Minutes – Standing Policy Committee on Community Services – March 3, 2026

REPORTS

Item No. 4 Winnipeg Public Libraries Attendance and Incident Quarterly Report (October, November, and December 2025)

STANDING COMMITTEE DECISION:

The Standing Policy Committee on Community Services concurred in the recommendation of the Winnipeg Public Service and approved the following:

1. That the statistical information for October, November, and December 2025 included in this report be received as information.

2. That the next report, for January, February, and March 2026, be accepted as the last quarterly report on the matter.

DECISION MAKING HISTORY:

Moved by Councillor Gilroy,

That the recommendation of the Winnipeg Public Service be concurred in, and that the revised administrative report be entered into the minutes.

Carried

COUNCIL DECISION:

On July 13, 2023, Council concurred in the recommendation of the Standing Policy Committee on Community Services and adopted the following:

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.

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

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.

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.

REVISED ADMINISTRATIVE REPORT

Title: Winnipeg Public Libraries Attendance and Incident Quarterly Report (October, November, and December 2025)

Critical Path: Standing Policy Committee on Community Services

AUTHORIZATION

Author	Department Head	CFO	CAO
K. Koop	C. Fernandes	N/A	M. Dryburgh, acting for J. Dunford

EXECUTIVE SUMMARY

On July 13, 2023, Council approved the *Improving Safety at the Millennium Library and Other Winnipeg Public Libraries* report. Council requested quarterly reports.

This report covers the period October through December 2025.

October, November and December 2025 incident numbers have decreased for the entire library system by 22.7 percent compared to the same time frame in 2024. Millennium Library had an incident decrease of 47.0 percent during this time. Attendance throughout the library system decreased overall by 2.5 percent. Customer inquiries at the Millennium Library service desks decreased by 33.3 percent compared to October through December 2024. The number of referrals by the Community Crisis Workers shows a significant increase of 160.6 percent from Q4 2024 to Q4 2025.

RECOMMENDATIONS

1. That the statistical information for October, November, and December 2025 included in this report be received as information.

2. That the next report, for January, February, and March 2026, be accepted as the last quarterly report on the matter.

REASON FOR THE REPORT

On July 13, 2023, Council approved the recommendations of the *Improving Safety at the Millennium Library and Other Winnipeg Public Libraries* report and directed the Winnipeg Public Library, with the Zoongizi Ode (formerly Fearless R2W) CSHs provider, to provide quarterly reports to the Standing Policy Committee on Community Services. Council directed these reports to include information on:

A. Attendance
B. Incidents by type
C. Number of referrals to other agencies, by type
D. Interventions by Zoongizi Ode's CSHs and outcomes

IMPLICATIONS OF THE RECOMMENDATIONS

There are no implications resulting from the recommendations of this report.

HISTORY/DISCUSSION

The Millennium Library closed on December 11**,** 2022, following a homicide on the main floor, and reopened to the public on January 23, 2023, with interim safety measures in place. Following this tragic event, a Threat and Risk Assessment/Physical Security Audit of the Millennium Library was conducted by GardaWorld. In March 2023, Council directed the Public Service to provide recommendations and associated costs for enhanced safety and security improvements at the Millennium Library and other branches.

In July 2023, Council approved safety improvements that were recommended within the *Improving Safety at the Millennium Library and Other Winnipeg Public Libraries* report, including:

- The addition of five security guards to the Library Services' existing complement of five guards already on site;
- Adding nine Community Safety Hosts (CSH) to the Library Services' complement of one CSH already on site to work at the Millennium Library as well as other library branches; and
- Enabling the reopening of the Community Connections space by adding 4.2 temporary Full-Time Equivalent (FTE) as well as two CSH positions dedicated to this space.

This brought the CSH complement on site at the Millennium Library up to seven in total, with five CSHs working at other branches. With this approval, Council also asked the Winnipeg Public Library, with Zoongizi Ode (the CSH provider), to provide quarterly reports to the Standing Policy Committee on Community Services. On March 20, 2024, Council approved funding to continue the safety improvements in Library Services within the 2024-2027 multi-year budget.

In 2024, the Province of Manitoba implemented a new public library funding model, contributing an increased investment to the Winnipeg Public Library. This increased funding allowed for two net new positions within the Administration team: an Administrative Coordinator of Library Customer Service and Safer Spaces, and a Library Safety Specialist. Winnipeg Public Library filled these two positions as of December 15, 2024.

