Threat & Risk Assessment / Physical Security Audit

City of Winnipeg

Millennium Public Library

251 Donald Street, Winnipeg, MB R3C 3P5

Prepared by: [redacted]

V1.3 – 2023-04-28

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1. COVER LETTER

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April 21, 2023

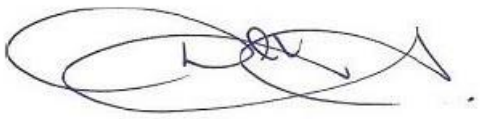
Mr. Keith Bousquet
Supervisor of Building Operations Services
City of Winnipeg
510 Main Street
Winnipeg, Manitoba
R3B 1B9

Subject: **Threat & Risk Assessment / Physical Security Audit**
Reference: O036010

Dear Mr. Bousquet;

As per your request, we enclose GardaWorld's report following the Threat and Risk Assessment (TRA) and the Physical Security Audit (PSA) that was conducted in Winnipeg on January 15-17, 2023, at the Millennium Library.

Yours truly,



Daniel Vigeant
Director of Consulting Services & Protection
GardaWorld



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3. EXECUTIVE SUMMARY

GardaWorld Consulting and Investigations, a division of Garda Security Group (hereinafter referred to as "GardaWorld"), was mandated by the City of Winnipeg (CoW) to assess the security and safety measures in place at the Millennium Library (ML) for the purpose of protecting staff and the public from incidents of violence and crime.

The first phase of this assessment is a Threat and Risk Assessment (TRA) focused on threats directed against people, and a Physical Security Audit (PSA) designed to provide understanding of both internal and external security issues specific to the site. Long-term crime reduction strategies will be covered in the second phase of the project as the focus of this report is on addressing immediate risk to public safety.

It should be noted that interim security measures were put place by the CoW on January 23, 2023, and the preliminary findings confirm the ongoing presence of weapons at the site.

While a tragic event occurred on Dec 11, 2022, triggering this assessment it should be noted that the findings of three (3) separate staff consultation activities, a site audit, and multiple interviews by the auditors confirm that ML has experienced concerning incidents and patterns of behaviour dating back many years. Different security measures have been put in place over the past five (5) years, including having contracted security guards, community crisis workers, community safety hosts, hand-held metal wand / bag checks, and walk through metal detection to list a few. Staff Survey indicates that ML staff are divided on their sense of safety at work and staff consultation (see Appendix 2) indicates a lack of trust that real action will result from this process. Auditors caution that failure to act considering this finding may have lasting impacts on already low levels of staff trust.

ML should continue to liaise with Public Safety Canada and police of jurisdiction to monitor and respond to national trends and a rapidly evolving national crime landscape that includes Canada-wide disruptions caused by COVID-19 (economic, healthcare, society), increasing violent crime (▲5%) / drug use (▲13%), hate crimes, mass gathering attacks, extremism, political instability, mass protest and civil unrest, and the continued rise of insider threats.

At a local level, ML should evaluate what capacity if any could be established, in line with existing provincial regulations, to respond to threats that may be increasingly armed and violent. Locally, the Winnipeg Police Service has seen a 10% increase in calls in 2021. Check Wellness is now the most dispatched event, increasing by 9% in 2021. Gun-related calls are received on average every 5.15 hours, increasing in frequency by 27% over the past five years. Violent crimes are up in the city by 5% from 2020 to 2021. Homicides remain high for the third year in a row, well outside the 5-year average. Youth Crime is decreasing in most categories except aggravated assaults (69.2% increase over 2020) and arson (40% increase over 2020). The neighbourhood of South Portage, which ML is in, saw a significant jump in property (+139.4%) and violent (+80.2%) crimes between 2021 and 2022.

Instilling a common understanding of the security risks at the site is critical to ensuring staff understand the issues and how to respond while avoiding the social amplification of risk. Auditors note that when compared to pre-pandemic operations, 2022 saw increases in reported inappropriate behaviour, verbal abuse, medical conditions, assaults, and vandalism. 2022 saw similar levels of threat making behaviour compared to pre-pandemic years, however auditors note a lower number of reported incidents related to intoxication. The top types of reported

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incidents were behavioural in nature. Most incidents occur in Information Services (4th Floor), Special Services, Reader Services, Community Connections and Lobby. Gaps exist between staff perception of crime and the actual measured incidents reported, likely since activities like active drug use, or violent crimes have a level of shock-value and have sticking power in the minds of employees.

Auditors note that while the Lobby is consistently on the higher end of the list, it was not the highest location for most incident types. The Auditing Team theorizes that this suggests that persons of concern are entering the facility without issue, then engaging in concerning behaviours after they are inside the facility. While this trend is likely to continue, having a well-designed security program in the lobby will remind visitors of the commitment to safety (deterrence), will remove the risk of weapons entering the facility (detect, respond) reducing the severity of incidents, while providing an empathy-driven interaction that sets a tone for managing behavioural incidents elsewhere in ML.

Employees, contractors and visiting public are by far the most valuable assets at the ML. Records indicate injury from both criminal incidents and self-harm have occurred at the site – including a homicide, a suicide[1], and suicide attempts. Assaults, threats, and vandalism were common occurrences at the site in 2022. Persistent drug use, inappropriate behaviour, intoxication, and harassment could escalate into more serious crimes. There have been reports of work-related injuries at the ML due to aggressive action towards staff and members of the public.

The Threat Risk Assessment (TRA) has identified accidental and/or deliberate harm to people (staff, contractors or public) and theft and/or mischief and/or sabotage relating to equipment and the facility as the major threats at ML.

A ***VERY HIGH*** rating is justified for people / employees as the preservation of life is the priority for any safety / security program and is well-aligned with the values of the CoW. The current threat level towards people resulting in injury, harm, and death is assessed as ***HIGH***. Vulnerabilities at ML are numerous and as a result are assessed as ***VERY HIGH***. As a result, currently the ML receives a risk score that puts it in the ***VERY HIGH*** category or *not acceptable without consistent surveillance (person or technology actively monitoring 24/7) providing immediate response – permanent or temporary security control measures.* Auditors note that in January 2023, Interim Security Measures were put in place to address this risk level.

Categories of threats and their corresponding rate of occurrence are identified as follows:

1. Inappropriate Behaviour (484 incidents in five years)
2. Intoxication (299 Incidents in five years)
3. Other (295 incidents in five years)
4. Verbal Abuse (120 incidents in five years)
5. Medical Condition – Public (i.e., primarily drug use) – (101 incidents in five years)
6. Threats (97 incidents in five years)
7. Assault between members of the public, and directed at staff (82 incidents in five years)
8. Harassment (69 incidents in five years)

[1] Multiple comments were made by staff members during the interview period referring to “suicides”, and suicide attempts. On March 7, 2023, CoW clarified that a single suicide occurred on January 5, 2017. For the sake of clarity, the report has been modified to refer to the single verified incident.

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9. Theft (53 incidents in five years)
10. Vandalism (47 incidents in five years)

[redacted]

ML's security controls (prior to Jan 2023) were unable to stop a range of violent crimes and need to be re-evaluated to ensure an effective and safe work environment is maintained.

The PSA provided a detailed view of the Physical Security Plan with primary emphasis placed on a newly re-designed lobby that incorporates innovative technology to improve safety while avoiding traditional security screening techniques – making the site more welcoming and open for all members of the public without prejudice.

Thirty-Eight (38) recommendations are put forward by the auditing team. Five (5) represent critical / serious security threats that need rapid action to correct the situation, twenty (20) represent security issues that may have some impact on the security of employees or the facility, and twelve (12) minor security issues brought forward as information.

[redacted]

The initial recommendations of this report should be the CoW's focus and initial priority to re-open the ML in a way that will reduce its security risk – providing protection in depth[2] – by layering multiple security controls. TRAs are focused on providing short-term immediate actions to reduce security risk – not to be confused with other strategies that produce long-term root cause solutions.

[2] ASIS International (2021) Protection of Assets – Physical Security.

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3.1. Report Structure & Format

3.1.1. Structure of the Report

This report follows a standard structure that includes the following major sections.

- Situation / Mandate – provide the justification for the assessment.
- Background / Staff Consultation – provide critical context for the following sections.
- Threat and Risk Assessment – clearly identifies the threats for ML.
- Physical Security Audit – Discusses current site conditions, issues of concern, specific and general recommendations to address TRA concerns, and improve security for site.

3.1.2. Standard Format for Each Section

For reading ease, each section of the report will follow a consistent format.

Recommendation – Brief Description	Priority
A clear and concise description of recommendations will be summarized at the front end of the section and will be presented in an easily identifiable box formatted like this with prioritization in the top right corner.	

Key Findings

- Summary findings will be identified clearly at the start of the section.

Background

Additional background information will support the recommendations and key findings.

3.1.3. Recommendation Prioritization Table

Each Recommendation will include a suggested prioritization as indicated in the table below.

Label	Description
Priority	Assessors have detected a security issue that may be critical, in the process of being critical, or potentially posing a serious security threat. There is a need for regulatory compliance or because the installation (system) is at the end of its life. Such a recommendation should generate rapid action to correct the situation as soon as possible
Desirable	Assessors have detected a security issue that may have some impact on the security of employees or facilities. There could also be a need for regulatory compliance. It is desirable to implement this recommendation relatively quickly to optimize the security surrounding the issue identified.
To Be Considered	Assessors have detected a relatively minor security issue and it is brought to the reader's attention for their information. The implementation of the recommendation is then to be considered in terms of risk management and budgetary issues.

3.1.4. Note on Language – "Security Personnel" / "Security Team"

For the sake of clarity whenever this report refers to "Security Personnel" or "Security Team" it is referring to Contracted Security Guards, Community Crisis Workers, Community Safety Hosts or any combination therein. When specific comments are made unique to the mandate of each role the specific position will be referenced.

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4. SITUATION

On December 11, 2022, 28-year-old Tyree Cayer was fatally stabbed at the ML. As a result, the ML was temporarily closed, aside from pickups, holds and returns. Four (4) teens, aged 14, 15, and 16, were arrested and charged; three (3) with manslaughter and one (1) with second-degree murder.

In response to this homicide and ongoing issues of assault, inappropriate behaviour, threats, disorderly conduct, as well as growing concerns from staff on safety at the site, the CoW asked GardaWorld to conduct an assessment of the security and safety measures in place, for the purpose of protecting staff and the public from incidents of violence, crime and psychological harm.

GardaWorld proposes a two (2) phased approach, conducted in consultation with key internal / external stakeholders, to provide short and long-term recommendations that will improve security and safety at the site without negatively impacting the ML and its vital role in the community.

5. MANDATE

The overall objective of this Threat and Risk Assessment (TRA) and Physical Security Audit (PSA) is to provide CoW with an understanding of both internal and external security issues specific to the site. Additionally, it must ensure that protection, detection, and intervention measures are optimized to protect staff, public, the facility. The report itself forms the basis for the development of a Physical Security Plan (PSP) that will support a full re-opening of the facility in a way that is safe and welcoming for all without prejudice.

Many of the issues currently facing ML are driven by a set of societal factors such as poverty, homelessness, discrimination, and others. These issues are more appropriately addressed in the context of Phase 2 of this project, which will aim to engage staff and the public more broadly to create a safer neighbourhood over a much longer timeline. In the interim, the reality is that a very high level of security risk exists today that must be understood and addressed. This TRA / PSP is solely focused on identifying present threats, how effective controls are today, the consequences of a worst-case incident, and the resulting risk. The primary question that ML must wrestle with is what they are prepared to do right now to address the threat of an individual with a weapon harming themselves or others. Long term strategies will necessarily follow, after the immediate risks to public safety are addressed.

GardaWorld's complete report offers recommendations for cost effective mitigation strategies that provide a balanced, people-first, and layered approach to physical security without sacrificing the ML's functionality or mandate to provide essential services to the public.

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5.1. Threat and Risk Assessment Scope

The surrounding security context, its issues, and impacts on the ML.

- Threat Assessment regarding risks associated with violence and crime specific to ML. This assessment will remain focused on personnel safety and site asset protection, with emphasis on protecting staff and the public from incidents of violence, crime, and psychological harm.
- National, Local, Facility threat evaluation – including past incidents, experiences in similar places of employment, as well as high-level analysis of existing CoW security performance / incidents.
- Security in the surrounding area.
- Jurisdictional scan of other downtown high-crime libraries in Canada, and what measures are in place today.

5.2. Physical Security Audit Scope

A physical review of the site conditions at the time of audit at the ML.

- First line of defence
  - Staff Entrances (shipping, skywalk, business office).
  - Public Building Entrance & Lobby
  - Service Desk Locations
  - Key areas of services (e.g., public PCs)
- Perimeter protection
- Lighting
- Risk of Intrusion - Access control system
- Intrusion Alarm and Detection Systems (monitoring and alarm response)
- Analysis of the CCTV Cameras and Video Surveillance System
  - Monitoring System Activity.
  - Camera Mandate and Positioning Optimization
- Security Personnel and Post Orders
- Internal Security
- Critical Incident Management and Emergency Measures Review
- Identification of Security Gaps
- New Security Measures

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6. BACKGROUND

6.1. Timeline of Security Measures

Key Findings

- Various approaches to security have been attempted at ML over the years. Contracted Security Guards have been at ML for decades, at various resource levels. Community Connections was opened in 2022, to provide visitors with information and social services. The space applies anti-oppressive, trauma-informed and harm reduction principles. Visitors can meet with the Library's Community Crisis Workers (CCWs) and Library Staff, as well as community agencies and organizations that provide community services.[3] Community Connections was closed briefly during the threat assessment period in early 2023.
- Security screening was first introduced in 2019 using handheld wand metal detection and bag checks – this remained the procedure until 2020. Visitor screening was removed from 2020-2023. Walk through metal detection and bag checks were introduced in 2023 in response to a homicide at ML and remain in place today.
- During a six (6) year period (see tables on below), the following observations are noted:
    - During interviews with Library Administration, it was noted that visitor screening was first introduced in 2019 in response to rising incident rates. Several measures were also introduced at this time including better security training, as well as the introduction of visitor screening. The result was a noticeable decrease in both incidents (▼20.3%) and serious incidents (▼45.6%) compared to the previous year.
    - In 2022, ML was reopened and returned to a similar percentage of serious incidents to 2018 (pre-visitor screening), however, the number of general incidents saw a 98.6% increase comparatively, well above the 6-year average. These statistics coincide with the opening of Community Connection and can possibly be explained by better reporting because of this new resource.
- The current interim security measures, in place since Jan 23, 2023, have stopped 149 prohibited items from entering the ML including knives, bullets, and tools – providing additional evidence to support the valid concern of weapons inside the workplace.

[3] City of Winnipeg (2023) Community Connections. https://wpl.winnipeg.ca/library/communityconnections/introduction.stm [accessed 2023-04-15].

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Background

Installation of visitor screening (including handheld metal detector wands and bag checks) was brought in February 2019 at the ML public entrance due to an increase in over one hundred new security incidents from 2017 to 2018. These measures were viewed as controversial and protests of the screening measures occurred during this period. Critics of security measures at the time called the security controls “racist” and “classist,” suggesting that Indigenous, Black, and Homeless ML users were being singled out.

Visitor screening measures were removed by the CoW in March 2020. Shortly after this decision was made, the ML was closed due to COVID-19. An internal CoW report from this period indicates that the ML experienced fewer incidents following the increased security, but also an accompanying drop in ML attendance. CoW interviews confirm this finding noting a decrease in 2019 in visitors, however also note that as the ML was closed for long stretches due to COVID-19 they acknowledge that closures likely had an impact on the overall numbers until 2021.

Even though the ML did not return to full operating hours until June 2022, the number of incidents drastically increased. In April 2022, the City opened “Community Connections”, a service hub in the ML's lobby, to connect people with a wide range of social supports. Community Connections opened with one (1) ML Community Crisis Worker (CCW), one (1) ML Staff Person, and one (1) Community Safety Host stationed in the hub. Staff in this area can deliver first-aid as well as Naloxone (used to counteract the effects of opioid overdoses).

