>High</td>
<td>Legal/ Regulatory/ Continuity of Government, Business Services, Delivery &amp; Operational Impacts, Media Attention, Public Confidence &amp; Reputation, Financial Impact (Revenue, Contractual &amp; SLA), Work Arrangements &amp; Collective Agreements, Environment, Health, Life &amp; Safety (P &amp; EEs)</td>
</tr>
<tr>
<td>Current Status</td>
<td>Process</td>
<td>Process Owner</td>
<td>Approved RTO</td>
<td>RTO Impact</td>
<td>Regular # of staff required</td>
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</tr>
<tr>
<td>Cont.</td>
<td>All HR processes (except Emergency Response)</td>
<td>Human Resources</td>
<td>Per Service</td>
<td>Per Service</td>
<td>20</td>
</tr>
<tr>
<td>Cont.</td>
<td>Emergency Response</td>
<td>Human Resources</td>
<td>&lt; 4 hrs</td>
<td>High</td>
<td>0</td>
</tr>
<tr>
<td>Reduced</td>
<td>IT Service Desk</td>
<td>Digital Services &amp; Emerging Technologies</td>
<td>4-12 hrs</td>
<td>High</td>
<td>8</td>
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<tr>
<td>Cont.</td>
<td>Leadership and Decision Making</td>
<td>Policy, Planning &amp; Performance Management</td>
<td>12-24 hrs</td>
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<tr>
<td>Cont.</td>
<td>All Network Operations</td>
<td>Digital Services &amp; Emerging Technologies</td>
<td>Per Service</td>
<td>Per Service</td>
<td>12</td>
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<tr>
<td>Cont.</td>
<td>Payroll</td>
<td>Finance</td>
<td>1-3 days</td>
<td>High</td>
<td>6</td>
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<tr>
<td>Cont.</td>
<td>Service buildings – Martin Ross – Server Room</td>
<td>Facilities</td>
<td>&lt; 4 hrs</td>
<td>High</td>
<td>1</td>
</tr>
</tbody>
</table>
8.5 Human Resources, Employee and Labour Relations Policies (Human Resources Division)

8.5.1 Changes in staffing and redeployment
High rates of absenteeism may result in changes to staffing, chains of command, hours of work, or employee responsibilities. Organizations should discuss these implications with employees, unions, and human resources staff before an emergency begins. During an emergency, organizations may delegate new job functions to employees or move employees to other job sites where they are most needed.

8.5.2 Human resources policies
All workplaces should develop alternate human resource policies for a pandemic emergency to address the following issues.

8.5.3 Attendance management
During a pandemic, TPH will advise ill people to stay home. However, attendance management policies may create barriers to staff staying home. For example, your organization may require employees to obtain physician notes following a certain number of consecutive days of absence due to illness. During a pandemic the health care system may be overwhelmed with people seeking necessary medical attention. Requests for physician notes will contribute to the demands on the health care sector unnecessarily. Current policies that may pose a barrier to effective disease control and prevention should be suspended or revised as appropriate.

8.5.4 Ill employees at work
During a pandemic, some employees will develop symptoms while at work. These individuals should immediately leave the workplace to help slow the transmission of the virus. Ill employees should be requested by their manager or supervisor to leave work even if they do not have sick day credits.

Organizations will need to address the issue of compensation for this type of situation. Directions on when employees who are recovering from illness can return to work will change depending on the characteristics of the virus causing the pandemic. This guidance will be widely publicized once a pandemic occurs.

8.5.5 Emergency scheduling
During a pandemic, work schedules may have to be changed. In planning for these changes, organizations must consider the implications of:
- shift changes
- changes to hours of work
- compensation and scheduling of overtime
- the need to assign the most qualified employees to specific tasks
- training employees for newly assigned work
- provision of food to employees
- parking requirements or reimbursement for transportation expenses
- scheduling of breaks

The current collective agreement, if applicable, may not adequately address these issues. Organizations should negotiate solutions to these issues with each relevant union so that emergency response plans can be implemented effectively and efficiently.
8.9.1 EOC Divisional Operation Centre Report

COVID-19
COMMAND STATUS BOARD

☐ No Changes to Report

DIVISION: Toronto Public Library

DIVISION HEAD (name): Vickery Bowles, City Librarian

Last update (date):

