Minutes – Executive Policy Committee – July 5, 2023

Report – Standing Policy Committee on Community Services – June 29, 2023

Item No. 1 Improving Safety at the Millennium Library and Other Winnipeg Public Libraries

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Community Services and submitted the following to Council:

1. That the Public Service be directed to implement enhanced safety and security improvements from July 1, 2023, to December 31, 2023, at an estimated cost of $1,021,000 to be funded from within the Community Services Department 2023 Council-approved operating budget, including:

    A. Engaging Fearless R2W Hosts, such that up to 10 are available for Millennium Library and other branches during operational hours

    B. Engaging contracted Security Guards, such that up to an additional five are available for Millennium Library during operational hours; and

    C. Implementation of Library employee safety training.

2. That Council approve an additional 4.2 temporary full-time equivalent (FTE) positions in Community Services and the engagement of two Fearless R2W Hosts (in addition to those identified in Recommendation 1) to re-open and staff the Community Connections space in the Millennium Library, during the Library's operating hours, from July 1 to December 31, 2023, at an estimated cost of $300,000 to be funded from within the Community Services Department 2023 Council-approved operating budget.

3. That the City of Winnipeg request that the Province of Manitoba deploy two Community Crisis Workers to assist with operations at the Community Connections space.

4. That the Winnipeg Public Library with the Fearless R2W Hosts provider provide quarterly reports to Standing Policy Committee on Community Services that includes:

    A. Attendance
    B. Incidents by type
    C. Number of referrals to other agencies, by type
    D. Interventions by Fearless R2W Hosts and Outcomes.

Report – Standing Policy Committee on Community Services – June 29, 2023

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

5. That the operating budget requirement of $2,434,000 annually be referred to the 2024-2027 multi-year budget process as follows:

    A. To continue to provide enhanced safety and security improvements at Winnipeg Public Library described in Recommendation 1 ($1,820,000 annually); and

    B. To continue to staff and operate the Community Connections space at Millennium Library as described in Recommendation 2 ($614,000 annually).

6. That the Public Service be directed to report to the Standing Policy Committee on Community Services with recommendations for the redesign of the Millennium Library lobby upon completion of the 2023 Millennium Library lobby feasibility study and that any required funds for the redesign be referred to the 2024-2027 multi-year capital budget.

7. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Report – Standing Policy Committee on Community Services – June 29, 2023

DECISION MAKING HISTORY:

Moved by Councillor Orlikow,

That Rule 10(3) of The Procedure By-law No. 50/2007 be suspended in order that the following item, which was received less than four business days preceding the committee meeting, be considered by Committee.

Carried

Moved by Councillor Orlikow,

That the recommendation of the Standing Policy Committee on Community Services be concurred in and forwarded to Council.

Carried

STANDING COMMITTEE RECOMMENDATION:

On June 29, 2023, the Standing Policy Committee on Community Services concurred in the recommendation of the Winnipeg Public Service, with the following amendments:

- In Recommendation 1.A. and Recommendation 2, delete "Community Safety Hosts" and replace with "Fearless R2W Hosts".

- Add the following new Recommendations, and renumber the remaining recommendations accordingly:

    "3. That the City of Winnipeg request that the Province of Manitoba deploy two Community Crisis Workers to assist with operations at the Community Connections space.

    4. That the Winnipeg Public Library with the Fearless R2W Hosts provider provide quarterly reports to Standing Policy Committee on Community Services that includes:

Report – Standing Policy Committee on Community Services – June 29, 2023

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

A. Attendance
B. Incidents by type
C. Number of referrals to other agencies, by type
D. Interventions by Fearless R2W Hosts and Outcomes"

and submitted the matter to the Executive Policy Committee and Council.

On May 31, 2023, the Standing Policy Committee on Community Services provided an extension of time of 30 days for the Winnipeg Public Service to report back on the following:

1. Provide recommendations to the Standing Policy Committee on Community Services on improving safety of the Millennium Library and other libraries after the interim safety measures end, including costs.

Barb Nemeth, submitted a communication with respect to the matter.

COUNCIL DECISION:

On March 22, 2023, Council adopted the recommendation of the Executive Policy Committee, which included the following:

1. That the following recommendations with respect to the 2023 Preliminary Operating Budget be approved by Council:

    EE. That the Public Service be directed to:

        ii. Provide recommendations to the Standing Policy Committee on Community Services by May 31, 2023 on improving safety of the Millennium Library and other libraries after the interim safety measures end, including costs.