On January 23, 2023, the ML re-opened with Interim Security Measures that included walk through metal detection and visual bag searches. The decision to re-open was made by CoW as a short-term step while awaiting the results of this assessment. Statistics provided as part of this review indicate that during the period of Jan 23 to Feb 12 the following prohibited items were stopped from entering the ML:

Prohibited Items Denied	**Jan. 23-29**	**Jan. 30-Feb. 5**	**Feb. 6-12**
Knives	12	7	
Pocket knives	5	1	
Tools	24	5	
Wrench		1	
Hammer		1	
Chisel		1	
Bullets	3		40
Hatchets			
Scissors	15	9	
Large nail clippers (contain knives)	9	3	
Corkscrew		1	
Nail files (volunteered)	2		
Tweezers (volunteered)	8		
Crack pipe (collection error - resolved)	2		
Total Prohibited Items	**80**	**29**	
Total ML Visitors	**6,309**	**5,568**	

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	2017: Pre-screening	2018: Pre-screening	2019: Screening implemented in February	2020: This year included closures due to COVID. Screening removed during initial COVID closure in March.	2021: This year included closures due to COVID	2022: As of December 13. Full hours implement in June
Total annual incidents (includes medical assistance or injuries, as well as serious incidents listed below)	451	559	317	107	68	627
Total annual serious incidents (includes assaults, harassment, threats, verbal abuse, and intoxication. These figures are included in total incidents above)	238	294	114	37	14	200
Visitors to Millennium Library	861,997	855,192	608,692	192,581	145,668	519,581

Picture 1: ML Incidents and ML Visitors, 2017 – 2022

	No Screening		Screening	COVID Closures		No Screening	6 Year Average
	2017	2018	2019	2020	2021	2022	
Incidents[4] per 10,000 visits	5.23	6.54	5.21	5.86	4.67	12.99	6.86
Serious[5] Incidents per 10,000 visits	2.76	3.44	1.87	2.03	0.96	3.85	2.83

[4] Incidents include medical assistance or injuries and serious incidents.
[5] Serious Incidents include assaults, harassment, threats, verbal abuse, intoxication.

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6.2. Jurisdictional Scan

Key Findings

- Comparing and contrasting controls without a full evaluation of all local and site-specific conditions can result in misleading or inaccurate assessment conclusions.

Background

During the scoping of this project the CoW requested GardaWorld provide a jurisdictional scan of other libraries of comparable size and scope, much like the *Stakeholder Engagement Summary* conducted by the CoW in 2019[6].

The following is provided as information only at the request of the CoW and is not factored into the assessment of risk provided in this report. This information provides a high-level overview of some but not all security controls in place at other libraries of similar size and scope.

While comparing program elements in facilities of comparable size and scope is a common approach used to support decision making, including a scan of this nature in a security assessment can pose challenges. Each facility in the following table has its own unique context, local dynamics, user groups, and social / environmental factors that contribute to its security controls. While similarities may exist between ML and other large central libraries in Canada, what works in one location may not work in another. A unique and tailored approach is necessary to ensure security plans are appropriate for this context.

[6] City of Winnipeg (2019) Standing Policy Committee on Community Services Regular Meeting Minutes – Report 4. Millennium Library Screening Measures – Appendix B – Staff Survey Summary. https://clkapps.winnipeg.ca/dmis/ViewDoc.asp?DocId=18206&SectionId=&InitUrl= [accessed 2023-02-09].

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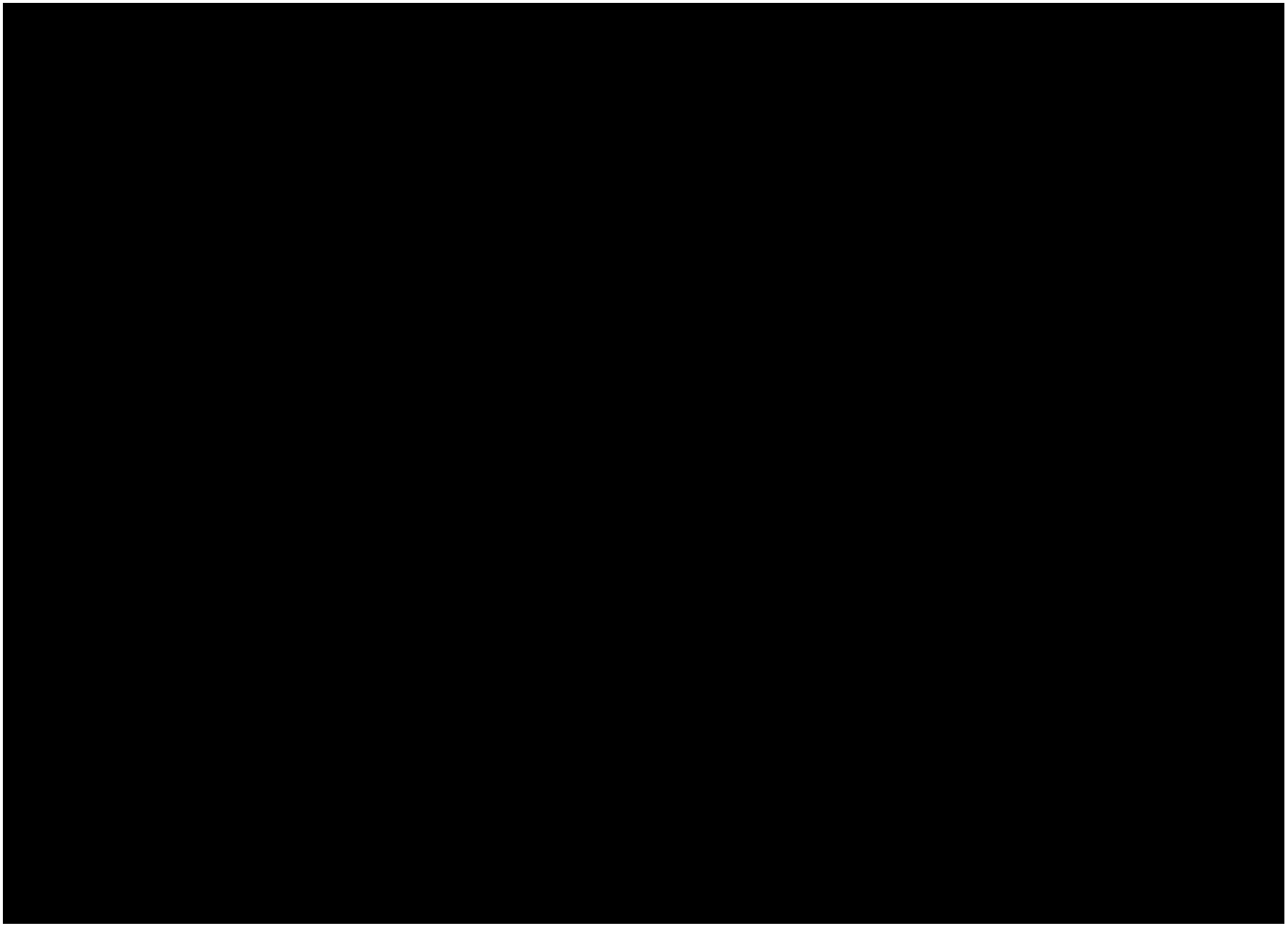

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[redacted]

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7. STAFF CONSULTATION

Recommendation – [redacted]	To Be Considered
[redacted]	

Recommendation – [redacted]	To Be Considered
[redacted][11]	

Key Findings

[redacted]

[10] International CPTED Association (2022) Primer in CPTED – What is CPTED? https://cpted.net/Primer-in-CPTED [accessed 2023-04-01]
[11] Ibid.

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[redacted]

Background

GardaWorld Consultants engaged in several consultative processes with ML stakeholder groups as well as multiple staff groups. This consultation represents the perceptions of threat and crime at the ML by its staff and stakeholders. Perception drives behaviour, i.e., people will behave differently depending on whether they feel safe / unsafe. The ideas presented by the staff in these sessions should be one of many factors considered when developing any action plan. It is important to note that these comments are based on personal bias and are based on a wide range of lived experiences.

Engagement Activity	Objective	# of Participants
January 16, 2023 In-Person Management Stakeholder Workshop	Creating shared understanding of what is going on at ML, what is influencing / driving the situation. Discussion of the key question “what is the purpose of this library?”	[redacted]
February 3, 2023 Virtual Front-Line Staff Consultation Workshop	Structured conversation to identify the threats, effectiveness of current controls, consequences of worst-case scenario, and resulting risk.	[redacted]

[12] City of Winnipeg (2019) Standing Policy Committee on Community Services Regular Meeting Minutes – Report 4. Millennium Library Screening Measures – Appendix B – Staff Survey Summary. https://clkapps.winnipeg.ca/dmis/ViewDoc.asp?DocId=18206&SectionId=&InitUrl= [accessed 2023-02-09].

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Engagement Activity	Objective	# of Participants
Security Culture Questionnaire	This tool will be used to better understand the perspectives of internal ML personnel as it relates to safety and security at the site. The form was sent to all staff at the ML.	[redacted]

A copy of the detailed findings of these findings are available as ***Appendix 2 – Staff Consultation Findings.***

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8. THREAT AND RISK ASSESSMENT (TRA)

8.1. Introduction

Background
The following is a TRA is prepared for the CoW for the Millennium Library at 251 Donald Street, Winnipeg, MB R3C 3P5.



Main Public Entrance to Facility

8.1.1. Scope of Work

This written report details the Threats faced (Threat Assessment), an analysis of the effectiveness of existing security measures (Vulnerability Assessment), and examination of the Consequences of adverse action. In sum, these three components make up the overall risk. These findings will enhance the existing security program at ML by providing a clear definition of its current risks (threats, vulnerabilities and consequences) and measures that can be implemented to improve its resilience towards violent crimes.

This TRA specifically provides a description and analysis of building controls and physical structures at ML. It describes the key assets and personnel located within the facility, as well as the building's physical characteristics, security features and procedures, as well as its current organization and core components. The TRA also provides some description and analysis of the surrounding environment with emphasis on challenges to ensuring security.

Analysis of threats and risks in the broader environment (e.g., beyond the facility and in the immediate vicinity) is outside the scope of this Risk Assessment. In addition, risk analysis of any adjacent private sector businesses or government facilities is only considered in terms of the impact on the operation of the identified location.

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8.1.2. Assessment Approach / Risk Approach

[redacted]

8.1.3. Limitations of the Risk Assessment

GardaWorld and/or its contractors do not assume any responsibility for the failure to detect, identify, or make known any additional hazards, risks or threats that are, or may come to be known, beyond what is identified in this analysis.

****GardaWorld is not affiliated with any of the manufacturers of equipment recommended in this analysis. GardaWorld does not receive any compensation from any manufacturer for discussing their product. GardaWorld assumes no responsibility or liability for the use and operation of such equipment or products. ****

8.1.4. Interviews

In addition to the staff consultation described in Appendix 2, interviews were conducted with the following personnel at ML during the assessment:

- Library Administration
- Supervisor of Building Operation Services, Municipal Accommodations Division
- Multi-Agency Internal CoW Stakeholder Group
- ML Front-Line Staff and Front-Line Supervisors
- 3rd Floor – Lab Staff (Intercept Survey)
- Area Businesses / Visitors (Intercept Surveys)

8.1.5. Methodology

[redacted]

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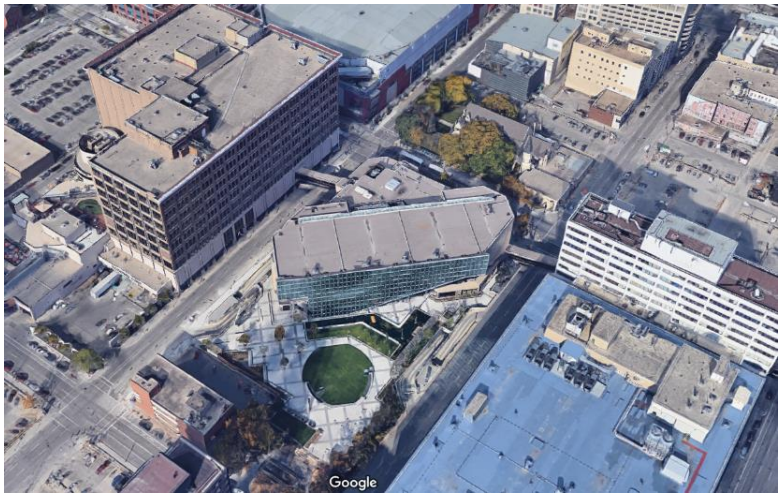
8.2. Setting The Context

8.2.1. Site Description

Background
ML occupies the northern portion of its property, adjacent to the ML is the Millennium Library Park which is managed by a different department of the CoW. Two Skywalks connect into ML providing connection to the following adjacent buildings: Winnipeg Police Service and City Place. The building is publicly accessible during working hours. A public parkade is located below ML, which is open after ML closes to support downtown activities like sporting events.



Aerial View of ML

8.2.2. Environment

Background
The following is a description of the environment and the neighbourhood surrounding ML:

- ML is located downtown Winnipeg, MB, in the neighbourhood of South Portage.
- Winnipeg has a current population of 749,607[13] making it the sixth (6) largest city in Canada.
- The surrounding areas are a mixture of commercial and entertainment properties.
- Four roads border ML. Graham Avenue on the north side of the site, Smith Street on the east side, St. Mary Ave on the south side, and Donald Street on the west side.
- The ML can be accessed easily on foot by street and skywalk, by vehicle using street or underground parkade and using stairwells / elevators attached to ML.
- Main entrance to the facility is located at the corner of Graham Avenue and Donald Street, it is clearly signed and has strong placemaking demonstrated.
- Vehicular traffic around the ML would be light to moderate in volume depending on time of day.
- Pedestrian traffic around the ML will vary from light to moderate depending on the time of day and noted season.
- The Canada Life Centre directly adjacent from ML can impact after-hours operations due to size of visiting public for large events / use of public parkade underneath ML.

[13] Statistics Canada (2021) Census Profile, 2021 Census of Population Profile Table.

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8.2.3. Crime Analysis

The following findings present the threats facing the ML at a national, local and facility level using information obtained from ML databases, open-source databases, and reports, combined with auditor observations.

8.2.3.1. National Threat Evaluation

Recommendation – [redacted]	To Be Considered
[redacted]	

Key Findings

- [redacted]
- [redacted]
  - [redacted]
  - [redacted]
  - [redacted]
  - [redacted]
  - [redacted]
  - [redacted]
  - [redacted]
  - [redacted]
  - [redacted]

Background

A 1987 study[14] of crime patterns in libraries across the US, Canada, and UK found that at the time in Canada, the most common crime in libraries was book theft with a small amount of "episodes of crime and disruption" at "high-crime libraries." Fast-forward to 2023, and Dr. Steve Albrecht in his book *The Safe Library: Keeping Users, Staff, and Collections Secure* notes the evolution of this threat profile for libraries, talking at length about the increasing prevalence of disruption, harassment, homelessness, mental health, substance use disorders, armed attackers, and the need for new security programs in libraries that is focused on empathy-driven approaches. With this shift in threat comes a corresponding shift in the approach to securing libraries in a general sense. Libraries of the 80's and 90's were primarily focused on ensuring books did not get stolen, whereas libraries today are heavily focused on threats to people using the facility itself.

Similarly, nationally crime patterns also continue to evolve. A few notable findings related to the national threat profile in Canada related to police-reported crimes (based on most recent year of 2021 data) are presented below.

- **The COVID-19 pandemic continued to have profound impacts on Canada's economy, health care system and society in general.** Policies enacted to contain the

[14] Alan Jay Lincoln & Carol Zall Lincoln (1987) Library Crime in Canada, Library & Archival Security, 8:1-2, 59-88, DOI: 10.1300/J114v08n01_03.

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spread of the virus resulted in unprecedented disruptions in the social and economic lives of Canadians, changing how we interact, socialize, learn, work, and consume.[15]

- In 2021, the **violent crime rate increased 5%,** while the property crime rate decreased 1%. Following a large decrease in 2020, the property crime rate was the lowest it has been dating back to 1965.[16]
- Police-reported crime in Canada, as measured by the **Crime Severity Index (CSI), remained stable** from 2020 to 2021, following a 7% drop in the CSI in 2020, the first after five (5) years of increases.[17]
- The rate of police-reported **opioid offences (excluding heroin) increased 13%** in 2021.
- Almost **one-third of homicide victims were identified as racialized people**, 49% of whom were identified as Black and 19% as South Asian.[18]
- The number of police-reported **hate crimes increased 27%.** Hate crimes targeting religion (including Jewish, Muslim, and Catholic) and sexual orientation accounted for most of the national change.[19]

Extremism and political instability continue to be defining threats for organizations in the 2020's. Additionally, the Centre for Strategic and International Studies (CSIS) indicated in March 2020 that globally "we are living in an age of mass protest"[20] further noting that "the world is entering a decade of rage, unrest, and shifting geopolitical sands."[21] Anti-Government protest movements increased by nearly one-third in 114 countries globally over the previous decade. While COVID-19 slowed the unprecedented levels of unrest, mass protests are likely to continue due to ongoing social disruptions related to economic, social, and political issues.