Quarterly reports are submitted to the Standing Policy Committee on Community Services. The previous eight quarterly reports were received as information. This is the ninth quarterly report, covering October, November and December 2025.

Safety and security incidents continue to be a concern at library branches throughout the city. The findings indicate a continuation of incidents and de-escalations within Library Services.

Within the branches where CSHs are assigned, the hosts handle and often resolve incidents that would otherwise require library staff intervention and/or police involvement. CSHs are a valuable resource for staff and customers. Having the hosts de-escalate situations using their expertise and training means that library staff are better able to focus their time and attention on providing quality customer service to library visitors. The library branches that do not have CSHs on site on a regular basis continue to request them.

Library Attendance

The Millennium Library visitor counts decreased by 22.7 percent compared to counts from the fourth quarter of the previous year, October through December 2024.

As of June 28, 2025, buses no longer operate on Graham Avenue, which may also have an impact on the number of visitors to Millennium Library.

The library continues to work on rebuilding customer trust with improved safety measures. The metal detection gate in the Millennium Library lobby remains in place. Having CSHs and more contracted security guards on site improves actual and perceived safety.

Tables 1 and 2 demonstrate the attendance trend for all Winnipeg Public Library facilities over the three-month reporting period (October through December 2025) as well as the previous year's three-month period (October through December 2024) for comparison purposes. Please note that St. Vital Library and Charleswood Library each had patron counter inaccuracies during Q4 2024 and Q4 2025, respectively.

Over the entire library system, customer visits have remained relatively stable overall, with a slight decrease of 2.5 percent between the fourth quarter of 2024 and the fourth quarter of 2025. Table 2 shows a comparison of the total visitor count per branch.

Table 1

Winnipeg Public Library - All Branches
Visitor Counts

Library Branch	Jan - Mar 2024 Total	Apr - June 2024 Total	July - Sept 2024 Total	Comparator Period: Oct - Dec 2024	Jan - Mar 2025 Total	Apr - June 2025 Total	July - Sept 2025 Total	Oct-25 Total	Nov-25 Total	Dec-25 Total	Reporting Period: Oct - Dec 2025	Percentage change - Reporting to Comparator Period
Bill and Helen Norrie Library	41,333	45,616	54,775	58,199	52,536	56,913	58,510	20,722	19,011	14,768	54,501	**-6.4%**
Charleswood Library****	18,689	18,815	22,869	22,984	21,422	22,745	24,816	7,511	6,014	5,583	19,108	**-16.9%**
Cornish Library	13,353	12,330	10,169	12,934	13,684	15,172	16,274	5,226	5,139	3,570	13,935	**7.7%**
Fort Garry Library	19,100	19,218	20,518	19,060	18,406	19,281	18,690	7,599	7,270	4,485	19,354	**1.5%**
Harvey Smith Library***	24,920	22,638	28,490	22,987	22,092	29,366	24,870	11,157	10,227	7,291	28,675	**24.7%**
Henderson Library	33,985	34,730	37,312	32,733	32,745	35,337	38,060	12,751	11,800	9,215	33,766	**3.2%**
Louis Riel Library	27,739	28,317	35,248	29,771	24,678	30,868	35,189	11,283	9,917	8,177	29,377	**-1.3%**
Millennium Library*	112,353	108,227	112,181	106,877	103,883	101,611	91,457	31,176	27,850	23,618	82,644	**-22.7%**
Munroe Library	11,046	11,506	13,317	13,931	13,634	16,574	14,562	5,258	4,774	3,468	13,500	**-3.1%**
Osborne Library	14,893	13,404	14,363	16,692	17,226	17,838	16,819	7,071	6,687	3,872	17,630	**5.6%**
Pembina Trail Library	38,573	29,360	30,725	30,025	30,374	34,311	39,802	11,954	10,254	8,599	30,807	**2.6%**
Sir William Stephenson Library	23,325	24,840	27,981	18,210	16,378	14,021	19,322	6,687	5,484	4,223	16,394	**-10.0%**
St. Boniface Library	17,222	17,359	21,367	15,586	15,373	17,570	19,047	6,133	5,620	3,897	15,650	**0.4%**
St. James-Assiniboia Library	14,889	17,852	17,826	15,913	15,428	17,440	16,376	5,895	5,951	4,263	16,109	**1.2%**
St. John's Library	10,294	9,327	9,592	11,008	11,911	12,463	11,660	4,647	3,772	3,279	11,698	**6.3%**
St. Vital Library**	20,434	21,330	22,628	9,326	18,282	21,549	25,001	7,492	6,193	4,241	17,926	**92.2%**
Transcona Library	22,802	24,286	29,191	24,033	25,266	28,958	31,716	10,517	8,590	6,305	25,412	**5.7%**
West Kildonan Library	18,639	18,261	20,017	17,373	18,484	18,114	18,728	6,867	5,690	4,626	17,183	**-1.1%**
Westwood Library	15,546	15,734	18,533	16,581	16,854	18,621	19,412	5,970	5,760	4,683	16,413	**-1.0%**
Windsor Park Library	15,568	14,892	15,499	16,266	18,016	18,169	18,589	6,276	5,951	5,382	17,609	**8.3%**
Total	**514,703**	**508,042**	**562,597**	**510,489**	**506,672**	**546,921**	**558,900**	**192,192**	**171,954**	**133,545**	**497,691**	**-2.5%**