ADMINISTRATIVE REPORT

Title: Improving Safety at the Millennium Library and Other Winnipeg Public Libraries

Critical Path: Standing Policy Committee on Community Services – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
K. Borland	C. Fernandes	C. Kloepfer	M. Jack

EXECUTIVE SUMMARY

Library Services continues to experience incidents within all 20 branch libraries, with Millennium Library seeing the most marked increase, including the tragic loss of life by homicide on December 11, 2022. Millennium Library remained closed from December 11 to December 23, 2022, when the main floor circulation desk reopened for materials check-out only.

Following the December 11 homicide, Garda Canada Security Corporation ("GardaWorld") was contracted to conduct a comprehensive assessment of the security and safety measures in place at the Millennium Library. The Millennium Library fully reopened on January 23, 2023, with interim safety measures in place while awaiting the release of the GardaWorld report, which was completed on April 28, 2023.

In response to the direction of Council on March 22, 2023, this administrative report provides Public Service recommendations, and associated costs, for enhanced safety and security improvements at the Millennium Library and other branches after the interim measures end.

Public Service recommendations for **enhanced safety and security improvements** include:

a. Increasing **Community Safety Hosts** available at Millennium Library and branch locations such that up to 10 hosts are available to provide community-based/person-centered safety and security and increase connection with people from all walks of life during operational hours, but particularly with people who may benefit from access to local support programs;
b. Increasing the complement of contracted **Security Officers** at Millennium Library from five to 10 during operational hours to provide needed support to maintain a safe facility;
c. Reopening the **Community Connections** space located in the main lobby of the Millennium Library with appropriate staffing levels (4.2 temporary FTEs and up to two additional Community Safety Hosts) for the space, to better meet the needs of vulnerable residents living downtown;
d. Replacing the two Winnipeg Police Service (WPS) officers at the entrance of the Millennium Library with daily WPS foot patrols of that facility;

e. Providing enhanced safety and personal security training for employees of the Winnipeg Public Library, including de-escalation strategies;
f. Directing the Public Service to report back with recommendations for the redesign of the lobby of the Millennium Library to support the removal of metal detectors, create a welcoming and safe space, and improve sightlines and foot traffic flow, including a description of any required funds for the redesign that may be referred to the 2024-2027 multi-year capital budget; and
g. Retaining existing walk-through metal detection in the lobby of the Millennium Library as an extended interim measure until alternative design and/or metal detection has been further considered by Council as part of the Millennium Library lobby redesign.

The 2023 estimated cost of the interim safety measures and implementation of the proposed recommendations for enhanced safety and security improvements, including incremental FTEs to staff a re-opened Community Connections space in Millennium Library, is $1,861,000. Other activities in the Department are currently forecasted to result in net savings that will assist in offsetting this cost. The Department will continue to monitor the 2023 financial results and, should sufficient 2023 net savings in the Community Services Department not be realized, the Department will bring forward an Over-Expenditure Report to Council.

Ongoing funding increases of up to $2,434,000 annually for the enhanced safety and security improvements and Community Connections space are recommended to be referred to the 2024- 2027 budget process.

In the opinion of the Public Service, the proposed recommendations will increase staff and customer safety while promoting Library Services' goal to have free and open access to its resources and spaces. Subject to approval, the recommendations proposed in this report would replace/supplement the interim safety measures currently in place at the Millennium Library.

Issues of safety and security are not a problem unique to Winnipeg libraries. Violent incidents are increasing in public libraries across North America, bringing greater attention to the issue of library security and leading several libraries across Canada to increase security measures. In March 2023, on CBC Radio, a panel representing Edmonton Public Library, Toronto Public Library and Prince George Public Library discussed the challenges of balancing a public, yet safe, space for employees and customers.

The COVID-19 pandemic exacerbated many of the social challenges that often lead to violent incidents in public libraries. A 2023 study by the Canadian Union of Public Employees (CUPE) found that among library workers at Saskatoon Public Library and Regina Public Library, 78% had experienced verbal abuse, 71% had witnessed violence, 50% had experienced violence, and about 40% experienced sexual harassment or threats of physical harm. These experiences have significant impacts on perceptions of safety and have led to growing concerns regarding workplace safety.

Public libraries across Canada are facing an unprecedented increase in the frequency and intensity of security and safety incidents in their spaces. In response, the Canadian Urban Libraries Council (CULC) established the CULC Safety and Security Working Group in early 2023 with membership from eight large urban library systems across Canada, including Winnipeg Public Library. The purpose of the working group is to promote learning, support and collaboration around safety and security in public libraries through the development of a toolkit of best practices and a communication strategy to raise awareness of the complex societal issues that public libraries are facing.