[15] Statistics Canada - Greg Moreau (2022) Police Reported Crime in Canada, 2021. https://www150.statcan.gc.ca/n1/pub/85-002-x/2022001/article/00013-eng.htm [accessed 2023-02-01].
[16] Statistics Canada - Greg Moreau (2022) Police Reported Crime in Canada, 2021. https://www150.statcan.gc.ca/n1/pub/85-002-x/2022001/article/00013-eng.htm [accessed 2023-02-01].
[17] Ibid.
[18] Statistics Canada (2022) Police Reported Crime in Canada, 2021 - Infographic. https://www150.statcan.gc.ca/n1/pub/11-627-m/11-627-m2022044-eng.htm [accessed 2023-02-01]
[19] Ibid.
[20] Center for Strategic & International Studies (2020) The Age of Mass Protests: Understanding an Escalating Global Trend. https://www.csis.org/analysis/age-mass-protests-understanding-escalating-global-trend [accessed 2023-02-01].
[21] Michael Center and Dieter Arendt (2020) Corporate Resilience: How to Anticipate Mass Protest and Disruption. https://www.asisonline.org/security-management-magazine/articles/2020/09/corporate-resilience-how-to-anticipate-mass-protest-and-disruption/ [accessed 2023-02-03].

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8.2.3.2. Local Threat Evaluation

Recommendation – [redacted]	Desirable
[redacted]	

Key Findings

- Winnipeg Police Service has seen:
  - Increase in calls by 10% in 2021.
  - Check Wellness is the most dispatched event, increase by 9% in 2021.
  - Increase in gun-related calls by 27% over past five years, on average one call is received every 5.15 hours.
  - Increase in violent crimes by 5% in 2021.
  - Homicides remain high for the third year in a row, well outside the 5-year average.
  - Youth Crime is decreasing in most categories except aggravated assaults (69.2% increase over 2020) and arson (40% increase over 2020).
- ML is in the South Portage neighbourhood which has seen significant increases in property (+139.4%) and violent (+80.2%) crimes between 2021 and 2022.

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Background

[redacted]

During the 2021 period, Winnipeg Police notes the following[22].

- Calls to the WPS Communications Centre increased by almost 10%, although the total number of dispatched events was lower than in 2020.
- Of the calls dispatched, the number of "Check Wellbeing" incidents increased by 9%, surpassing Domestic incidents as the most dispatched event for the second year in a row.
- Gun-related calls for service increased by 27% over the past five years. Firearm activity remains a critical concern that WPS is addressing through its Gang and Gun Suppression Strategy.
- Violent crime increased slightly over 2020 (up 5% over 2020) with an overall increase of 6% over the 5-year average. This was driven primarily by a resurgence of assaults, particularly assaults involving weapons. The number of violent crimes involving knives is also notable (in 2021 there were 1,199 violent crimes committed using a knife vs. 470 violent crimes committed using firearms). On average WPS receives 5 gun-related calls per day – with one call on average every 5.15 hours. Gun-related calls for service increased 15% over 2020 and 27% over the five-year average.
- Homicides remain high for the third year in a row, well outside the five-year average.
- While the trend related to youth crime continues to decrease, Winnipeg Police note increases in crime in categories like aggravated assaults (69.2% over 2020), and arson (40% increase over 2020).
- City-wide drug crimes dropped in 2021 comparted to 2020 in nearly all categories.
- ML is in the South Portage neighbourhood – an area with a significant jump in property (+139.4%) and violent (+80.2%) crimes between 2021 and 2022[23].

[22] Winnipeg Police Service (2021) 2021 Statistical Report.
[23] Winnipeg Police Service (2023) Crime Maps – Rolling 12 Month Statistics. https://public.tableau.com/app/profile/winnipeg.police.service/viz/CrimeMaps_16527244424350/Disclaimer [accessed 2023-02-06].

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WINNIPEG POLICE SERVICE
CrimeMaps

Find Your Area

Community	Neighbourhood	Crime Type	WPS Reporting Category
Downtown	SOUTH PORTAGE	(Multiple values)	(All)

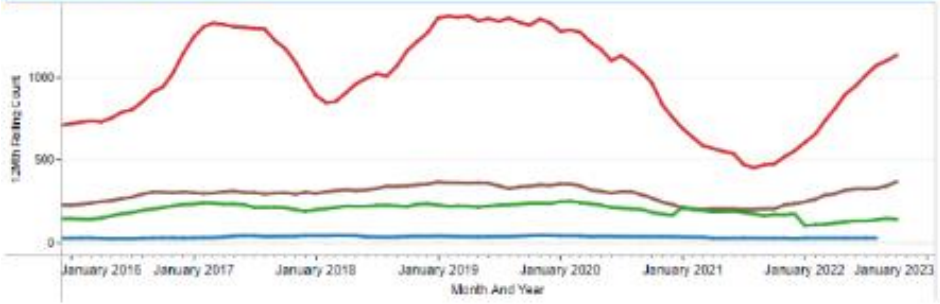
Rolling 12 Month Total (YTD): Crime Statistics

Crime Type	October 2018	October 2019	October 2020	October 2021	October 2022
Property	1,158	1,311	960	472	1,130
Violent	340	337	266	202	364
Other	214	236	180	166	137
Drugs (CDSA)	28	24	21	16	11
Grand Total	1,740	1,908	1,427	856	1,642

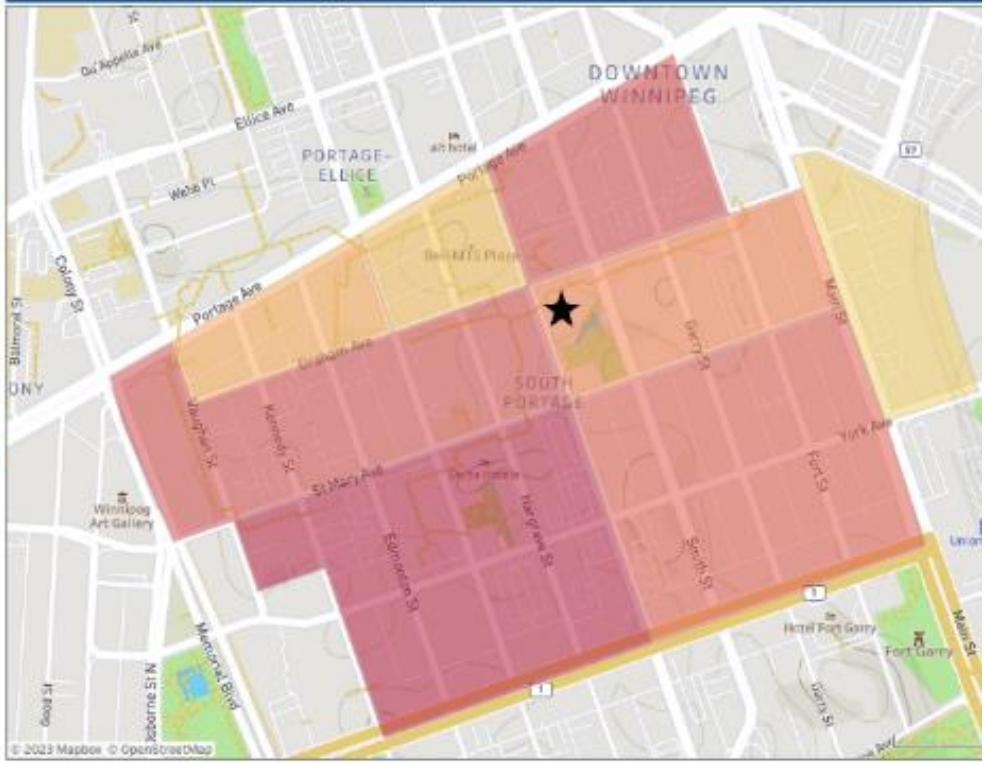
Rolling 12 Month Total (YTD): % Change Vs. Previous Year

Crime Type	October 2019	October 2020	October 2021	October 2022
Property	13.2%	-26.8%	-50.8%	139.4%
Violent	-0.9%	-21.1%	-24.1%	80.2%
Other	10.3%	-23.7%	-7.8%	-17.5%
Drugs (CDSA)	-14.3%	-12.5%	-23.8%	-31.3%
Grand Total	9.7%	-25.2%	-40.0%	91.8%

Crime Statistics Trend By Month



November 2021 to October 2022: Winnipeg Crime Map



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8.2.3.3. Facility Threat Evaluation

Recommendation – [redacted]	Desirable
[redacted]	

Recommendation – [redacted]	To Be Considered
[redacted]	

Key Findings

- [redacted]
- [redacted]
  - [redacted]
  - [redacted]
- [redacted]
- [redacted]

[24] "Risk events interact with psychological, social, and cultural processes in ways that can heighten or attenuate public perceptions of risk and related risk behaviour. Behavioral patterns, in turn, generate secondary social or economic consequences but may act also to increase or decrease the physical risk itself." Kasperson et al. (1988) The Social Amplification of Risk: A Conceptual Framework. https://elib.uni-stuttgart.de/bitstream/11682/7238/1/ren27.pdf [accessed 2023-04-01].

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Background

a) Facility Threat Evaluation Details
All incident and report information was pulled from ML internal records, available on OpenData[25]. Data from 2018 – 2023 was considered. Detailed findings are available in Appendix 3 – ML Incident Report Detailed Findings.

What types of incidents occur at Millennium Library?
Analysis of incident reports shows that the most common types of incidents over the past five+ years are.

Incident Type	2018 – 2023 Grand Total
Inappropriate Behaviour	484
Intoxication	299
Other	295
Verbal Abuse	120
Medical Condition – Public	101
Threats	97
Assault	82
Harassment	69
Theft	53
Vandalism	47

Of the most common types of incidents, where do they occur (hotspot identification)?
The following list indicates the locations where the top 10% of incidents occur.

Year	Hotspots	# Incidents
2018	Information Services	152
	Lobby	106
	Special Services	65
	Reader Services	37
	(Blank)	23
	Stairwell	21
	Skywalk	19
	Exterior	17
2019	Lobby	84
	Information Services	74
	Special Services	28
	Reader Services	21
	Micromedia	20
	Skywalk	19
	(Blank)	16
2020	Lobby	17
	(Blank)	13
	Information Services	11
	Special Services	10

[25] City of Winnipeg (2023) Open Data – Library Incident Reports. https://data.winnipeg.ca/Libraries/Library-Incident-Reports/ffe7-mwdv [accessed 2023-01-30].

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	ideaMILL	7
	Skywalk	6
	Reader Services	6
	Micromedia	6
2021	Information Services	12
	Special Services	8
	Children's Services	7
	(Blank)	7
2022	Information Services	166
	Reader Services	72
	Special Services	70
	Lobby	50
	Community Connection	46
	IdeaMILL	46
	Other	45
	Circulation	45
	(Blank)	28
2023	Special Services	9
	Lobby	6

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Of the most common types of incidents[26], when do they occur?

Time of Incidents	2018	2019	2020	2021	2022	2023
12 AM[27]	27	16	8	2	57	1
1 AM	42	26	9	9	56	1
2 AM	7	4			7	2
3 AM					5	
4 AM					3	
5 AM	1				1	
6 AM		1			1	1
7 AM	2	1			9	1
8 AM	2	3			5	
9 AM	18	3			9	3
10 AM	1	1				
12 PM	5	3	1		1	
1 PM	48	28	8	5	56	2
2 PM	110	47	13	12	137	
3 PM	60	32	13	7	101	4
4 PM	50	27	8	7	66	5
5 PM	42	19	4	4	29	1
6 PM	31	24	8	2	26	
7 PM	33	13	7	1	26	2
8 PM	14	10	3	1	1	2
9 PM	9	7	2			2
10 PM	1					
Grand Total	**503**	**265**	**84**	**50**	**596**	**27**

[26] Inappropriate Behaviour, Other, Verbal Abuse, Intoxication, Medical Condition - Public, Threats, Assault, Vandalism

[27] City of Winnipeg clarified on 2023-04-04 that they "suspect this is a data error of not entering the appropriate time. System may default to 00:00."

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Incident Type	Ja	Fe	Ma	Ap	Ma	Ju	Jl	Au	Se	Oc	No	De
Assault		2	2	2	6		3	4	1	2	2	8
Inappropriate Behaviour	4	14	9	6	20	15	17	17	20	37	50	15
Intoxication	1	2	8	1	2	2	6	1	4	4	10	3
Medical Condition - Public	3	1	6	1	3	4	1	5	4	7	3	2
Other	3	5	25	3	7	10	13	3	10	16	29	8
Threats	2	2	2		4	1		2	4	6	11	1
Vandalism	2	1	5	1	3			1	1	4	5	
Verbal Abuse	3	13	11	4	5		1	4	7	9	6	3
Grand Total	**18**	**40**	**68**	**18**	**50**	**32**	**41**	**37**	**51**	**85**	**116**	**40**

b) Threat Awareness

[redacted]

[redacted]

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8.3. Threat and Risk Assessment

8.3.1. Introduction

Key Findings

- Below are the major categories of threats identified as critical for ML:

MAJOR THREATS AT MILLENNIUM LIBRARY.

- Accidental and/or deliberate harm to people (employees / public).
- Theft and/or Mischief and/or Sabotage relating to equipment and facility.

- Threats against PEOPLE generally fall into the following categories, and are ranked on their ***"likelihood of occurrence":***
  1. Inappropriate Behaviour (484 incidents in five years)
  2. Intoxication (299 Incidents in five years)
  3. Other (295 incidents in five years)
  4. Verbal Abuse (120 incidents in five years)
  5. Medical Condition – Public (i.e., primarily drug use) – (101 incidents in five years)
  6. Threats (97 incidents in five years)
  7. Assault between members of the public, and directed at staff (82 incidents in five years)
  8. Harassment (69 incidents in five years)

- Threats against EQUIPMENT / FACILITY generally fall into the following categories, and are ranked on their ***"likelihood of occurrence":***
  9. Theft (53 incidents in five years)
  10. Vandalism (47 incidents in five years)

- After current control measures, control measure effectiveness, and remaining gaps or exposures were examined, it was determined that the following assets were vulnerable to the listed threats:
  - Accidental and/or Deliberate Injury, Harm or Death to Employees
  - Employees, contractors and visiting public are by far the most valuable assets at the ML. There are several ways in which the safety of personnel may be negatively impacted. As indicated in the Risk Assessment, police report and ML records indicate injury from both criminal incidents and self-harm have occurred at the site – including a homicide, suicide, and suicide attempts. Assaults, threats, vandalism are common occurrences at the site in 2022. Persistent drug use, inappropriate behaviour, intoxication, and harassment could escalate into more serious crimes. There have been some reports of work-related injuries at the ML due to aggressive action towards staff and members of the public.
  - [redacted]

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Background

A threat is defined as an event, person, or activity, which has or could reasonably be known to have a detrimental effect on persons, information, assets, or property. Examples could include unauthorized access, a natural or human caused disaster, flood, fire, equipment failure due to lack of proper maintenance, a terrorist act, or an act of sabotage.

The following threat assessment is based on the identified information found in this report, and is limited to those threats, which would affect ML assets only.

The subsequent tables provide information about the likelihood and potential impacts associated with many identified risks. Given the scope of this assessment is focused on violent crimes, it is not the intent to review all threats and risks in detail. However, given that the Risk Assessment informs how an action plan will be developed, the most important risks are summarized for information purposes.