CURRENT OPERATIONAL STATUS

Division Operating At Normal Service Levels: No

Service Level Adjustments in Effect:

•

Service Related Trends identified:

•

24 Hour Outlook:

•
# 8.9.2 LOC Situation Report

<table>
<thead>
<tr>
<th>Incident/Event Name:</th>
<th>Section/Function: LOC</th>
<th>Dept./Agency: LOC</th>
<th>Tracking No.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Date (dd/mm/yyyy):</td>
<td>Time (24 Hr.)</td>
<td>Prepared By:</td>
<td>Contact No. - LOC 416-473-9015</td>
</tr>
</tbody>
</table>

**CURRENT SITUATION:** What is currently occurring within the area/responsibility for the Section/Function?

*  

**OUTSTANDING ISSUES/CHALLENGES:** What issues within the current operational period still need to be resolved?

New requests:
  *  

Pending issues:
  *  

**ANTICIPATED PRIORITIES/ACTIVITIES:** What will the Section/Function priorities be during the next operational period?

  *  

  *  

  *  

  *  

**OTHER COMMENTS/ISSUES:** Are there any public information (media), safety or other issues that need to be reviewed?

  *  

Distribution: E-file [x] Section/Function Personnel [x] Planning [x] LOCD [x] Other: ____
8.10 Personal Protective Equipment and Infection Control Interim Recommendations (Toronto Public Health / Human Resources Division)

(To be determined)
8.11 Toronto Public Library Emergency Planning & Preparedness

Structure

TERMS OF REFERENCE

NAME OF COMMITTEE: Emergency Planning Committee

PURPOSE: The Toronto Public Library is responsible for preparing for emergencies that may affect the Library and/or the City of Toronto as a whole. The provincial Emergency Management Act requires municipalities to have an Emergency Management Program consisting of an emergency plan, training and exercises and public education. As part of its Emergency Management Program the City of Toronto has requested that the Library prepare and practice various plans including, an Incident Management System.

MANDATE:

Within its stated Purpose, the Committee:

Policy: ▪ Provides Directors with input relating to emergency response policy.
▪ Advises the Planning and Development Manager in drafting and revising policies.
▪ Acts in an advisory capacity for staff members on policies and issues involving emergency planning, mitigation, preparedness, response and recovery

Planning: ▪ Ensure that system wide emergency plans, service continuity plans, and related policies and procedures are maintained and are consistent with emergency requirements and relevant legislation.
▪ Meet system wide emergency planning requirements specified by the City of Toronto and provincial and federal legislation. These systems and plans will include Library specific and City-wide emergencies.
▪ Develop and maintain a Library Operations Centre plan and ensure a Library Operations Centre infrastructure is maintained.
▪ Identify subsidiary plans and monitor their development and maintenance.
▪ Seeks and receives input, advice and recommendations from departments, services and committees to assist in implementing and revising the TPL Emergency Plan and assessing its success.
▪ Contributes to the TPL planning process as appropriate.
Advises and liaises with the City of Toronto, particularly the Office of Emergency Management and the Emergency Management Working Group
• Develop Labour Disruption Contingency plans as needed.

Emergency Response:
• As requested by the Directors’ Liaison, leads emergency planning and response initiatives on behalf of TPL;
• Advises and supports Incident Management System responders concerning service delivery and standards of service.

Resource Allocation:
• Advises and/or liaises with committees/departments/staff on collections, equipment needs, library layout, training/development and other resources.

Implementation:
• Implements an Annual Work Plan;
• Implements committee initiatives and/or assigned projects and plans.

Public Education:
• Supports City of Toronto initiatives in emergency preparedness education

Staff Training & development:
• Arranges training of Incident Management System responders and committee members, mainly thorough the City of Toronto Office of Emergency Management
• Ensures managers review emergency roles and responsibilities with staff.
• Advises on staff training and development needs, including suggesting trainers and programs, and assisting in their development and implementation.
• Provides mentorship to new committee members.