Similar efforts are being made across North America; for example, in April 2023, Library Journal presented a Public Library Safety Summit in Cleveland, Ohio as a forum for peers from major North American library systems to learn about best practices from within the library field; recognizing the core challenge of providing physically and emotionally safer and more secure environments for employees and customers while protecting everyone's privacy and maintaining open, accessible, and welcoming spaces.

RECOMMENDATIONS

1. That the Public Service be directed to implement enhanced safety and security improvements from July 1, 2023, to December 31, 2023, at an estimated cost of $1,021,000 to be funded from within the Community Services Department 2023 Council-approved operating budget, including:

    A. Engaging Community Safety Hosts, such that up to 10 are available for Millennium Library and other branches during operational hours

    B. Engaging contracted Security Guards, such that up to an additional five are available for Millennium Library during operational hours; and

    C. Implementation of Library employee safety training.

2. That Council approve an additional 4.2 temporary full-time equivalent (FTE) positions in Community Services and the engagement of two Community Safety Hosts (in addition to those identified in Recommendation 1) to re-open and staff the Community Connections space in the Millennium Library, during the Library's operating hours, from July 1 to December 31, 2023, at an estimated cost of $300,000 to be funded from within the Community Services Department 2023 Council-approved operating budget.

3. That the operating budget requirement of $2,434,000 annually be referred to the 2024-2027 multi-year budget process as follows:

    A. To continue to provide enhanced safety and security improvements at Winnipeg Public Library described in Recommendation 1 ($1,820,000 annually); and

    B. To continue to staff and operate the Community Connections space at Millennium Library as described in Recommendation 2 ($614,000 annually).

4. That the Public Service be directed to report to the Standing Policy Committee on Community Services with recommendations for the redesign of the Millennium Library lobby upon completion of the 2023 Millennium Library lobby feasibility study and that any required funds for the redesign be referred to the 2024-2027 multi-year capital budget.

5. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

On March 22, 2023, Council adopted the following as part of the approval of the 2023 Budget:

1. That the following recommendations with respect to the 2023 Preliminary Operating Budget be approved by Council:

   EE. That the Public Service be directed to:

   ii. Provide recommendations to the Standing Policy Committee on Community Services by May 31, 2023 on improving safety of the Millennium Library and other libraries after the interim safety measures end, including costs; and

   FF. That, in relation to recommendation 1.EE, Council recognize that an in-year Operating Budget adjustment and/or first call on the 2024 Capital Budget may be required once Council approves the community safety recommendations relating to operations of the Millennium Library after interim safety measures end.

Council approval is required to approve FTE positions described in Recommendation 2.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no immediate financial implications as a result of Recommendation 1, implementation enhanced safety and security improvements from July 1, 2023, to December 31, 2023, and Recommendation 2, re-opening the Community Connections space at Millennium Library on July 1, 2023. The cost of each recommendation, $1,021,000 and $300,000 respectively, and the interim safety measures from January 23, 2023, to June 30, 2023, at a cost of $540,000 is expected to be funded from within the Community Services Department 2023 Council-approved operating budget, and equals a total of $1,861,000.

Other activities in the Department are currently forecasted to result in net savings that will assist in offsetting this cost in 2023. The Department will continue to monitor the 2023 financial results and should sufficient 2023 net savings in the Community Services Department not be realized, the Department will bring forward an Over-Expenditure Report to Council.

Recommendation 2, while not having a financial implication in 2023, will increase the Community Services Department budgeted FTE complement by 4.2 temporary FTEs.

Recommendation 3 outlines the financial implications to be referred to the 2024 - 2027 Multi-Year Budget Process in order to continue the enhanced security measures and operation of the Community Connections space in Millennium Library. Mill rate support requirements are estimated at $2,434,000 in 2024, increasing incrementally each year thereafter through to 2027.

The safety implications of not approving the recommendations of this report include ongoing and potentially escalated safety and security concerns for staff and public at Millennium Library, and at other libraries in the public library system. If unsafe situations continue, it may create or influence the perception of an unsafe work environment, with negative consequences for recruitment and retention of employees, and further erode the public's level of trust in the City's ability to provide safe and welcoming community spaces.

If Community Connections is not reopened with the recommended staff and Community Safety Hosts as proposed in this report, the consequence would be one of the following:

- the space remains closed with no service for members of the public;
- Library Services' mandate to provide low-barrier access to library services may need to be considered further, including whether the space should be provided to an external organization to deliver non-library services.