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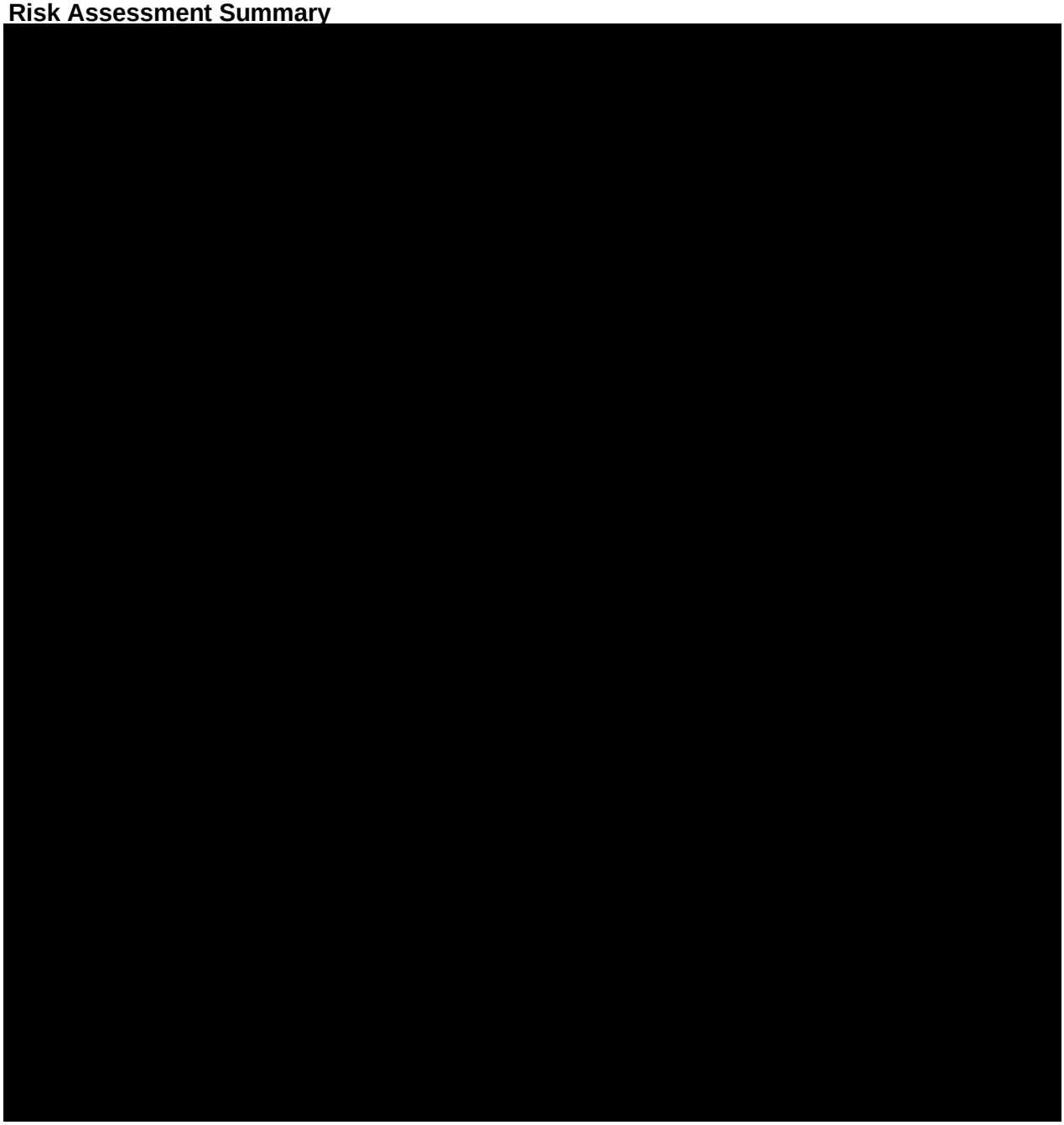
Risk Assessment Summary



[28] Assuming properly protected.

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8.3.2. Risk Assessment Table

[redacted]

[29] Government of Canada (2007) Harmonized Threat Risk Assessment. Pg B-9. https://www.cyber.gc.ca/sites/default/files/cyber/publications/tra-emr-1-e.pdf [accessed 2023-04-19].

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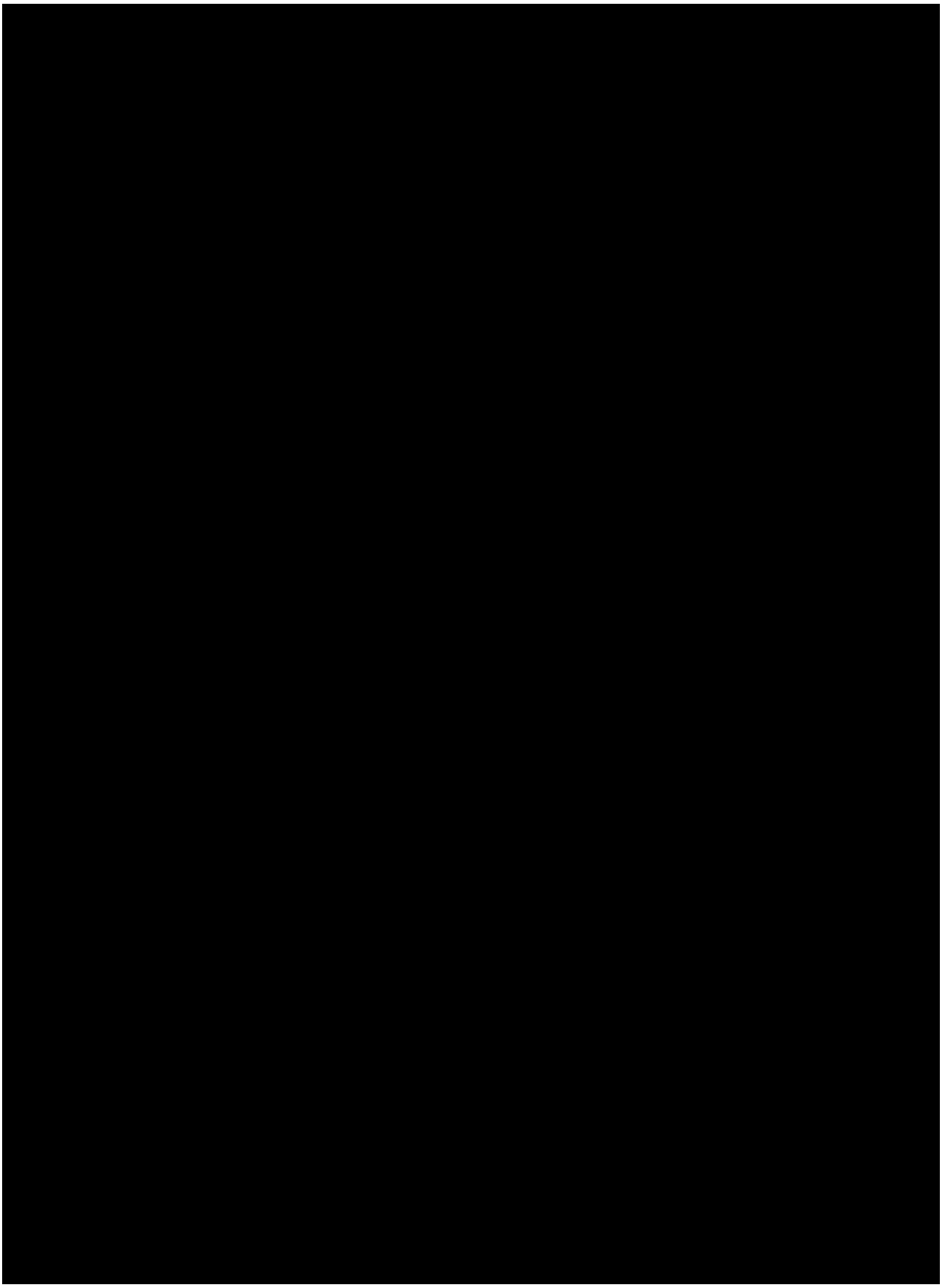

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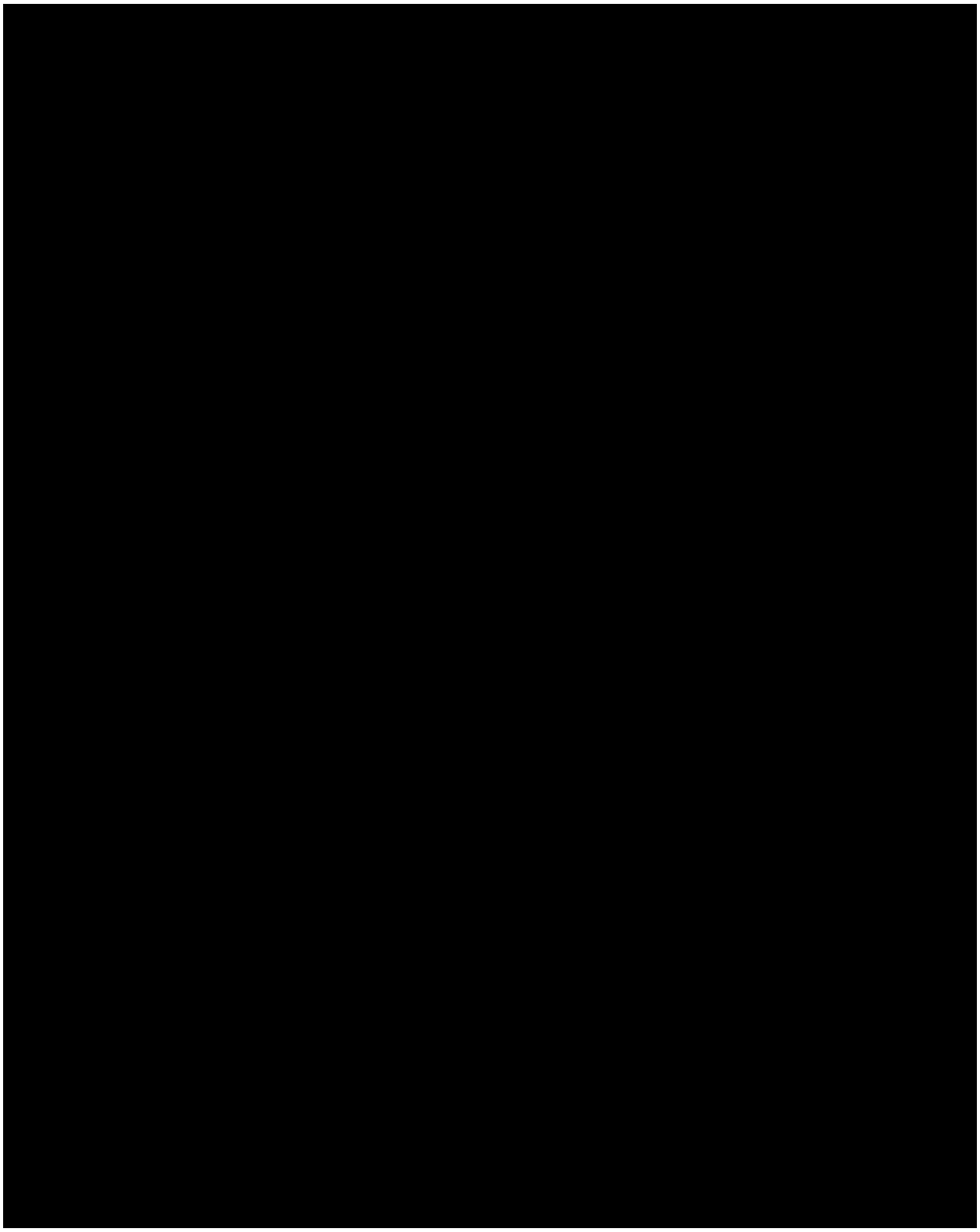

[30] Government of Canada (2007) Harmonized Threat Risk Assessment. Pg B-9. https://www.cyber.gc.ca/sites/default/files/cyber/publications/tra-emr-1-e.pdf [accessed 2023-04-19].

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9. PHYSICAL SECURITY AUDIT

Background
This section of the report contains observations made by the auditors during evaluation. In addition to general information about the security posture of ML this section will provide several options for consideration as well as guidance to assist The ML in developing a security program to address violent crime.

9.1. Objective of the Physical Security Plan (PSP)

Key Findings

[redacted]

Background

[redacted]

[redacted]

[redacted]

[redacted]



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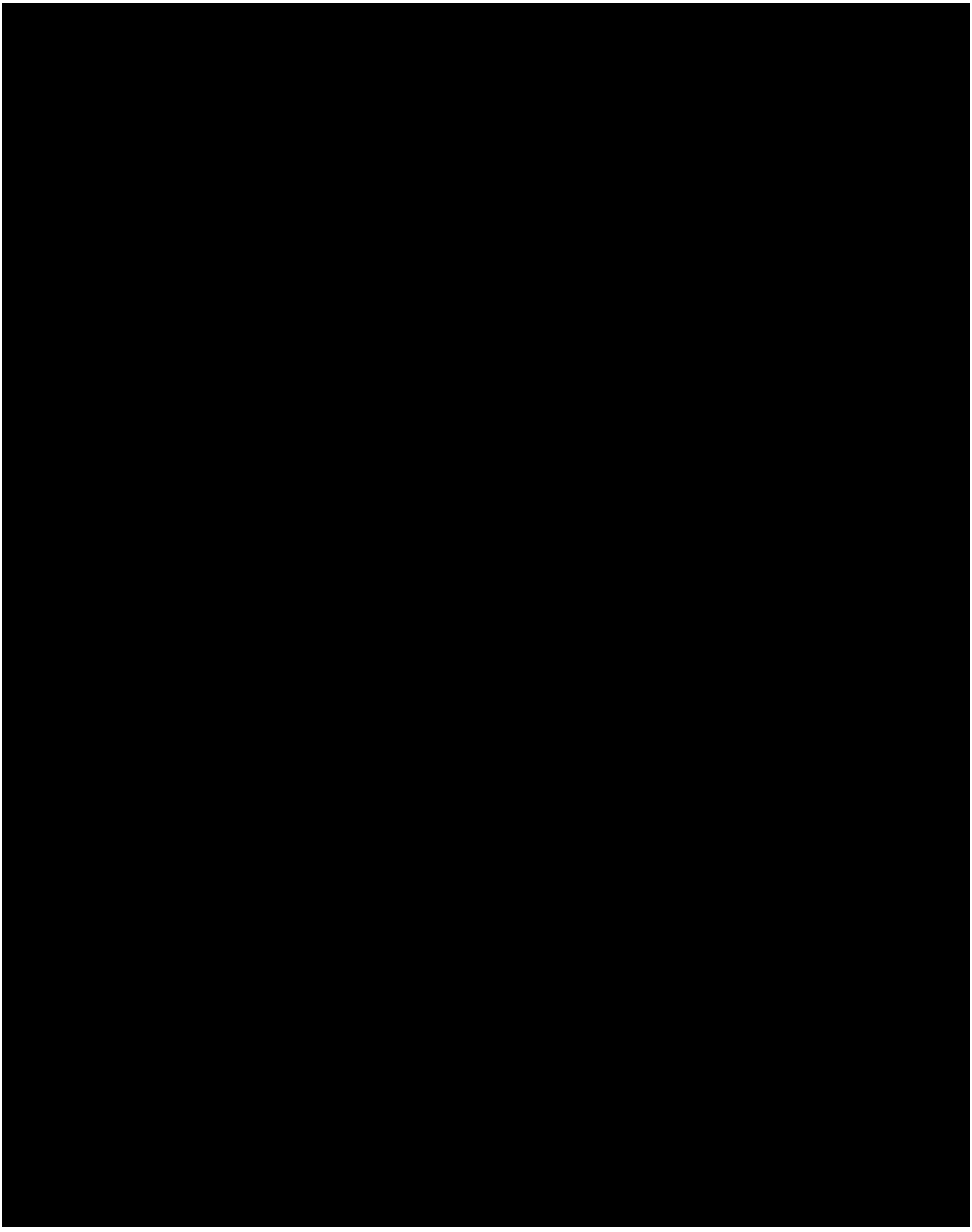

[31] ASIS International (2021) Protection of Assets – Physical Security.