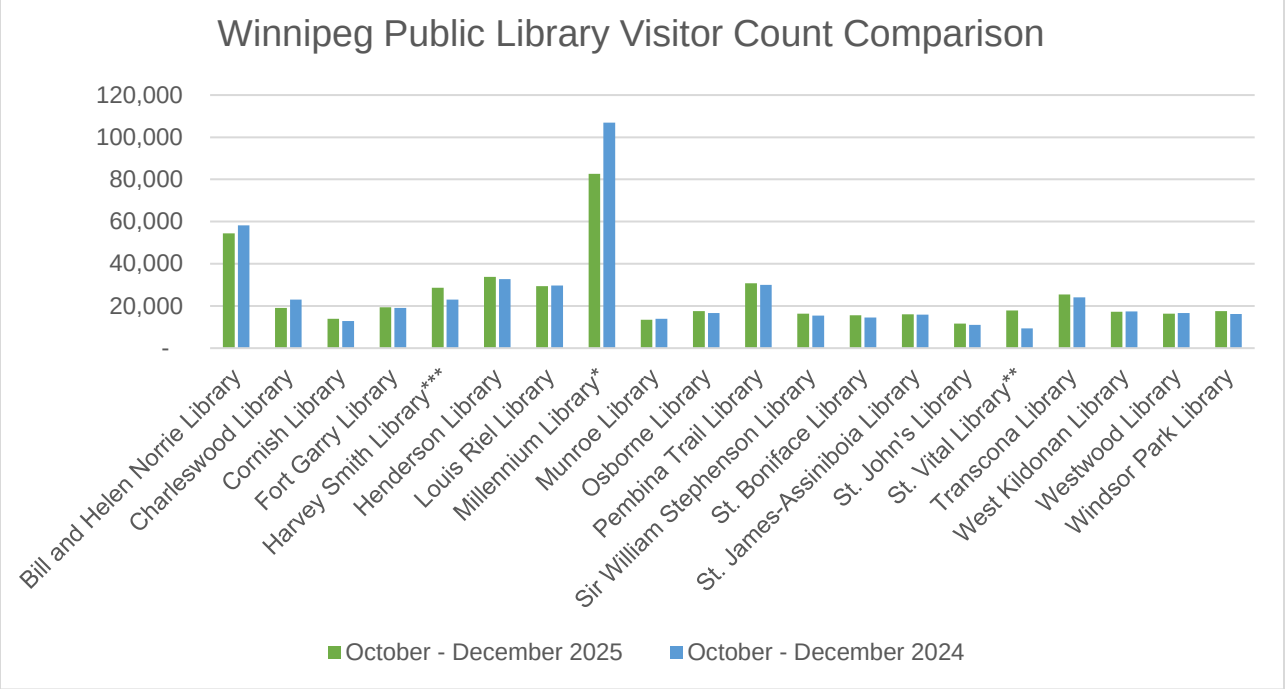
*Note: In September 2024, Millennium Library's open hours were adjusted to remove Sundays and Monday evenings.