Monitoring & Quality Control:
• Test plans and train staff consistent with emergency requirements and relevant legislation.
• Monitors and evaluates the implementation of an Annual Work Plan, and other projects, programs etc. of the committee.
• Proposes, communicates and monitors system-wide standards;
• Evaluates and advises on outcomes of initiatives, programs etc.
• Advises on methods.
• Monitor incidents during the year and analyse trends annually.

Grants & Fundraising:
• Explores opportunities to obtain grant or external funding. Implements as approved.

Communications, Programming & Customer Engagement:
• Develops and maintains effective communication with TPL departments, committees and employees.
• Liaises with the Communications, Programming & Customer Engagement Department about strategic marketing and publicity as appropriate;
• Maintains awareness of opportunities, challenges, and new directions relevant to service development;
Invites representatives of other departments/committees to attend committee meetings as guests, or on an as-needed basis.

STRUCTURE:

Composition:

- All membership is subject to discussion with the member’s manager.
  - Chair – Co-Chair, Public Service Manager
  - Co-Chair, Facilities Manager
  - Members
    - 1 Manager, Preservation and Digitization
    - 6 Managers, Branch Operations (may include Co-Chair and JHSC Rep)
    - 1 Manager, Service Development and Innovation
    - 1 Manager, Joint Health and Safety Committee Representative
    - 1 Manager, Digital Services and Emerging Technologies
    - 1 Manager, Facilities (may be Co-Chair)
    - 1 Manager, Human Resources
    - 1 Manager, Communications, Programming & Customer Engagement
    - 1 Manager, Policy, Planning and Performance Management
    - 1 Manager, Collections and Membership Services
    - 1 Manager, Finance
  - “As-needed” member – TPL Foundation
  - Directors’ Liaison – Director, Human Resources

Additional Responsibilities of Members:

- Members of the committee may also be identified as emergency responders
  - Incident Management System
  - Responders have been identified with three tiers of responders.

Meetings:

- Schedule: – Meetings are held a minimum of 2 times a year.
  - Additional meetings may be called at the discretion of the Committee.
- Quorum: – 60% of membership
- Apologies: – If unable to attend, members should notify the Chair as soon as possible and no later than one day (Mon-Fri) before the meeting
Minutes:

Recording Duty of recording secretary is rotated among the Secretary: committee members excluding the co-chairs

Distribution: — Draft minutes will be distributed electronically within two weeks of the meeting to:

- Directors’ Liaison
- Members of the Committee
- “As-needed” members in attendance
- Incident Management System Responders

Posting: — Approved minutes will be posted on the Emergency Planning Committee folder on S Drive

Staff — The Committee may initiate other means of communicating with employees about its activities, such as newsletters and bulletins.

Accountability & Reporting:

- The Director of Human Resources is the Directors’ Liaison for this Committee.
- The Chair upholds the Committee’s Terms of Reference
- The Chair keeps the Director’s Liaison informed about all aspects of the Committee’s work.
- The Directors’ Liaison highlights development of initiatives to the Directors’ Committee as appropriate.

Representation on other Committees:

- Members may represent the committee on other committees and task forces.

Review Period:

- These Terms of Reference will be reviewed at the Directors’ request, and at least once every three years by the Directors’ Committee, following the adoption of the TPL Strategic Plan. The Committee will inform the Directors’ Liaison if at any time it considers that the Terms of Reference may need reviewing.

LATEST REVISION

- Approved by the Directors Committee:

Date April 2020
8.14 Toronto Emergency Operations Centre – Daily Operational Cycle for a Pandemic [Sample]
Library Control Group

Risk Management

Library Operations Centre Incident Manager

Information

Liaison

Operations

- Library Services during Emergency
- Collection and Records Protection & Recovery
- Infrastructure Protection and Recovery
- Continuity of Library & Support Operations
- Emergency City Services

Planning

- Situation
- Documentation
- Technical Specialists
- Resources
- Advanced Planning
- Demobilization
- Recovery