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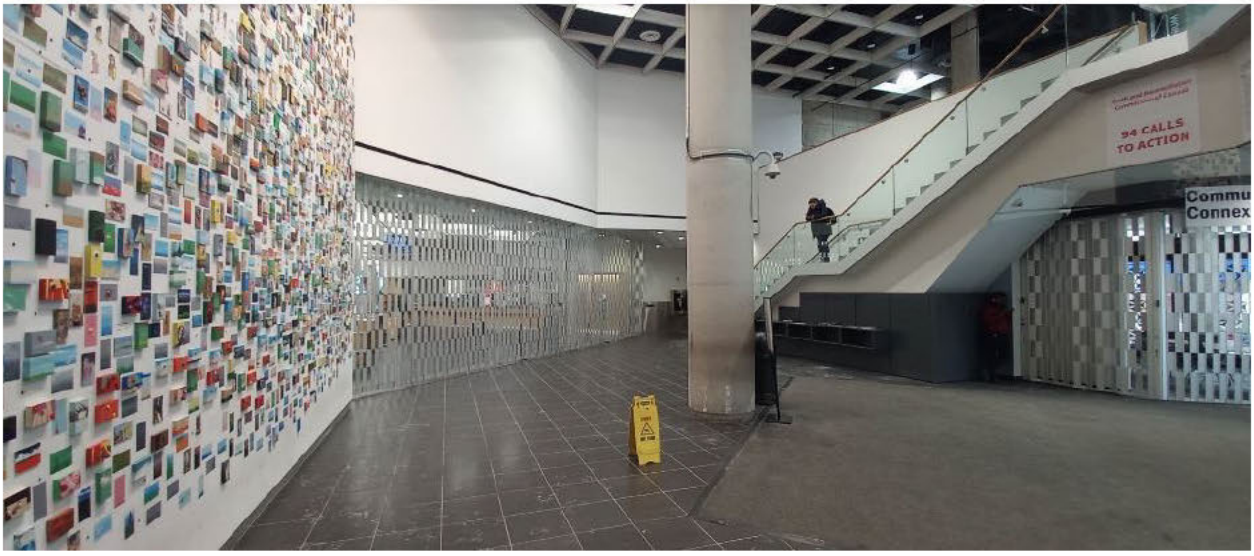
9.2. Physical Security Plan for Millennium Library

Background
The following observations and recommendations will form the basis of the CoW's PSP for ML to address the threats identified in the TRA. This audit is structured to reflect the concept of protection in depth[32] or layers of security and will move the reader from the outermost layers of protection through the facility in a logical way, with the goal of explaining what a PSP should look like to support the full reopening of the site in a physically secure way that balances security and openness.

9.2.1. First Line of Defence

Background
The first line of defence refers to the natural or structural means to protect a public and commercial building or facility against risks and threats. This section of the report is focused on the primary ingress / egress locations where a threat may first be detected.

9.2.1.1. Main Lobby Entrance



Recommendation – [redacted]	Priority
[redacted]	

[32] ASIS International (2021) Protection of Assets – Physical Security.

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B) [redacted]

Recommendation – [redacted] **Desirable**

[redacted]

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[redacted]

Recommendation – [redacted]	To Be Considered

[redacted]

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[redacted]

Key Findings

- [redacted]
- [redacted]
- [redacted]

Background

[redacted]

[redacted]

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[redacted]

[redacted]

[redacted]

[redacted]

[redacted]



[redacted]

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[redacted]

- [redacted]
- [redacted]
- [redacted]
- [redacted]
- [redacted]
- [redacted]
- [redacted]
- [redacted]

[redacted]

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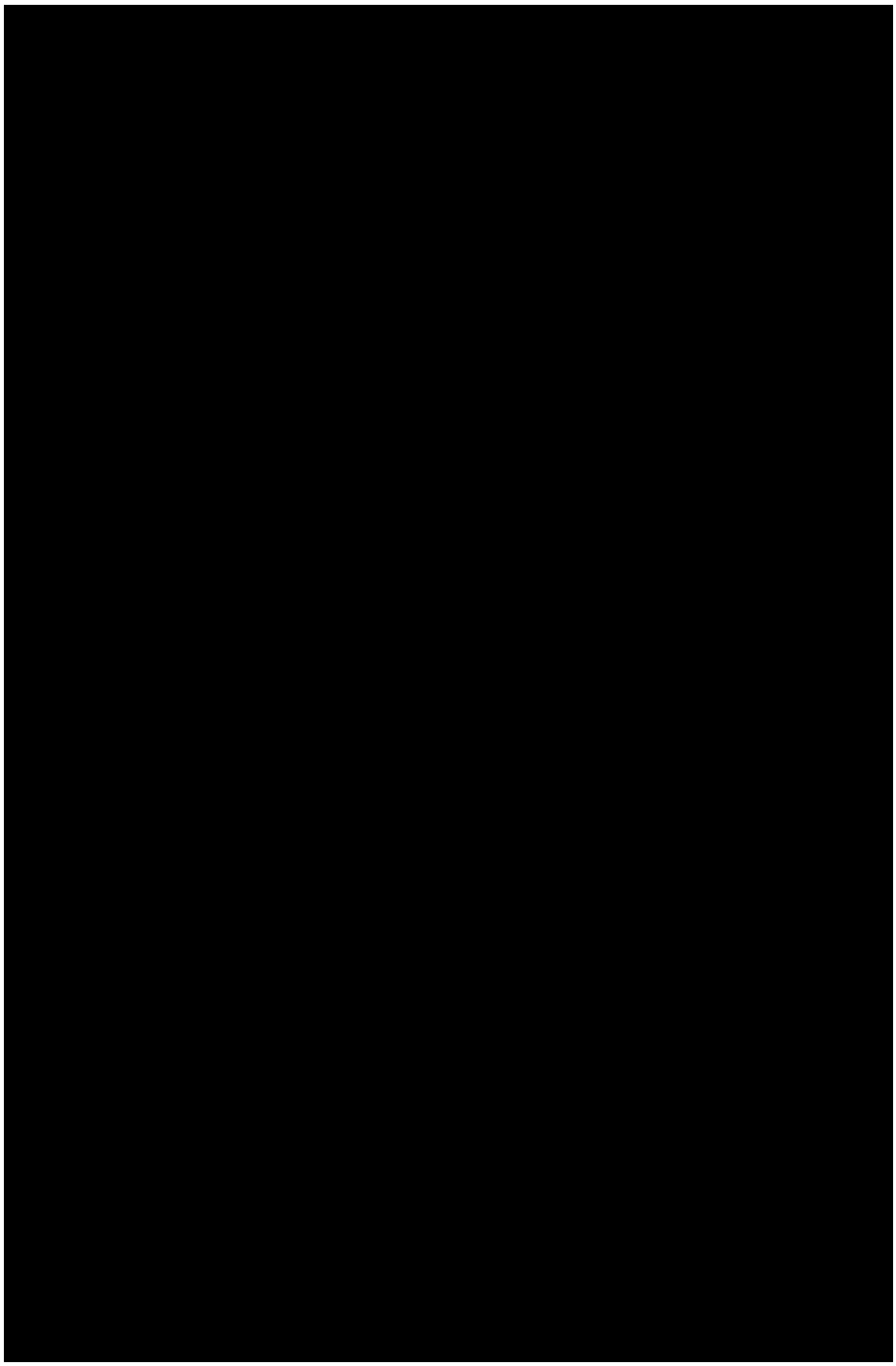

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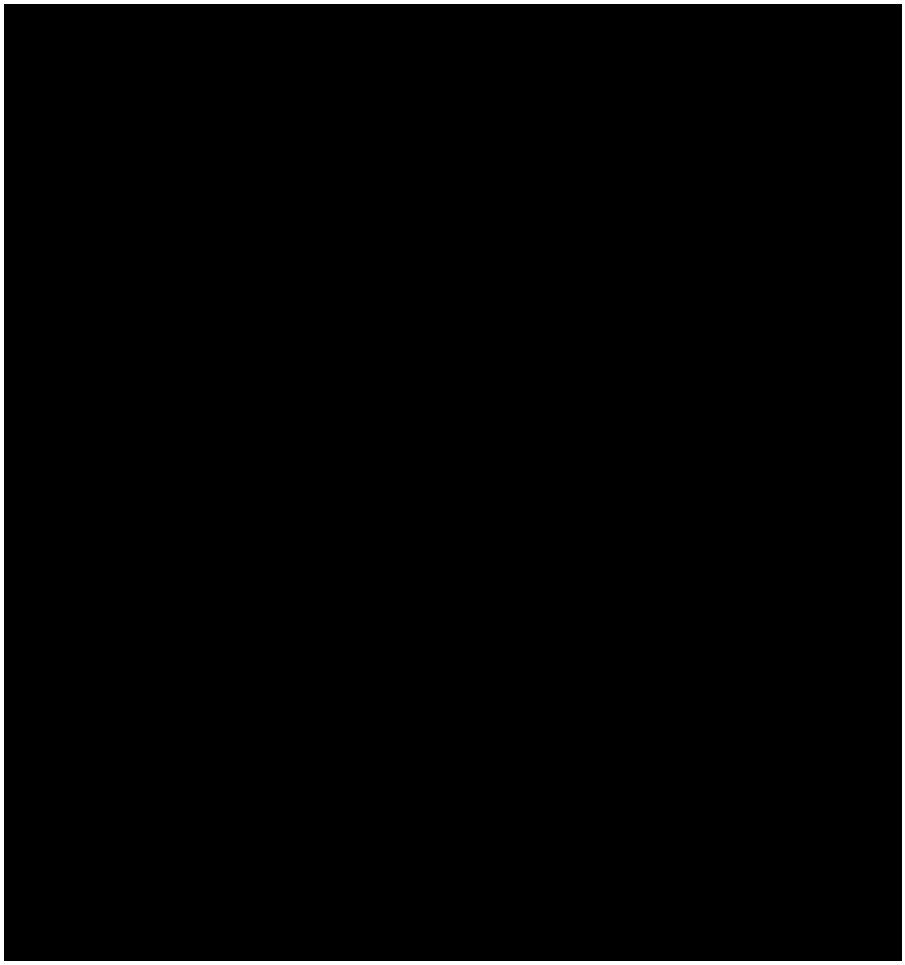
[redacted]



Training Suggestions

[redacted]

[redacted]

[redacted]

[redacted]

[34] ASIS International (2021) Protection of Assets – Physical Security.

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[redacted]

Security Guard Levels

[redacted]

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[redacted]

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9.2.1.2. Vestibule Entrance (Seasonal)

Recommendation – Close Seasonal Entrance	Priority

It is recommended that ML no longer use the seasonal entrance via Donald Street, even in the summer, to maintain optimal security in the ML. [redacted]. All users should therefore enter through the main entrance via Graham Street by following the procedure suggested in the previous recommendation. [redacted]

[redacted]



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Background

[redacted]

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9.2.1.3. Skywalk Entrances

Recommendation – [redacted]	Desirable
[redacted]	

Recommendation – [redacted]	Desirable
[redacted]	

Recommendation – [redacted]	To Be Considered
[redacted]	

Key Findings

- [redacted]

Background

[redacted]

[redacted]

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9.2.1.4. Third-Floor Administration Office

Recommendation – [redacted]	Desirable

[redacted]

Recommendation – [redacted]	To Be Considered

[redacted]

Key Findings

- [redacted]
- [redacted]
- [redacted]

Background

[redacted]

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[redacted]

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9.2.1.5. Exterior of the Building



Recommendation – [redacted]	Priority
[redacted]	[redacted]

Recommendation – [redacted]	Desirable
[redacted]	

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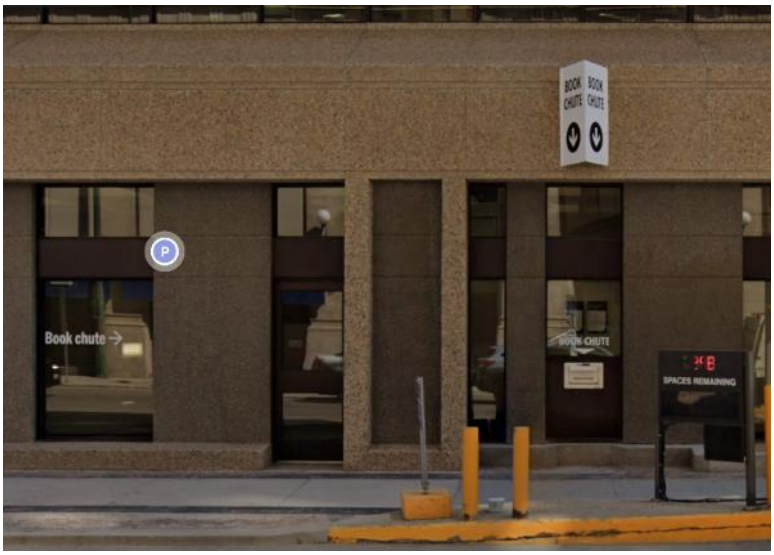
[redacted]

Key Findings

[redacted]

Background

The structure of the ML is composed of a coating of concrete and resistant tempered glass, auditors have no concerns in this regard.



Lighting is excellent around the exterior and auditors found that all emergency exit doors are locked, and that CCTV cameras are installed inside to monitor and record activity. [redacted]

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[redacted]

Auditors noted book chutes / drops on the exterior of the facility, where members of the public will pause to drop library books. They are in high-visibility locations with surveillance coverage and do not represent a concern currently.

[redacted]

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The Millennium Library Park is busy in warmer weather, and interviews suggest that persistent criminality exists in this location. Further crime analysis is needed and should be addressed in Phase 2 of this assessment, given that Phase 1 is limited in scope to ML assets only – and the park is not an ML asset.

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9.2.1.6. Security Operations Centre / Security Personnel

Recommendation – [redacted]	Desirable

[redacted]

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[redacted]

Recommendation – [redacted] To Be Considered

[redacted]

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Key Findings

- [redacted]
- [redacted]
- [redacted]
- [redacted]
- [redacted]

Background

Uniform Suggestion / Public Engagement by Security Team

It is critical for sites like ML to choose a uniform for security personnel that matches the security culture they are trying to achieve. Security professionals are increasingly acknowledging the impact that an overly militarized uniform can have both on individuals in the vulnerable sector as well as on new Canadians – who may mistakenly associate the security team for law enforcement. Every effort should be made to create positive interactions with visiting public to support trust-building. [redacted]

Additional Considerations

[redacted]

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[redacted]

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9.2.2. Physical Security Within the ML

Recommendation – [redacted]	Priority
[redacted]	

Recommendation – [redacted]	Desirable
[redacted]	

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Key Findings

- [redacted]
- [redacted]

Background

[redacted]

- [redacted]
- [redacted]
- [redacted]

[redacted]

[redacted]



[redacted]

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[redacted]

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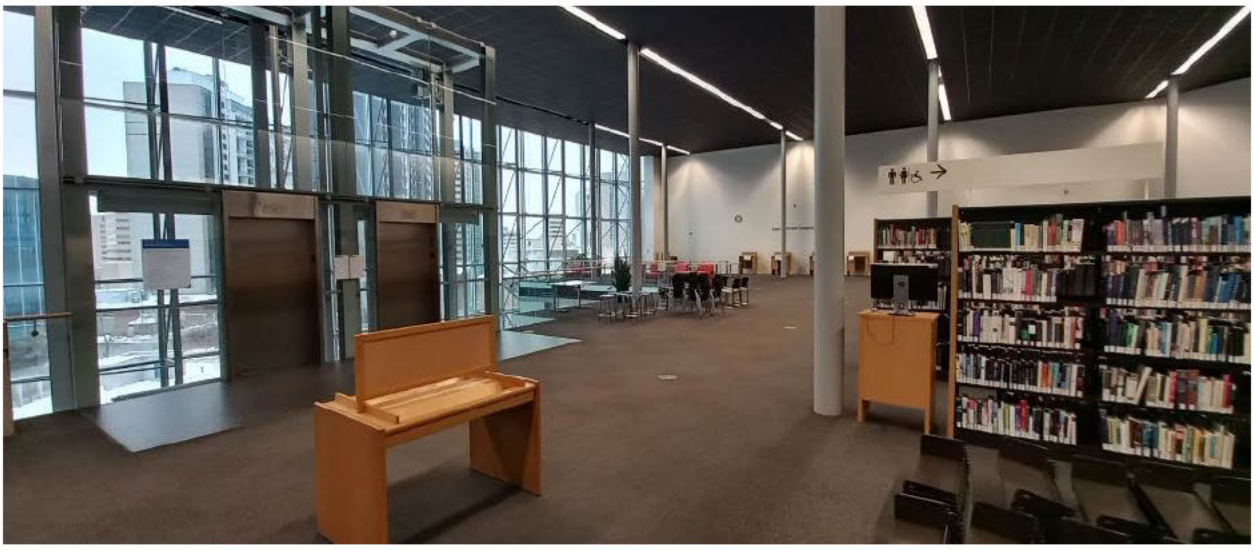
9.2.2.1. Information Services



Recommendation – [redacted]	Desirable

[redacted]

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[redacted]

Key Findings

- One of the highest-crime areas of the facility is Information Services – this includes violent crimes like assault. It is hypothesized that this is largely because this is where most public access to computers occurs – [redacted]
- ML Administration interview suggests that an elevated level of inappropriate use occurs in this space (pornography access and using computers to facilitate acts of crime).