**Note: In Q4 2024, the patron counter at St. Vital Library required repair and replacement.

***Note: In Q1, Q2, and Q3 2024 an incorrect calculation was used to enter visitor counts at Harvey Smith Library. This has been corrected.

****Note: In Q4 2025, the patron counter at Charleswood Library required repair.

Table 2



*Note: In September 2024, Millennium Library's open hours were adjusted to remove Sundays and Monday evenings.

**Note: Q4 2024 St. Vital Library people counter required repair and replacement.

***Note: In Q1, Q2, and Q3 2024 an incorrect calculation was used to enter visitor counts at Harvey Smith Library. This has been corrected.

****Note: In Q4 2025, the patron counter at Charleswood Library required repair.

Library Incidents

Table 3 below provides the number of incidents by incident type and month for the three-month reporting period (October through December 2025) as well as the previous year's fourth quarter (October through December 2024) for all Winnipeg Public Library facilities. Some library visitors continue to present with a variety of issues and behaviours, which may result in non-compliance with the Library Code of Conduct (See Appendix A). The categories in the table capture the various types of incidents that were reported. These are not limited to incidents related to the Code of Conduct. For example, incidents may be related to issues with facilities, medical conditions, unattended children, or unattended vulnerable persons. There was a 22.7 percent decrease in incidents from Q4 2024 compared to Q4 2025. The year overall showed a 5.4 percent decrease in incidents from 2024 to 2025.

Table 4 shows the number and type of incidents for Millennium Library only, for the same timeframe. Tables 5 and 6 present the comparison by incident type for Winnipeg Public Library and Millennium Library, respectively. There was a 47 percent decrease in incidents at Millennium Library from Q4 2024 compared to Q4 2025. This decrease may be related to several factors, including the removal of Winnipeg Transit from Graham Avenue in June 2025, the addition of two safety positions in Library Administration, as well as restricting Library access for individuals who are responsible for repeated incidents.

For the entire system and for the Millennium Library specifically, the number of incidents in the current reporting period is significantly lower than in the comparison period from the previous year. The percentage of incidents to library visits has decreased slightly. The percentage of incidents to total library visits for the entire library system for the fourth quarter of 2024 was 0.08795 percent; for the current reporting period (October through December 2025) it is 0.06972 percent. For Millennium Library specifically, the percentage of incidents to total library visits for the 2024 comparator period was 0.2508 percent; for the current reporting period (October through December 2025) it is 0.1718 percent.

The Millennium Library incidents in the reporting period made up 40.92 percent of all library incidents during this timeframe. For the comparator period, October through December 2024, the Millennium Library incidents made up 59.69 percent of all library incidents. In 2025 total, the Millennium Library incidents made up 47.01 percent of all library incidents. In 2024 total, the Millennium Library incidents made up 54.91 percent of all library incidents. In the 12-month reporting period before the increase in safety measures, January through December 2022, Millennium Library incidents made up 65.89 percent of all library incidents.

The library incident reporting system indicates there were 20 Winnipeg Police Service response requests (911 calls) from Winnipeg Public Library facilities between October 1, 2025, and December 31, 2025. Of these 20 requests, 13 were for Millennium Library incidents. In comparison, from October through December 2024, there were 35 calls for Winnipeg Police Services, 17 of which were for Millennium Library incidents.

The Public Service considers the safety improvements approved by Council in July 2023 to be crucial in maintaining safer library spaces. These include the increases in the security guard complement and in the CSH cohort onsite at the Millennium Library and other Winnipeg Public Library facilities. The presence of the CSHs (who effectively de-escalate situations through relationship-building), and security guard complement support library staff in providing excellent customer service to visitors.