Logistics

- Information Technology
- LOC Support
- Supply
- Personnel
- Transportation

Finance & Administration

- Time
- Procurement
- Compensation & Claims
- Cost Accounting
<table>
<thead>
<tr>
<th>01</th>
<th>CUSTOMER EXPERIENCE &amp; SERVICES</th>
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<tbody>
<tr>
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<td>Membership Services</td>
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<td>• Online Registrations</td>
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<td>• Online Renewals</td>
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<td>• Fines &amp; Fees</td>
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<td>Customer Connections &amp;</td>
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<td>Engagement</td>
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<td>• Social Media</td>
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<td>• AnswerLine</td>
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<td>• TPL.ca</td>
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<td>• E-Newsletter sign-up</td>
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<td>• Satisfaction/Sentiment</td>
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<td>Staff Expertise (Information)</td>
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<td></td>
<td>• Information Requests</td>
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<td>• Book-a-Librarian</td>
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<td>Collections</td>
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<td>• E-Circulation</td>
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<td>• E-Learning</td>
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<td>• E-Newspapers</td>
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<td>• Digital Archives</td>
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<td>Programs &amp; Events</td>
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<td>• Dial-A-Story</td>
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<td>• YouTube &amp; Podcasts</td>
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<td>• Readers’ Advisory Service</td>
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<td>• Reading Challenges</td>
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<td>Access to Technology</td>
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<th>OPERATIONS &amp; STAFF EXPERIENCE</th>
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<tr>
<td></td>
<td>Operational Readiness &amp;</td>
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<td>Recovery</td>
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<td>• Tool Deployment &amp; Use</td>
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<td>• Cybersecurity</td>
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<td>• Satisfaction/Sentiment</td>
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<td>Workforce Mgt. &amp; Productivity</td>
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<td>• TBD</td>
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<td>Staff Connections &amp;</td>
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<td>Engagement</td>
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<td>• ShareTPL</td>
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<td>• Staff Messages</td>
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<td>Staff Learning</td>
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<td>• Learning Mgt. (STRS)</td>
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<th>KEY INITIATIVES</th>
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<td></td>
<td>Community Support</td>
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<tr>
<td></td>
<td>• Food Banks</td>
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<td></td>
<td>• Partnerships</td>
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<td></td>
<td>COVID-19 Support</td>
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<td></td>
<td>• Information Resources</td>
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<td>• PPE Distribution</td>
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<td>• 3D Printers</td>
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<td>• Partnerships</td>
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<td>Projects</td>
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<td>• 2020 Projects</td>
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<td>• COVID-19 Response</td>
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<td>• Digital Acceleration</td>
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<tr>
<th>04</th>
<th>COVID-19: MILESTONES &amp; TIMELINE</th>
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<tbody>
<tr>
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<td>Federal, Provincial, City</td>
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<td>• On-Line Self Renewals</td>
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<td>• OverDrive</td>
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<td>• Hoopla</td>
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<td>• Kanopy</td>
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<td>• Total E-Collections</td>
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<td>• Social Media</td>
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<td>• AnswerLine</td>
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<tr>
<th>05</th>
<th>APPENDICES DETAILED ANALYSIS</th>
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<tr>
<td>01</td>
<td>Customer Experience &amp;</td>
</tr>
<tr>
<td></td>
<td>Services</td>
</tr>
<tr>
<td>03</td>
<td>Key Initiatives</td>
</tr>
</tbody>
</table>
01 CUSTOMER EXPERIENCE & SERVICES
▲ 84.0% New users
▲ 62.7% Plays
▲ 30.2% Number of emails to AnswerLine Reference/Help
▲ 73.9% Total audience and reach
▲ 98.4% Total audience and reach

02 OPERATIONS & STAFF EXPERIENCE
35%+ Staff working
▲ 209% VPN average daily max
▲ 165.2% Number of Webex sessions
▲ 37% Laptops with VPN deployed to staff to work remotely

03 KEY INITIATIVES
230 Individuals served at TPL pop-up food banks
63 Number of staff who volunteered for TPL pop-up food banks
10K + PPEs donated to frontline healthcare workers
10 3-D printers loaned to Toronto General Hospital

04 MARCH MILESTONES
11th - Global pandemic declared by WHO
13th - TPL libraries close
23rd - Toronto state of emergency issued
25th - TPL's first pop-up food bank opens
25th - TPL unblocked 9006 customer library cards to increase access to services

Please note that comparisons are looking at change in areas of focus between Feb-Mar 2020 ▲ increase ■ no/small change ▼ decrease