HISTORY/DISCUSSION

Issues of safety and security are not a problem unique to Winnipeg libraries. Violent incidents are increasing in public libraries across North America, bringing greater attention to the issue of library security and leading several libraries across Canada to increase security measures. In March 2023, on CBC Radio, a panel representing Edmonton Public Library, Toronto Public Library and Prince George Public Library discussed the challenges of balancing a public, yet safe, space for employees and customers (CBC's *The Current*, March 17, 2023).

The COVID-19 pandemic exacerbated many of the social challenges that often lead to violent incidents in public libraries. A 2023 study by the Canadian Union of Public Employees (CUPE) found that, among library workers at Saskatoon Public Library and Regina Public Library, 78% had experienced verbal abuse, 71% had witnessed violence, 50% had experienced violence, and about 40% experienced sexual harassment or threats of physical harm. These experiences have significant impacts on perceptions of safety and have led to growing concerns regarding workplace safety (Appendix A).

Public libraries across Canada are facing an unprecedented increase in the frequency and intensity of security and safety incidents in their spaces. In response, the Canadian Urban Libraries Council (CULC) established the CULC Safety and Security Working Group in early 2023 with membership from eight large urban library systems across Canada, including Winnipeg Public Library. The purpose of the working group is to promote learning, support and collaboration around safety and security in public libraries through development of a toolkit of best practices and a communication strategy to raise awareness of the complex societal issues that public libraries are facing.

Similar efforts are being made across North America; for example, in April 2023, Library Journal presented a Public Library Safety Summit in Cleveland, Ohio as a forum for peers from major North American library systems to learn about best practices from within the library field; recognizing the core challenge of providing physically and emotionally safer and more secure environments for employees and customers while protecting everyone's privacy and maintaining open, accessible, and welcoming spaces.

There is an increasing number and seriousness of incidents occurring at libraries across the 20-branch system, primarily at Millennium Library. The vast majority of library employees are frontline staff who manage and are affected by these incidents. Both the perception, and reality, of libraries as unsafe spaces has a negative impact on customer use of library services and on the successful recruitment and retention of employees. The escalation of aggression, threats, and violence from members of the public has created an urgent situation at the Winnipeg Public Library.

Safety and security issues, already worrisome before the pandemic, worsened during the COVID-19 pandemic, exacerbated by chronic social issues of homelessness, poverty,

addictions, and untreated mental health conditions, most evident in the downtown. Winnipeg Police Service advises that Millennium Library is one of four “problem” locations under the Smart Policing Initiative. The library is an “SPI hotspot” along with Portage Place, Air Canada Park, and Ellice Avenue in the vicinity of Giant Tiger and Liquor Mart. The zone for SPI is Main Street to Vaughan Street and Ellice Avenue to York Avenue.

Although the focus of library safety measures has been primarily on Millennium Library, all library branches have incidents, and safety in all library facilities continues to be a priority. For example, public washrooms across the library system are a site for incidents due to people using these spaces for consuming drugs and alcohol, as well as for sleeping, bathing, washing clothes and sexual activity. Only Millennium Library has the benefit of security guards and Community Safety Hosts. Library staff at the other 19 branches are required to deal directly with all incidents in their facilities.

Improvements to safety in all Winnipeg Public Library branches has been ongoing for many years and has been managed by Library Services without increases to the operating budget. Some of these safety initiatives include:

- Opened Community Connections welcoming space in April 2022 to be a low-barrier bridge to the full resources of Millennium Library with trauma-informed information services library staff that can provide a ‘warm hand-off’ to staff inside the library for further service, help in navigating library systems, and to help vulnerable citizens connect with social agencies and the library’s Community Crisis Workers. The space has been closed since December 11, 2022.
- Established in 2021, regular meetings with Millennium Library Community Working Group.
- Internally funded a third Community Crisis Worker position in August 2022.
- Increased Community Crisis Worker branch visits, scheduled and as needed situationally.
- Partnered in September 2020 with Indigenous-led Community Safety Host initiative by providing the practicum experience for the program participants.
- Schedule Community Safety Hosts to make branch visits, allowing them to connect with customers who may benefit from referrals to support agencies.
- Arrange for short-term assignments of security guards at branches outside Millennium Library.
- Updated banning procedures, with reinforced messaging regarding upholding the Customer Code of Conduct.
- Ongoing banning of people for severe misconduct or patterns of inappropriate behaviour.
- Hold debrief sessions after incidents to support staff and review library processes.
- Source delivery of specialized training for staff in conflict de-escalation, mental health awareness, and other topics with a safety focus.
- Provided handheld two-way radios in 2023 for staff on each floor at Millennium Library for direct communication with security guards, Community Crisis Workers, and Community Safety Hosts.
- Reconfigured the Millennium Library 4th floor in 2023 to increase space between public computer workstations (to reduce conflict between customers) and relocate service desk closer to elevators and public washrooms for improved sightlines (as part of the building recarpeting and lighting project).