Background

[redacted]

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9.2.2.2. Reader Services

Recommendation – [redacted]	Desirable
[redacted]	

Key Findings

- High-crime area of ML consistently.
- [redacted]

Background

[redacted]

9.2.2.3. Special Services

Recommendation – [redacted]	Desirable
[redacted]	

Key Findings

- [redacted]

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9.2.2.4. Community Connection

Recommendation – Community Connection Security Strategy	Desirable
[redacted]	

Key Findings

- The creation of Community Connection is an effective way for ML to ensure that the ML remains a library where information is accessed and shared, with a clear separation between actual delivery of social services by qualified third-party groups.
- Additional strategies may be identified related to Community Connection in Phase 2 of this project.

Background

Recently opened, Community Connection is designed to provide a space for third-party partners to be able to provide a wide range of social support programming for the public. The location and mandate are well aligned with the PSP as it allows for qualified personnel to provide a basic level of service outside of the physical ML space. Individuals who may be banned from accessing services inside the ML, may still be able to receive support in a safe / monitored space with clear line of sight to security. [redacted]

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9.2.2.5. IdeaMILL

Recommendation – [redacted]	Desirable
[redacted]	

Key Findings

- The creation of IdeaMILL is a great way to build capacity of individuals visiting the ML, [redacted]
- [redacted]

Background

IdeaMILL is located on the 3rd Floor and is a space where public can engage in a wide range of practical skills building activities. There are enclosed sound booths for recording music, and break-out rooms for specific activities.

[redacted]

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9.2.2.6. [redacted]

Recommendation – [redacted]	To Be Considered

[redacted]

Background

[redacted]



[redacted]

[redacted]

[redacted]

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[redacted]

[redacted]

[redacted]

9.2.2.7. Stairwells

Recommendation – [redacted]	Desirable

[redacted]

Key Findings

- [redacted]

Background

[redacted]

[redacted]

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9.2.2.8. Washrooms



Recommendation – [redacted]	Desirable

[redacted]

Recommendation – [redacted]	To Be Considered

[redacted]

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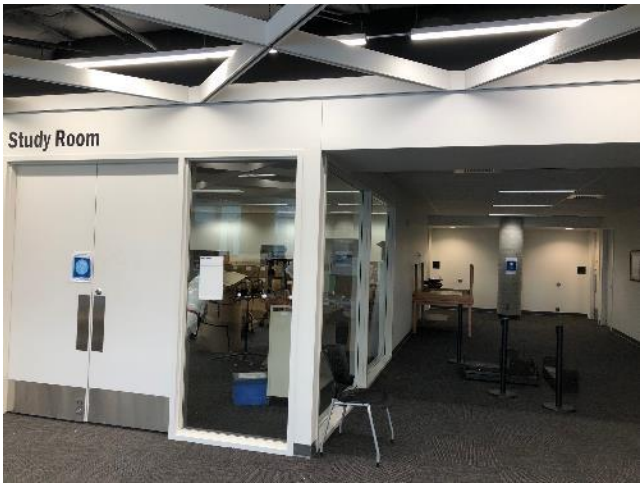
Key Findings

- Washrooms have evidence of vandalism.
- [redacted]

Background

Washrooms were identified as an area of concern during the site-visit. They are an area in most facilities where high-risk crimes occur. Evidence of recent vandalism was present.

[redacted]







Vandalism in 4th Floor Public Washrooms – discovered Feb 8, 2023

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9.2.2.9. IT Closets / IT Infrastructure

Recommendation – [redacted]	Desirable
[redacted]	

Key Findings

- [redacted]
- [redacted]

Background

[redacted]

[redacted]

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9.2.2.10. Parkade

Recommendation – [redacted]	Desirable
[redacted]	

Background

[redacted]

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9.2.3. Additional Considerations

9.2.3.1. Human Resources Observations

Recommendation – [redacted]	Desirable
[redacted]	

Key Findings

- Level of emotion and concern identified in stakeholder consultation, may also signify a growing risk of insider threat that must be considered in the development of short-term violence in the workplace and long-term employee engagement strategies.

Background

Auditors did not have adequate documentation to review HR policies during the initial audit stage. Background checks and investigations should be conducted for prospective employees. Once employed, periodic checks and reinvestigations should be performed based on cause, and/or the sensitivity of the employee's position. More detailed background checks may be appropriate for ML staff who provide financial oversight to ensure fraud risk is minimized.

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9.2.3.2. Emergency Response / Evacuation Plan Observations

Recommendation – [redacted]	Priority
[redacted]	

Recommendation – [redacted]	Desirable
[redacted]	

Key Findings

- [redacted]

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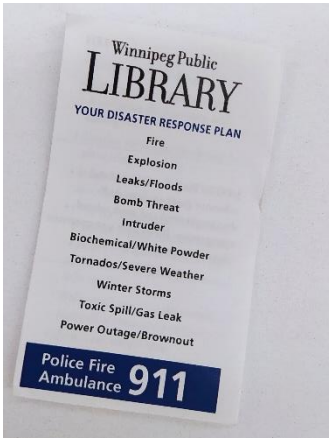
[redacted]



Background

[redacted]

A well-defined emergency measures plan (EMP) is an important part of a security program. In addition to serving as a guide during an emergency, an EMP has other benefits. Developing this plan can identify and eliminate unnoticed risks that could make an emergency worse. Additionally, an EMP promotes safety awareness and emphasizes the organization's commitment to the safety of its employees.

The objective of an EMP is to reduce the number of injuries and damage to property and the environment during an emergency. In addition, it clearly specifies which personnel can implement the plan if the normal chain of command is not quickly operational. At least one of these members must be always present on the premise when it is occupied. The powers with which these people are vested must be clearly specified.

[redacted]

[redacted]

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9.2.3.3. Security Strategy Observations

Recommendation – Strategic Plan To Guide Efforts	To Be Considered
[redacted]	

Key Findings

- Today no clear security strategy exists for the ML. While individual policies and procedures are in place, there is no cohesive capital or program plan that clearly connects specific threat scenarios to decision-making and resourcing.

Background

The security strategy should adopt a reduction of criminal acts approach – some preliminary guidance is offered below as a starting point. This section is standard guidance provided by GardaWorld to clients that are focused on crime reduction.

[redacted]

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9.2.3.4. Security Governance Observations

Recommendation – Hire Corporate Security Leader	Desirable
[redacted]	

Key Findings

- Interviews with CoW indicate that security management is an area that has not been appropriately resourced, the results of this assessment support this conclusion.

Background

While a few qualified security management professionals exist within the CoW organization, today there is no corporate oversight to provide subject matter expertise, leadership, and support to divisions in developing and executing their various security plans.

Today security at ML is managed jointly between the Supervisor of Building Operation Services, and Library Administration staff. During interviews with both, it was admitted that neither of these teams have capacity to support the development of a holistic PSP or manage an ongoing risk management program. These elements are needed to provide continuous improvements at the site. Library Administration in interviews clearly stated that they are not qualified to provide guidance on security issues like threat management or capital planning related to security, and additionally noted that under-resourcing at the Management / Administration level is largely the reason why greater progress had not been made on the security / safety file, with management "single-handedly managing portfolios typically managed by 4-5 person teams in other jurisdictions of similar size".

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9.3. [redacted]

Recommendation – [redacted]	To Be Considered
[redacted]	

Key Findings

- [redacted]

Background

[redacted]

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9.4. Summary of Recommendations

[redacted]

Priority

[redacted]

Desirable

[redacted]

To Be Considered

[redacted]

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10. CONCLUSION

Risk, threats, and vulnerabilities are dynamic in nature and will change over time based on changes in technology, motivation, and methodology of attackers. The protection of people must be the priority for ML based on the crime patterns currently being observed today. The TRA identified gaps in the security levels at the ML. Risk mitigation strategies were developed after a thorough risk analysis was undertaken. The information provided is intended to guide the decision-making process. All mitigation strategies implemented will increase deterrence and provide additional levels of detection, assessment, and response capabilities to minimize risk to acceptable levels for ML.

A core question which the auditing team has been asking consistently throughout this process is how we can make the library a library again. This report provides a detailed snapshot of the current conditions at the site, and while ML requires a number of significant findings and recommendations to be addressed, the auditing team remains optimistic that these changes will create a more positive, welcoming, and open environment that will help the ML Staff bring their best to work each day – providing the critical services that the residents of Winnipeg have come to appreciate and expect from their central library.

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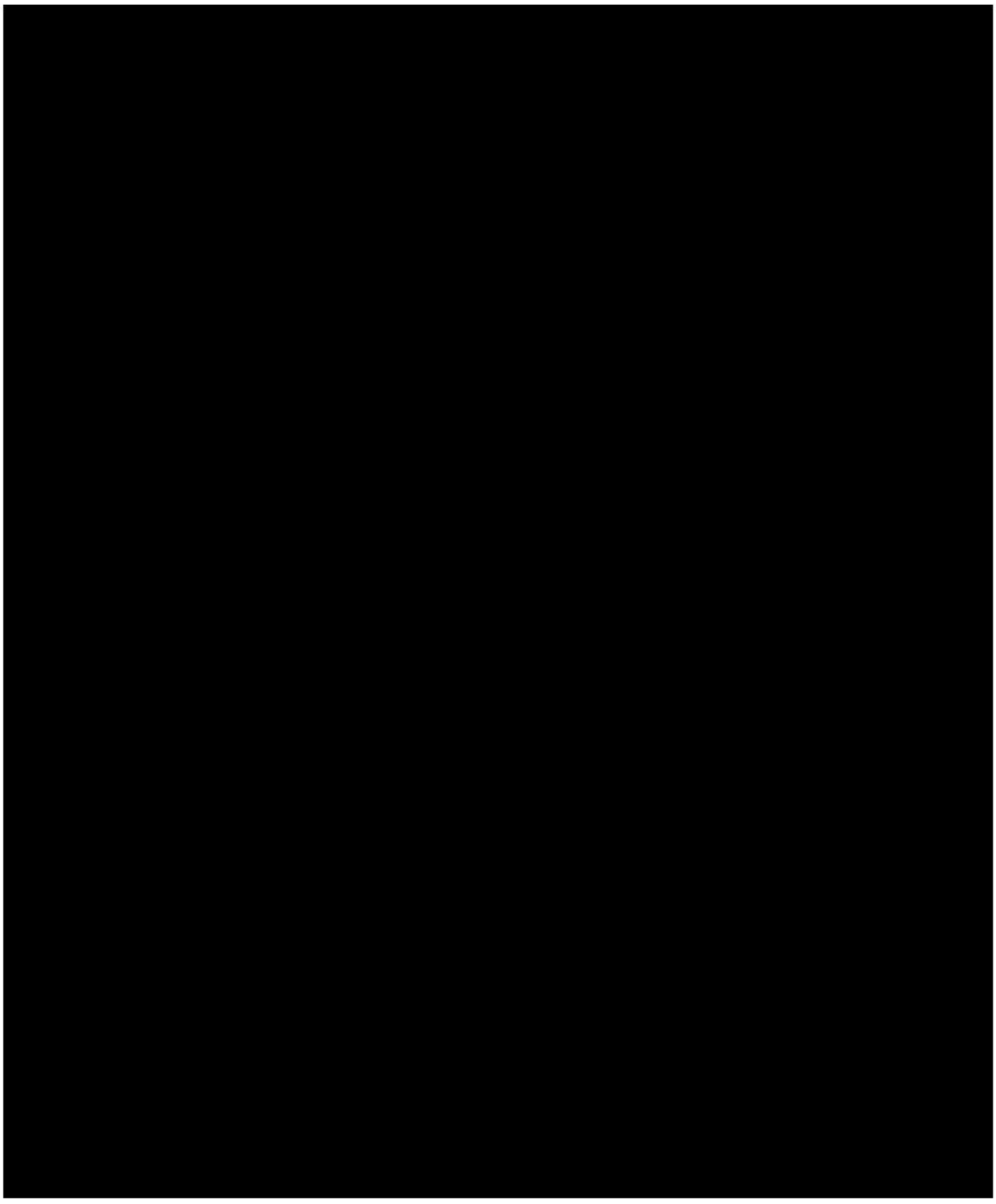
Appendix 1 – Project Team

To ensure that a professional and qualified assessment team supports the CoW, GardaWorld is assigning two auditors who have experience working in various audits and assessments in a government context.



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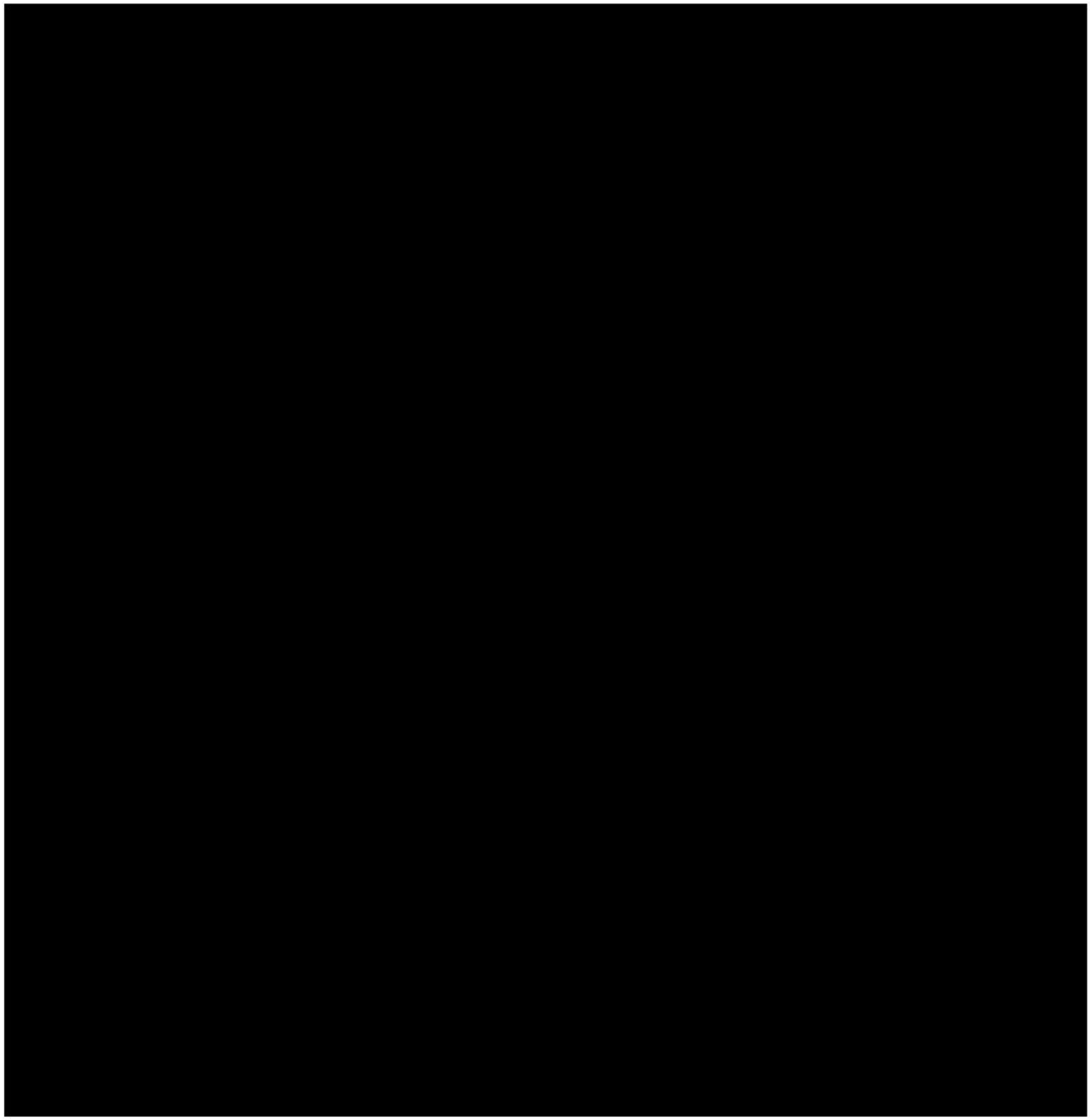
Appendix 2 – Stakeholder Consultation Findings

Security Culture Questionnaire

Millennium Library staff are divided on their feeling of safety at work. The biggest dividing factors between perception are whether staff are front line vs. management and length of time working at the organization with staff working more than 10+ years noticeably more likely to feel unsafe at work.