Table 3

Winnipeg Public Library - All Branches
Incident Type Count

Incident Type	Jan - Mar 2024	Apr - June 2024	July - Sept 2024	Oct - Dec 2024	2024	Jan - Mar 2025	Apr - June 2025	July - Sept 2025	Oct-25	Nov-25	Dec-25	Oct - Dec 2025	2025	% Change Reporting Oct - Dec 2025 from Oct - Dec 2024	% Change Reporting 2025 from 2024
	Total	Total	Total	Total	Total	Total	Total	Total	Total	Total	Total	Total	Total		
Alcohol and Substance Use*	13	27	20	52	112	46	21	17	1	8	3	12	96	**-76.9%**	**-14.3%**
Assault	8	14	8	19	49	18	8	9	2	3	6	11	46	**-42.1%**	**-6.1%**
Banned Customer Re-Entry*	-	-	-	-	-	-	-	5	4	7	11	22	27	**N/A**	**N/A**
Computer and Internet Misuse*	-	-	-	-	-	-	-	2	0	7	0	7	9	**N/A**	**N/A**
Harassment	12	16	9	15	52	24	17	7	7	4	2	13	61	**-13.3%**	**17.3%**
Hazardous Condition	14	6	16	37	73	44	29	20	10	5	5	20	113	**-45.9%**	**54.8%**
Inappropriate Behaviour	138	140	175	206	659	262	190	126	63	43	57	163	741	**-20.9%**	**12.4%**
Injury - Public	4	5	5	9	23	2	5	11	2	2	4	8	26	**-11.1%**	**13.0%**
Injury - Staff	1	0	0	2	3	2	0	2	0	0	2	2	6	**0.0%**	**100.0%**
Medical Condition Public	10	12	24	31	77	20	30	14	5	6	5	16	80	**-48.4%**	**3.9%**
Medical Condition Staff	0	2	0	1	3	0	1	0	0	0	0	0	1	**-100.0%**	**-66.7%**
Missing Child Alert	1	1	1	0	3	0	0	1	2	0	0	2	3	**N/A**	**0.0%**
Near Miss	6	8	8	11	33	13	15	19	2	3	1	6	53	**-45.5%**	**60.6%**
Other**	95	108	42	0	245	0	0	0	0	0	0	0	0	**N/A**	**-100.0%**
Sexual Harassment*	-	-	-	-	-	-	-	0	0	0	1	1	1	**N/A**	**N/A**
Theft	17	17	9	13	56	10	6	18	2	8	3	13	47	**0.0%**	**-16.1%**
Threats	15	24	6	7	52	16	13	6	3	3	3	9	44	**28.6%**	**-15.4%**
Unattended Child	5	6	22	9	42	5	3	12	3	2	1	6	26	**-33.3%**	**-38.1%**
Unattended Vulnerable Person	0	1	1	3	5	3	10	3	1	1	0	2	18	**-33.3%**	**260.0%**
Vandalism	10	7	15	11	43	15	16	4	6	2	3	11	46	**0.0%**	**7.0%**
Vehicle Accident	0	0	2	1	3	0	2	0	0	0	1	1	3	**0.0%**	**0.0%**
Verbal Abuse	12	22	21	22	77	18	19	17	5	4	13	22	76	**0.0%**	**-1.3%**
Total	**361**	**416**	**384**	**449**	**1610**	**498**	**385**	**293**	**118**	**108**	**121**	**347**	**1523**	**-22.7%**	**-5.4%**

*Note: The Incident Reporting System was updated in Q3 2025 to change Intoxication to Alcohol and Substance Use and add other incident types, including Banned Customer Re-Entry, Sexual Harassment, and Computer and Internet Misuse.

**Note: Other included but was not limited to: (1) banned customers attempting to enter library facilities who leave without issue; (2) library customers in heightened emotional/mental state who are de-escalated and assisted by staff; (3) false (fire) alarms and other facility related issues generally caused by customers; (4) customers asked to leave the library facility due to behaviour/viewing inappropriate online content who do so without issue; (5) outside agencies including WPS approaching library customers for non-library related issues such as witness statements for events elsewhere in Winnipeg. This category was made obsolete as of Q4 2024.