- Beginning in 2016, upgraded/added CCTV cameras and monitors - ongoing, including identity cameras at branch entrances and improvements to monitoring capability.
- Installed Emergency exits and locks – where feasible and in higher-risk areas.
- Ordered in 2022 (but not yet received) wearable safety pendants for branch staff at locations where staffing levels or facility layout do not facilitate optimum communication.
- Updated in 2021, improved Working Alone processes and instructions for staff.

The above-noted initiatives are a start, but the current situation is beyond Library Services' current capacity to continue managing with existing resources. The five contracted security guards and one Community Safety Host at Millennium Library cannot cope with the number and intensity of incidents in and around the building. The other 19 libraries have no security guards or Community Safety Host to support frontline staff when serious incidents occur.

On December 11, 2022, a homicide occurred inside Millennium Library. In response to this tragic loss of life, as well as ongoing and escalating incidents of threats, inappropriate behaviour, and assaults, the City asked GardaWorld to conduct a comprehensive assessment of the safety and security measures in place at Millennium Library.

While GardaWorld conducted the assessment and prepared its report, the City implemented new interim safety measures in order to fully re-open Millennium Library on January 23, 2023. The total cost of the interim safety measures from January 23, 2023, to June 30, 2023, is $540,000 and includes the following:

- **Winnipeg Police Service (WPS) special duty officers -** two full-time uniformed special duty WPS officers stationed on the main floor of Millennium Library
- **Walk-through metal detector gate** – all visitors to Millennium Library are required to go through a metal detector gate for screening of weapons
- **Additional security guards** - two additional security guards were added to staff the metal detector gate. However, when the line of customers is busy, or when the gate is activated, more than two guards are required and have been added to the schedule.
- **Additional Community Safety Host (CSH)** – a second CSH has been engaged through a service agreement Persons Community Solutions Limited (Persons Community Solutions). This is in addition to the one existing CSH who is engaged to work at Millennium Library until June 2023.

The cost of these measures from January 23, 2023 – June 30, 2023, is provided in more detail in the table below. The cost of the walk-through metal detector gate is absorbed within the current operating budget.

Table 1: Financial Implications of Interim Safety Measures (Jan 23 to June 30, 2023)

Interim Enhanced Security Measures	2023 Cost of Interim Security Measures	Referral to 2024-2027 Operating Budget
WPS special duty officers	$303,000	$0
Additional Security guards	$142,000	$0
Additional CSH	$95,000	$0
TOTAL	**$540,000**	**$0**

The GardaWorld “Threat & Risk Assessment/Physical Security Audit” of Millennium Library was completed on April 28, 2023. A copy of the GardaWorld report, redacted to remove sensitive security information and confidential business information, is attached as Appendix B.

The recommendations below, for enhanced safety and security improvements at Millennium Library and other libraries, are informed by the GardaWorld report, Library Services’ experience, feedback from library staff, and review of practices at other large urban library systems in Canada.

Recommendations for enhanced safety and security improvements

In response to the direction of Council on March 22, 2023, this administrative report provides recommendations for enhanced safety and security improvements at the Winnipeg Public Library to reduce safety and security risks through layering of multiple approaches.

The combination of contracted security guards, community-based and person-centered safety hosts, staff training, and re-design of the Millennium Library lobby can strengthen the library’s response to incidents largely rooted in complex societal issues. Library Services’ goal in implementing recommendations below is to preserve free and open access to the public library while ensuring a safe, respectful space for community members and for employees.

Subject to funding approval, the recommendations proposed in this report would replace/supplement the interim safety measures currently in place at the Millennium Library.

A. Community Safety Hosts

The Public Service recommends making up to 10 **Community Safety Hosts** available at Millennium Library and branch locations during operating hours to provide community-based/person-centered safety and security and increase connection with people from all walks of life, but particularly with people who may benefit from access to local support programs.

Five CSHs would be used at Millennium Library and five CSHs would be given rotating assignments at the 19 other libraries.