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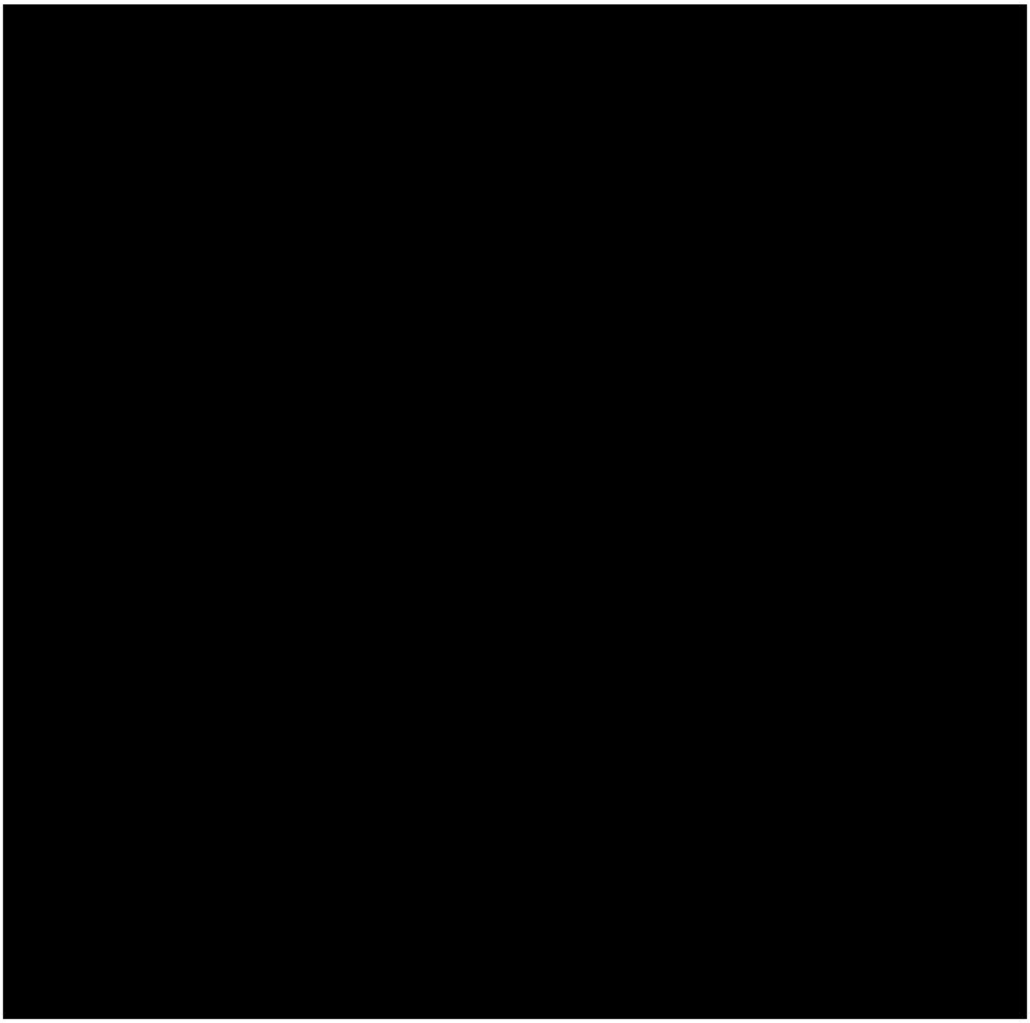
While staff understand why security measures are needed, and are likely to report security concerns, they do not believe the site or organization more broadly are well prepared or have the resources necessary to handle safety and security events / incidents at the Millennium Library.



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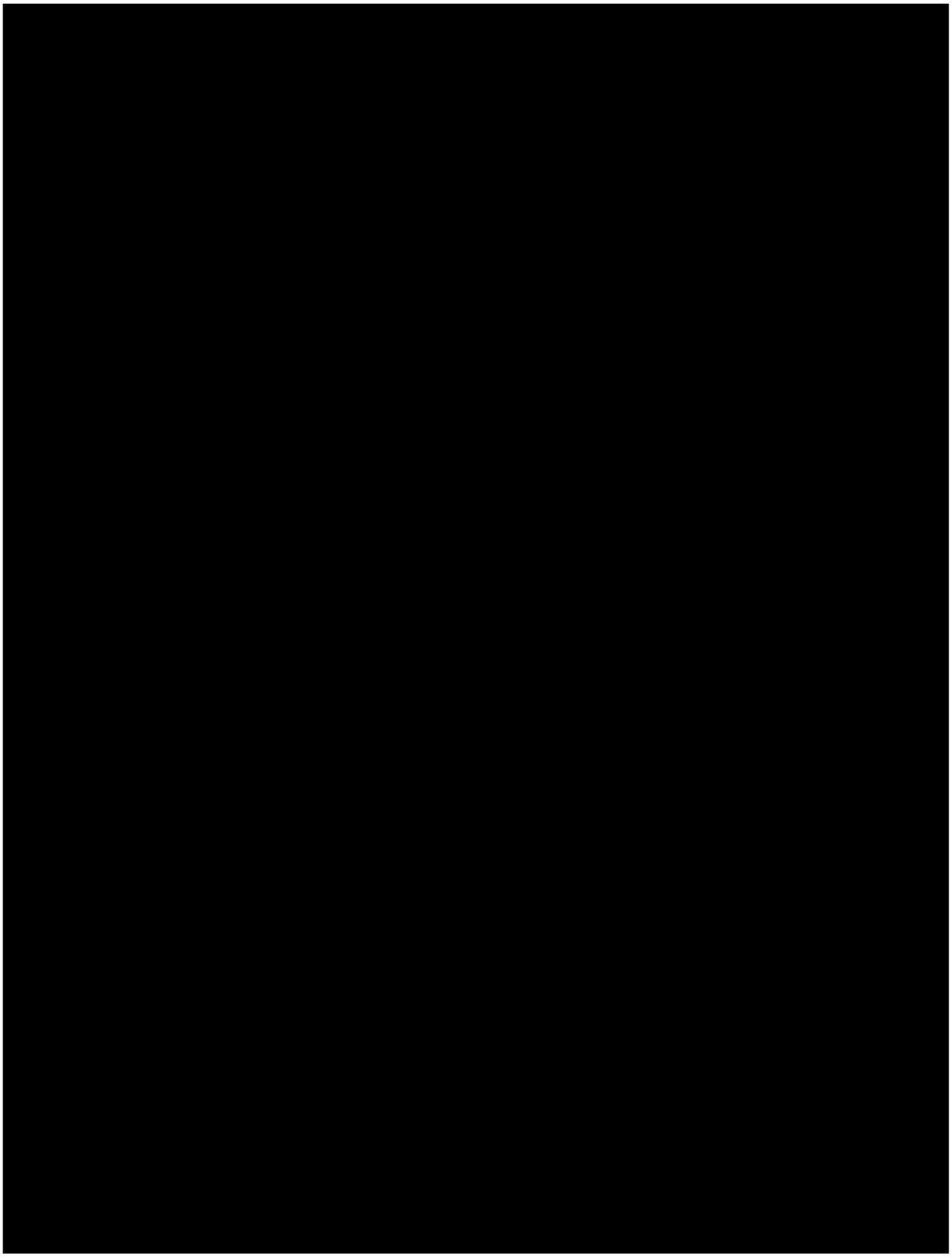

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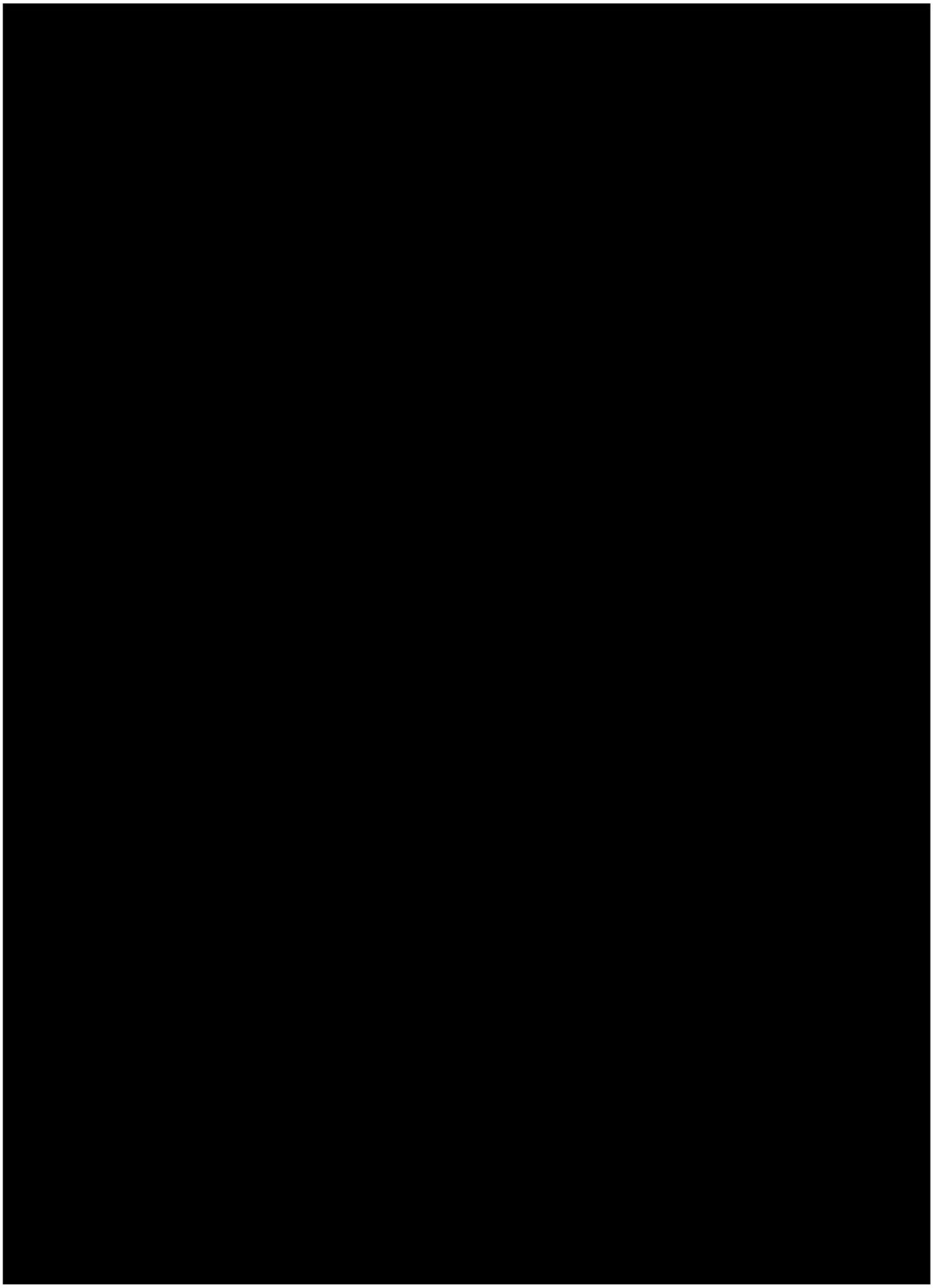

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[redacted]

Thematic analysis of submitted comments by respondents suggest that staff are concerned about a weaponized and volatile environment where the risk of disruptions and real or perceived threats of violence occur frequently, and communication and policy/procedural gaps have created a concern about the safety of both staff and visiting public.

[redacted]

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Below are some notable comments made by staff in the Questionnaire related to their top safety / security concerns at the Millennium Library.

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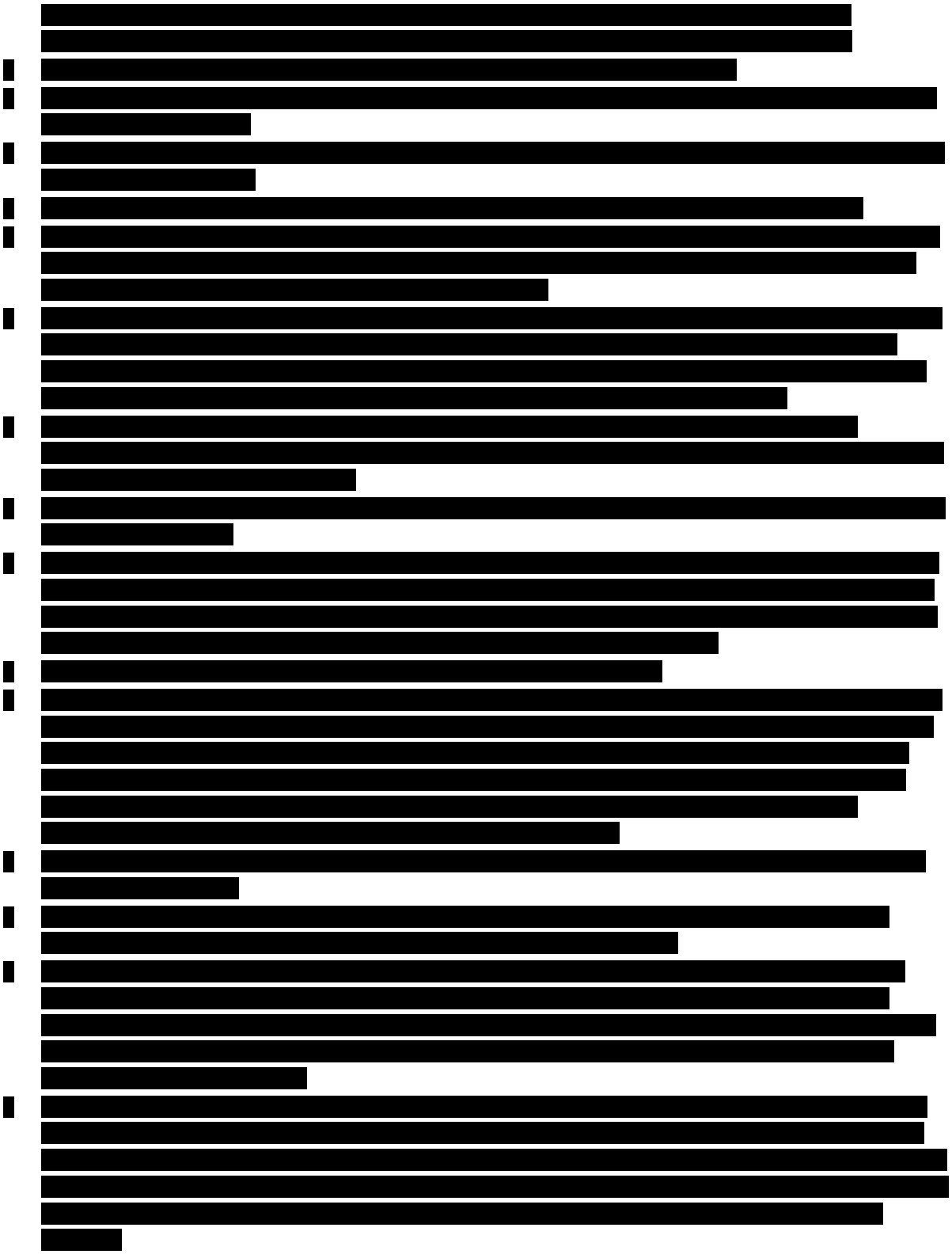

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In-Person Stakeholder Consultation – Jan 16, 2023, Findings

On Monday, January 16, 2023, internal stakeholders from management and the front-line were asked to participate in a high-level collaborative risk assessment. This exercise was designed to create shared awareness of issues and start a conversation about the current situation.

The following pages summarize the information captured, and some observations / findings by the auditors.



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Virtual Stakeholder Consultation – February 3, 2023, Findings

On Friday, February 2, 2023, internal stakeholders from management and the front-line were asked to participate in a high-level collaborative risk assessment. This exercise was designed to create shared awareness of issues and start a conversation about the current situation.

Acknowledging the significant role that front-line staff have play in the development of solutions and ideas, this session was focused around the four primary questions of the risk assessment, namely: what the threats are, what is the perceived effectiveness of existing controls, what are the potential consequences of a worst-case incident and what is the resulting risk.

The following pages provide a summary of the findings.



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Open text poll

EFFECTIVENESS: How effective are current and previous security measures?
(1/2)

0 1 1



EFFECTIVENESS: How effective are current and previous security measures?
(2/2)

0 1 1



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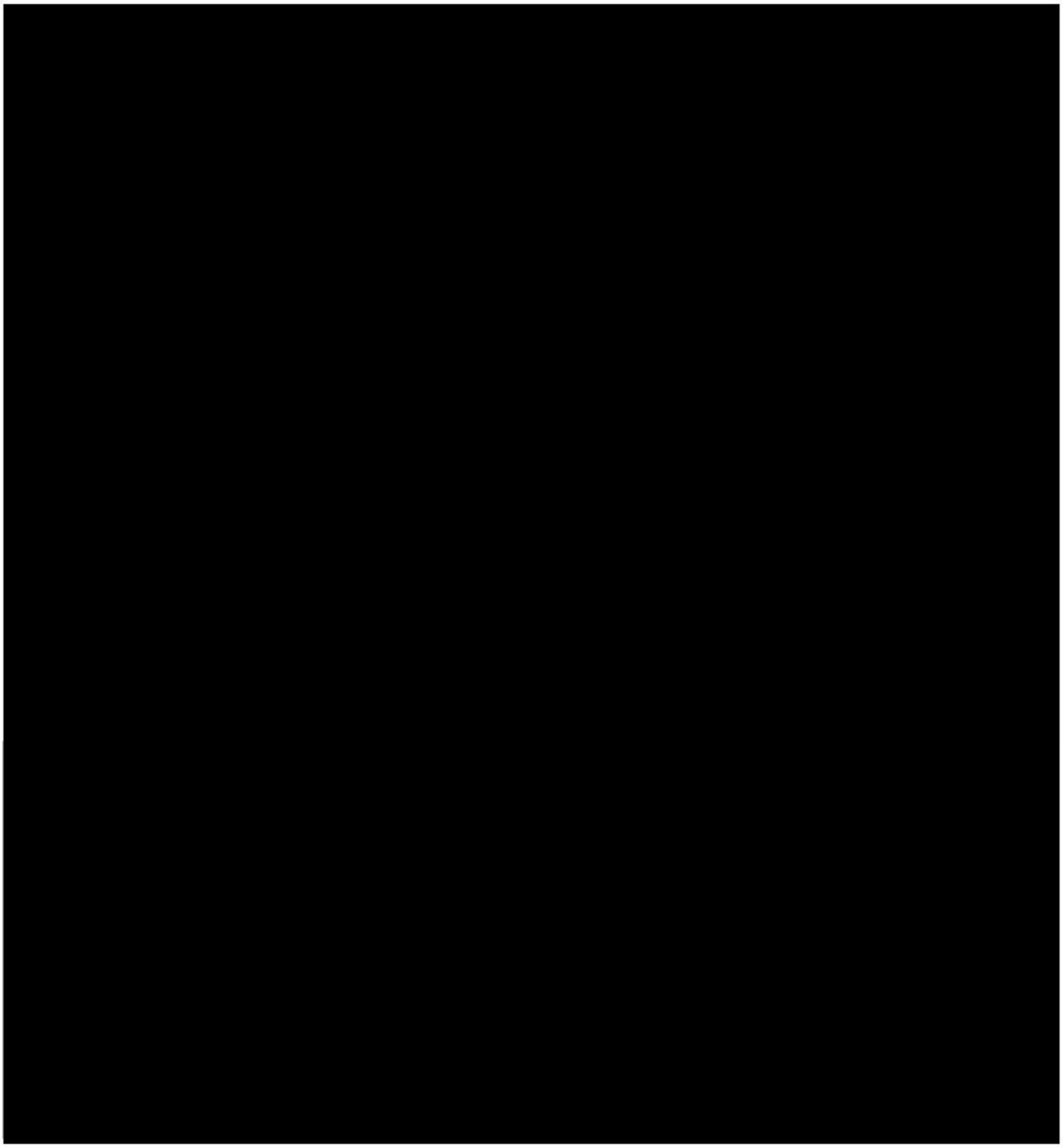
Open text poll

CONSEQUENCE: What are the potential consequences of a worst-case incident?

0 1 1

(1/2)



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What is the resulting risk?



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Appendix 3 – ML Incident Report Detailed Findings

What types of incidents occur at Millennium Library?

Incident Type > Serious	2018	2019	2020	2021	2022	2023	Grand Total
Inappropriate Behaviour	**109**	**94**	**31**	**17**	**224**	**9**	**484**
No	109	93	31	17	223	9	482
Yes		1			1		2
Intoxication	**191**	**46**	**13**	**2**	**44**	**3**	**299**
No	191	46	13	2	44	3	299
Other	**91**	**44**	**11**	**12**	**132**	**5**	**295**
No	90	43	10	10	132	5	290
Yes	1	1	1	2			5
Verbal Abuse	**27**	**15**	**5**	**6**	**66**	**1**	**120**
No	27	14	5	6	65	1	118
Yes		1			1		2
Medical Condition - Public	**17**	**30**	**9**	**3**	**40**	**2**	**101**
No	17	29	9	3	39	2	99
Yes		1			1		2
Threats	**34**	**18**	**5**	**3**	**35**	**2**	**97**
No	33	18	5	3	31	2	92
Yes	1				4		5
Assault	**26**	**9**	**8**	**3**	**32**	**4**	**82**
No	26	9	7	2	31	4	79
Yes			1	1	1		3
Harassment	**16**	**26**	**6**		**21**		**69**
No	16	26	6		21		69
Theft	**18**	**15**	**3**	**2**	**15**		**53**
No	18	15	3	2	15		53
Vandalism	**8**	**9**	**2**	**4**	**23**	**1**	**47**
No	8	9	2	3	22	1	45
Yes				1	1		2
Mask Requirement			**11**	**14**	**11**		**36**
No			11	13	11		35
Yes				1			1
Hazardous Condition	**4**	**5**			**14**		**23**
No	4	5			13		22
Yes					1		1
Injury - Public	**5**	**3**	**1**		**12**		**21**

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Incident Type > Serious	2018	2019	2020	2021	2022	2023	Grand Total
No	5	3	1		11		20
Yes					1		1
Near Miss	**4**			**1**	**1**		**6**
No	4			1	1		6
Medical Condition - Staff	**2**	**1**			**2**		**5**
No	2	1			2		5
Vehicle Accident	**2**	**2**					**4**
No	2	2					4
Injury - Staff	**1**				**3**		**4**
No	1				3		4
Unattended Child	**1**		**2**				**3**
No	1		2				3
Unattended Vulnerable Person	**2**			**1**			**3**
No	2			1			3
Grand Total	**558**	**317**	**107**	**68**	**675**	**27**	**1752**

Of the most common types of incidents where do they occur (hotspots)?

Incident Type / Location	2018	2019	2020	2021	2022	2023
Inappropriate Behaviour	**109**	**94**	**31**	**17**	**224**	**9**
Information Services	38	19	2	2	68	1
Special Services	21	8	4	6	27	6
ideaMILL	2		3		25	
Reader Services	4	8	3	1	24	
Community Connections					23	
Lobby	15	32	7	1	11	
Other		1	1		10	
(blank)	4	7	4	2	8	1
Circulation	5	1	1		6	1
Skywalk	4	3	2		5	
Children's Services	4	2	1	4	4	
Public Washroom	1	3	2	1	4	
Business Office					3	
Parking Lot		1			2	
New & Noted	2	1			1	
Local History	1	1			1	
Stairwell	4	1	1		1	

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Incident Type / Location	2018	2019	2020	2021	2022	2023
Outreach Services					1	
Teen Section	1					
Elevator		1				
Exterior	1					
Meeting Room	1					
Micromedia	1	5				
Other	**91**	**44**	**11**	**12**	**132**	**5**
Information Services	20	10		3	25	
Special Services	8	3			20	
Circulation	2	1	1	1	17	
Other	1			1	13	
Lobby	11	6		2	13	3
Reader Services	4	3	2	1	12	
ideaMILL	1	3	2		9	1
(blank)	6	2	3	2	4	
Public Washroom	1				3	
Children's Services	5	3		1	2	
Exterior	4				2	
New & Noted		1			2	
IT Section					2	
Community Connections					2	
Skywalk	2			1	1	1
Stairwell	2	2			1	
Elevator	13	2	1		1	
Friends Gift Shop					1	
Business Office					1	
Parking Lot	1	2			1	
Teen Section	3					
Shipping Area		1				
Micromedia	7	5	2			
Verbal Abuse	**27**	**15**	**5**	**6**	**66**	**1**
Information Services	9	6	1	4	23	
Reader Services	2	1			8	
Circulation	1		1		8	
Other					6	
Community Connections					4	
Lobby	2	2			4	
(blank)	3	2			3	1
Skywalk	1				3	
ideaMILL					2	

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Incident Type / Location	2018	2019	2020	2021	2022	2023
Local History	1				2	
Exterior	1				1	
Special Services	3	3	1	1	1	
Teen Section					1	
Stairwell				1		
New & Noted	2	1				
Shipping Area	1					
Children's Services	1		1			
Micromedia			1			
Intoxication	**191**	**46**	**13**	**2**	**44**	**3**
Information Services	53	16	2		17	
Public Washroom	7	2			6	
Special Services	17	1		1	4	1
Skywalk	8	4	2		3	
(blank)	7		2		3	1
Reader Services	18	1		1	2	
Other		1			2	
Elevator					2	
ideaMILL					1	
IT Section					1	
New & Noted	5	1			1	
Lobby	49	16	6		1	
Local History	1				1	
Park		1				
Exterior	8		1			
Stairwell	13	1				1
Friends Gift Shop	1					
Teen Section	1					
Circulation		1				
Micromedia	3	1				
Medical Condition - Public	**17**	**30**	**9**	**3**	**40**	**2**
Lobby	8	11			6	1
Community Connections					5	
Reader Services	1	1		1	5	
Skywalk		3	2	1	5	1
Other			1		4	
Special Services	1	3	1		4	
Information Services	4	4	3		4	
ideaMILL					3	
Public Washroom	1	2			2	

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Incident Type / Location	2018	2019	2020	2021	2022	2023
Stairwell					1	
(blank)		1	1		1	
New & Noted	1					
Park		1				
Exterior		1				
Circulation		1				
Children's Services	1	1	1			
Business Office				1		
Micromedia		1				
Threats	**34**	**18**	**5**	**3**	**35**	**2**
Information Services	12	8	2		14	
Other					5	
Reader Services	2	1		1	4	1
Community Connections					3	
Lobby	8	5	1		2	1
Circulation					2	
Special Services	3	1	1		2	
ideaMILL					1	
Parking Lot					1	
(blank)	2			2	1	
Skywalk	1	2				
Exterior	1					
New & Noted	1					
Stairwell	1					
Children's Services	1		1			
Local History	2					
Micromedia		1				
Assault	**26**	**9**	**8**	**3**	**32**	**4**
Reader Services	3				7	
Lobby	6	5	1		7	1
Community Connections					4	
Information Services	6	3		2	3	
Other					3	
Circulation					2	
Public Washroom	1	1			1	
(blank)			2		1	1
Skywalk	1				1	
Special Services	4		1		1	2
New & Noted				1	1	
Children's Services					1	

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Incident Type / Location	2018	2019	2020	2021	2022	2023
Park	1					
Exterior	1					
ideaMILL			1			
Elevator	1					
Micromedia	2		3			
Vandalism	**8**	**9**	**2**	**4**	**23**	**1**
Information Services	4	1			4	
Circulation				1	3	
Lobby			1		3	
Special Services	2	1			2	
Reader Services					2	
Children's Services		1		2	2	
(blank)		1			2	
Exterior					1	
New & Noted					1	
Skywalk		2			1	1
ideaMILL					1	
Support Services					1	
Coffee Shop				1		
Shipping Area		1				
Park	1					
Local History			1			
Micromedia	1	2				
Harassment	**16**	**26**	**6**		**21**	
Information Services	3	6	1		7	
Circulation	1		1		3	
Reader Services	2	2			3	
Special Services	3	3	2		3	
ideaMILL		1	1		2	
Public Washroom					1	
Community Connections					1	
(blank)		3	1		1	
Exterior	1					
Skywalk		4				
Micromedia		4				
Other		1				
Teen Section	1					
Lobby	4	1				
Children's Services	1					
Local History		1				

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Incident Type / Location	2018	2019	2020	2021	2022	2023
Theft	**18**	**15**	**3**	**2**	**15**	
Reader Services	1	3	1		4	
Special Services	2	3			3	
Circulation	1				3	
Community Connections					2	
(blank)				1	1	
Outreach Services					1	
Information Services	3			1	1	
Friends Gift Shop	5					
Park	1					
Public Washroom		1				
Skywalk	2					
Lobby	2	6	1			
Teen Section			1			
New & Noted		1				
Children's Services		1				
Other	1					
Hazardous Condition	**4**	**5**			**14**	
Public Washroom	1				3	
Skywalk					2	
Other					1	
Elevator					1	
Circulation					1	
Reader Services		1			1	
Special Services	1	2			1	
Exterior					1	
(blank)					1	
ideaMILL					1	
New & Noted	1				1	
Children's Services		1				
Shipping Area	1					
Information Services		1				
Injury - Public	**5**	**3**	**1**		**12**	
Lobby	1				3	
Community Connections					2	
Special Services					2	
(blank)	1				2	
ideaMILL		1			1	
Public Washroom					1	
Other					1	

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Incident Type / Location	2018	2019	2020	2021	2022	2023
Elevator			1			
Skywalk		1				
Stairwell	1					
Circulation	1					
Children's Services	1					
Micromedia		1				
Grand Total	**546**	**314**	**94**	**52**	**658**	**27**

Of the most common types of incidents[38] when do they occur?

Time of Incidents	2018	2019	2020	2021	2022	2023
12 AM	27	16	8	2	57	1
1 AM	42	26	9	9	56	1
2 AM	7	4			7	2
3 AM					5	
4 AM					3	
5 AM	1				1	
6 AM		1			1	1
7 AM	2	1			9	1
8 AM	2	3			5	
9 AM	18	3			9	3
10 AM	1	1				
12 PM	5	3	1		1	
1 PM	48	28	8	5	56	2
2 PM	110	47	13	12	137	
3 PM	60	32	13	7	101	4
4 PM	50	27	8	7	66	5
5 PM	42	19	4	4	29	1
6 PM	31	24	8	2	26	
7 PM	33	13	7	1	26	2
8 PM	14	10	3	1	1	2
9 PM	9	7	2			2
10 PM	1					
Grand Total	**503**	**265**	**84**	**50**	**596**	**27**

[38] Inappropriate Behaviour, Other, Verbal Abuse, Intoxication, Medical Condition - Public, Threats, Assault, Vandalism

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Incident Type	Ja	Fe	Ma	Ap	Ma	Ju	Jl	Au	Se	Oc	No	De
Assault		2	2	2	6		3	4	1	2	2	8
Inappropriate Behaviour	4	14	9	6	20	15	17	17	20	37	50	15
Intoxication	1	2	8	1	2	2	6	1	4	4	10	3
Medical Condition - Public	3	1	6	1	3	4	1	5	4	7	3	2
Other	3	5	25	3	7	10	13	3	10	16	29	8
Threats	2	2	2		4	1		2	4	6	11	1
Vandalism	2	1	5	1	3			1	1	4	5	
Verbal Abuse	3	13	11	4	5		1	4	7	9	6	3
Grand Total	**18**	**40**	**68**	**18**	**50**	**32**	**41**	**37**	**51**	**85**	**116**	**40**

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Threat & Risk Assessment / Physical Security Audit

Business Integrity and Professional Conduct

As a global leader in the industry of integrated security services, we have an obligation to uphold the highest standards in the way we work. Ethical business practices are fundamental to earning and keeping the trust and respect of those with whom we deal, as well as maintaining a successful brand and an excellent reputation.

Perhaps more than other businesses, GardaWorld's business requires employees to embody standards of conduct that go beyond the norm. Our business is built on trust, transparency, and accountability. As such, we expect our employees to commit to certain behaviours that confirm to our corporate culture.

For Consulting & Investigations this specifically includes.

- Avoiding conflicts of interest.
- Protecting and refraining from disclosing confidential information.
- Be professional and discreet in communications.

Our core values define who we are, how we operate and our commitment to those with whom we do business and interact. They are:

- **Integrity** | The moral force that drives everything we do, every day, and with everyone with whom we interact.
- **Trust** | The confidence we have earned and continue to earn from clients and business partners.
- **Vigilance** | The
  and securely th
- **Respect** | For e
  assets and bus



GARDAWORLD