- CSHs have over 100 hours of training in de-escalation, harm reduction, and trauma-informed approaches.
- While CSHs are also licensed security guards, this is secondary to their main role in Library Services, which is to connect with and support customers, assisting in making community connections as needed.
- The role of relationship building means CSHs spend significant time with individuals, which would not be possible if CSHs had traditional security officer responsibility for all building patrols and securing the facility.
- CSHs use select library branches for their training practicum to complement their training, a benefit to Library Services safety as the hosts become familiar with library requirements and processes.
- Over 90% of interactions with CSHs are de-escalated with the result that WPS involvement is not required.
- Library Services recommends engaging five CSHs for Millennium Library and five CSHs for rotating assignments at the 19 other libraries.

B. Contract Security

The Public Service recommends increasing the contracted complement of **Security Officers** available at Millennium Library from five to 10 during operating hours to provide needed support to maintain a safe facility.

In the future, with a re-designed and renovated lobby that uses an architectural design approach to increasing safety at the point of entry to the library, it may be possible to reduce the number of security guards.

C. Community Connections Space

The Public Service recommends reopening the **Community Connections** space located in the main lobby of the Millennium Library with appropriate staffing levels (4.2 temporary FTEs and up to two additional Community Safety Hosts) for the space, to better meet the needs of vulnerable residents living downtown.

On January 30, 2020, Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That, as Phase 2 of a multi-year downtown public safety strategy, the following initiatives be approved:

    C. That the 2020 capital project Community Connections Space – Millennium Library be approved for up to $236,000.00 to be funded by the DMR as outlined in the capital detail sheet in Appendix A and in accordance with this report.

Funding to operate Community Connections (and for Community Safety Hosts) is a deliverable under the City of Winnipeg Poverty Reduction Strategy; Goal 4, Action 4.3 (further details available in the Alignment section of this report, below).

Opened in April 2022, the main purpose of Community Connections is to be a welcoming and inclusive low-barrier service section of Millennium Library with trauma-informed information services and “warm hand-offs” to staff inside the library for further service. Library staff in Community Connections help people to navigate Winnipeg Public Library systems of applying for membership, booking and using a computer, searching the online catalogue, borrowing materials, and registering to attend programs. This dedicated space allows enhanced opportunity for library staff to work with individuals who face barriers using the resources of their public library. Located inside the entrance to Millennium Library, staff working in Community Connections are uniquely positioned to provide immediate service. The result is often to de-escalate potentially violent situations thereby contributing to a safer public space.

Community Connections is an extension of the services provided by Winnipeg Public Library staff and library community crisis workers while also hosting intermittent visits from other community agencies. Prior to opening Community Connections, Millennium Library hosted visiting agencies in the lobby or in program rooms. The community safety host, working in Community Connections before it closed on December 11, 2022, contributed highly effective de-escalation strategies and engaged with people to help identify their immediate needs. Community Connections provides equitable, positive library staff/visitor engagement that builds relationships and results in a safer, welcoming library.

However, currently there is no funding for dedicated staffing in this service area. Limited hours of opening (23 hours per week) had been possible by temporarily reassigning library staff from other Public Service areas in Millennium Library.

Since December 11, 2022, Community Connections has remained closed. With incremental funding for full and consistent staffing, the space can re-open as a safe, welcoming community hub; particularly for vulnerable residents of downtown.

D. Winnipeg Police Service

The Public Service recommends replacing the two Winnipeg Police Service officers at the entrance of the Millennium Library with daily WPS foot patrols of the facility.

It was not the intent of Library Services to maintain a permanent full-time presence of WPS. Millennium Library, along with downtown public libraries across Canada, experience incidents categorized primarily as: inappropriate or disruptive behaviour, verbal abuse, harassment, and alcohol and drug use. The majority of these incidents are not crimes. In addition, the cost of this service is unsustainable.

Library Services recommends replacing this measure with hourly patrols by one of the regular WPS downtown foot patrol teams that currently patrols the vicinity around Millennium Library during all opening hours of Millennium Library. As these are a regular part of the WPS downtown patrols, there is no cost to this service.

E. Millennium Lobby Redesign

It is recommended that the Public Service be directed to report back to the Standing Policy Committee on Community Services with recommendations for the redesign of the lobby of the Millennium Library to support removal of metal detectors, create a welcoming and safe space, and improve sightlines and foot traffic flow, including a description of any required funds for the redesign that may be referred to the 2024-2027 multi-year capital budget.

At this time, costs to complete the re-design and renovation of the lobby are unknown. A Request For Proposal process is underway to engage a consultant to conduct a feasibility study to re-design the lobby of Millennium Library. To help inform decision-making on renovation of the lobby, Community Services commissioned a research brief prepared by the Canadian Municipal Network on Crime Prevention (Appendix C). The brief focuses on the use of weapons screening, surveillance, and the presence of police and security guards in public spaces.

Funding approved through the 2023 capital budget will be used to complete the feasibility assessment using Crime Prevention through Environmental Design (CPTED) principles, and conducted with stakeholder engagement, to obtain a minimum Class 5 cost estimate. Upon receipt of the Class 5 cost estimate, the Public Service will submit an administrative report and capital request to complete the design and undertake the renovations.

F. Weapons Detection

The Public Service recommends that the existing walk-through metal detection in the lobby of the Millennium Library be retained until alternative design and/or metal detection has been considered further by Council as part of the Millennium Library lobby redesign.

Library Services recommends retaining this controlled entrance as an extended interim measure until the lobby of Millennium Library can be re-designed and renovated with an architectural design approach to increasing safety at the point of entry to the library.

G. Enhanced Safety and Personal Security Training

Library Services recommends additional investment to improve training delivery to frontline staff in topics such as De-escalating Potentially Violent Situations, Mental Health First Aid and workshops to support staff wellbeing such as Stress, Compassion Fatigue and Resilience Workshop. External facilitators are required to offer multiple sessions for staff with limited availability due to evening and weekend shift work.

Costs

The cost of the recommendations of this report are presented in the tables below.

Table 2: Financial Implications of Enhanced Safety Measures (July 1, 2023)

Enhanced Security Measures Recommendation	2023 Estimated Costs (Recommendation 1)	Referral to 2024-2027 Operating Budget	Notes
Five additional security guards (for a total of 10 on site)	$454,000	$686,000	1
Five CSH at Millennium	$275,000	$550,000	2
Five CSH at Branches	$275,000	$550,000	3
Staff Training	$17,000	$34,000	
TOTAL	**$1,021,000**	**$1,820,000**	

1. Total annualized funding of $686,000 required is based on a total need of 10 security guards at Millennium Library ($635,000) plus, intermittent security coverage at library branches outside Millennium Library ($51,000) including MRST. Costs do not include skywalk security guards, paid for by Municipal Accommodations.

2. Five Community Safety Hosts on site during all opening hours engaged through a service agreement with Persons Community Solutions in partnership with FearlessR2W.

3. Five Community Safety Hosts at branches: 1-2 at St. Boniface Library and 3-4 assigned to branch locations with frequent incidents.

Metal detectors have been paid out of current operating funds as a one-time expenditure with no incremental costs. Also, it is expected that there will be no incremental costs to Library Services for the downtown WPS foot patrol service.

Below is the estimated cost for re-opening and staffing of Community Connections for 58 hours per week to match the opening hours of Millennium Library.

Table 3: Financial Implications to Reopen Community Connection Space (July 1, 2023)			
Enhanced Security Measures Recommendation	**2023 Estimated Costs (Recommendation 2)**	**Referral to 2024-2027 Operating Budget**	**Notes**
Community Connection Space	$300,000	$614,000	1

1. Funding amount includes:
    - Two Community Crisis Workers (2.00 FTEs), one Librarian 1 (1.00 FTE), Library Service Assistant 3 (1.20 FTEs). A total of 4.20 temporary FTEs ($190,000 for July 1, 2023, implementation and $394,000 annually for 2024-2027).
    - Two additional Community Safety Hosts ($110,000 for July 1, 2023, implementation and $220,000 annually for 2024-2027).

Additional Safety and Security Information

The experience of Library Services, informed by the GardaWorld report, as well as library staff feedback on improving safety have been considered in the proposed recommendations.

Library Services Administration will continue to inform itself about safety concerns and initiatives to further support and help inform ongoing decision-making about improving safety and security at all branches of Winnipeg Public Library through:

- continued communication with Library Services staff to build upon conversations that have already started;
- consultation with the Joint Health and Safety Committee as per the Manitoba Health and Safety Act;
- participation on the newly formed Safety & Security Working Group of the Canadian Urban Libraries Council; and the
- review of research, including the evidence brief provided by the Canadian Municipal Network on crime Prevention (Appendix C).

FINANCIAL IMPACT

Financial Impact Statement

Date: May 24, 2023

Project Name:

Improving Safety at the Millennium Library and Other Winnipeg Public Libraries

First Year of Program **2023**

	2023	2024	2025	2026	2027
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 1,861,000	$ 2,434,000	$ 2,444,000	$ 2,453,000	$ 2,461,000
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 1,861,000	$ 2,434,000	$ 2,444,000	$ 2,453,000	$ 2,461,000
Less: Existing Budget Amounts	1,861,000	-	-	-	-
Net Budget Adjustment Required	$ -	$ 2,434,000	$ 2,444,000	$ 2,453,000	$ 2,461,000

Additional Comments:

Direct costs in 2023 reflect the Community Services Department, Library Services Division cost of the interim security measures January 23, 2023 to June 30, 2023 ($540K) and the estimated cost of $1.321 million to implement enhanced safety and security improvements from July 1, 2023 to December 31, 2023 (recommendation 1) and re-opening the Community Connection space at Millennium Library on July 1, 2023 (recommendation 2). The total $1.861 million will be funded within the Community Services Department's 2023 Council approved operating budget.

Other activities in the department are currently forecasted to result in net savings that will assist in offsetting the cost of the interim safety measures and recommendations 1 and 2. The department will continue to monitor the 2023 financial results and should sufficient 2023 net savings in the Community Services Department not be realized the department will bring forward a future over-expenditure report to Council.

Direct costs in 2024 to 2027 reflect the annualized operating budget requirements of $2.434 million to continue the provision of enhanced safety and security improvements, and funding to operate the Community Connection space at Millennium Library. 2025 onwards, the amounts increase to reflect impacts of collective agreements pertaining to staffing requirements for the Community Connection space.

Funding requirements for 2024 to 2027 are requested to be referred to the 2024 multi-year budget process.

Ozzy Garrett CPA, CGA - May 24, 202

Ozzy Garrett CPA, CGA
Manager of Finance - Community Services

CONSULTATION

This Report has been prepared in consultation with:

- Municipal Accommodations, Assets and Project Management Department
- Legal Services

OURWINNIPEG POLICY ALIGNMENT

The information in this report is consistent with OurWinnipeg 2045 Goals and Policy Direction:

Good Health and Well-Being: 4.9 Inclusive Public Places
Provide and promote the amenities, and the design and maintenance standards, necessary to ensure accessible, safe and sanitary conditions in gathering spaces frequented by the public.

Leadership and Good Governance: 1.15 Community Capacity Development
Partner with community organizations and Indigenous governments to enable community development, leadership and empowerment opportunities, by leveraging municipal programming and service resources including recreation, libraries and the arts, in particular for systemically disadvantaged groups and for those living in areas of highest need.

Social Equity: 5.7 Community Cohesion
Promote opportunities for life-long learning and cross-cultural, inter-generational relationship-building, as a means of preventing social isolation, discrimination and racism.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Consideration was given as to whether this report connects to the Winnipeg Climate Action Plan (CAP), and it was determined that the CAP is not applicable to this specific report.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The information presented in this report aligns with and advances the Winnipeg Poverty Reduction Strategy (2021 – 2031) as follows:

GUIDING PRINCIPLES:

- We will Uphold Human Rights. (Manitoba Human Rights Code; UNDRIP; UN Rights of the Child; Jordan's Principle; Accessibility for Manitobans Act)
- We will Honour Relationships and Reconciliation with Indigenous Peoples. (Treaty #1 and Métis Nation Homeland; TRC Calls to Action; MMIWG Calls for Justice, Winnipeg Indigenous Accord)
- We will Address Systemic Oppression, Trauma, and Social Inequity.
- We will Promote and Maintain the Welfare of all residents.
- We will Develop Trust and Meaningful Partnerships to find solutions and drive change.

They align with the following **Goals and Objectives**:

Goal 4: Community Well-being Supports for those in Greatest Need are Increased

Objective: Front line employees have the knowledge, skills, and resources to help connect residents to needed supports.

Action 4.3: Community Connections Space at Millennium Library - Provide ongoing operating funds to support the new Community Connections space at Millennium Library, and the Community Host program being piloted at various library locations. The Community Connections space provides people with culturally-safe supports, resources and referrals, while Community Host program provides opportunities for youth aging out of care to be community hosts and creates welcoming and inclusive libraries.

Goal 6: All City Services are Equitable, Inclusive and Accessible

Objective: Residents have equitable access to City services, in particular demographic groups who experience marginalization.
Objective: Community development models and collaborative approaches are enhanced or initiated for service planning and delivery in areas of higher poverty.
Objective: Use of City's tools and resources are maximized to reduce systemic inequities.

SUBMITTED BY

Department: Community Services
Division: Library Services
Prepared by: K. Borland, Irmy Nikkel
Date: May 26, 2023
File No: CMS-2023-18

Attachments:

Appendix A – CUPE survey report on Library Workplace Violence and Harassment

Appendix B – GardaWorld Report

Appendix C – Canadian Municipal Network on Crime Prevention Evidence Brief