Table 4

Millennium Library
Incident Type Count

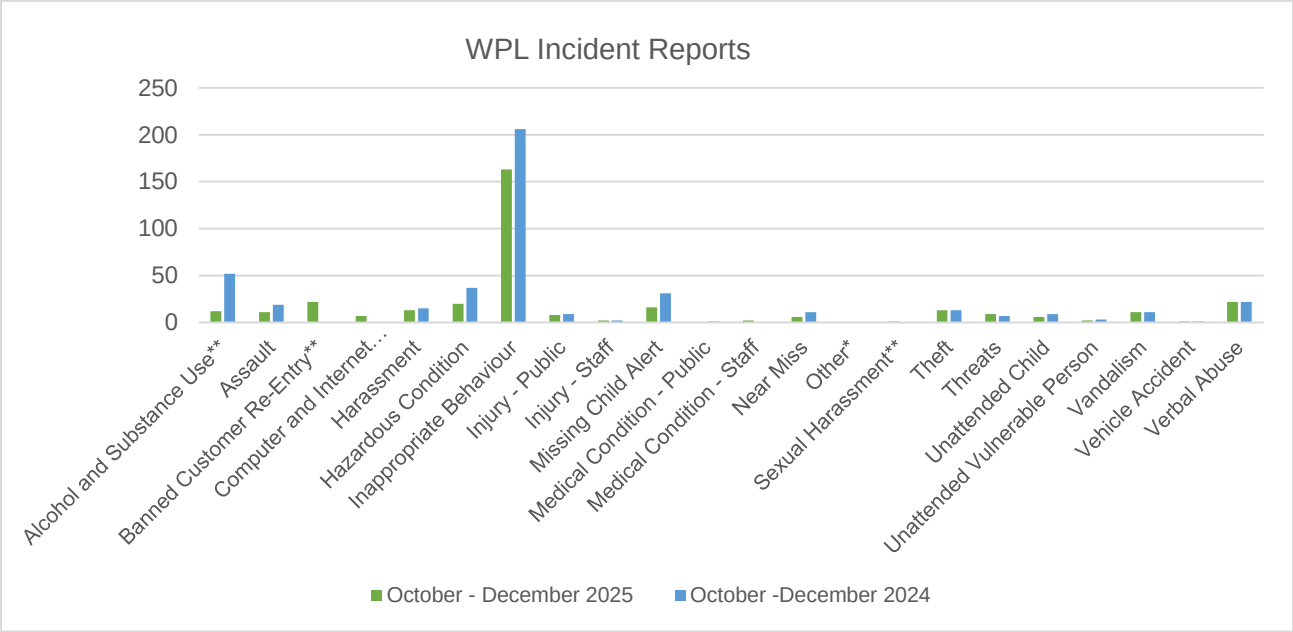
Incident Type	Jan - Mar 2024	Apr - June 2024	July- Sept 2024	Oct - Dec 2024	2024	Jan - Mar 2025	Apr - June 2025	July - Sept 2025	Oct-25	Nov-25	Dec-25	Oct - Dec 2025	2025	% Change Reporting Oct - Dec 2025 from Oct - Dec 2024	% Change 2025 from 2024
	Total*	Total	Total	Total	Total	Total	Total	Total	Total	Total	Total	Total	Total		
Alcohol and Substance Use**	6	19	15	40	80	**32**	**17**	**7**	0	3	1	4	60	**-90.0%**	**-25.0%**
Assault	7	14	6	16	43	**11**	**6**	**2**	2	3	5	10	29	**-37.5%**	**-32.6%**
Banned Customer Re-Entry**	-	-	-	-	0	-	-	**3**	0	4	3	7	10	**N/A**	**N/A**
Computer and Internet Misuse**	-	-	-	-	0	-	-	**0**	0	3	0	3	3	**N/A**	**N/A**
Harassment	7	10	4	4	25	**12**	**6**	**1**	1	2	1	4	23	**0.0%**	**-8.0%**
Hazardous Condition	5	4	10	31	50	**35**	**23**	**1**	4	1	3	8	67	**-74.2%**	**34.0%**
Inappropriate Behaviour	74	70	105	114	363	**156**	**83**	**23**	33	10	28	71	333	**-37.7%**	**-8.3%**
Injury - Public	1	1	1	2	5	**0**	**1**	**1**	0	0	0	0	2	**-100.0%**	**-60.0%**
Injury - Staff	0	0	0	1	1	**2**	**0**	**0**	0	0	1	1	3	**0.0%**	**200.0%**
Medical Condition Public	6	7	16	16	45	**9**	**22**	**3**	4	3	4	11	45	**-31.3%**	**0.0%**
Medical Condition Staff	0	0	0	0	0	**0**	**0**	**0**	0	0	0	0	0	**N/A**	**N/A**
Missing Child Alert	1	0	1	0	2	**0**	**0**	**0**	0	0	0	0	0	**N/A**	**-100.0%**
Near Miss	2	2	2	8	14	**7**	**7**	**3**	0	0	0	0	17	**-100.0%**	**21.4%**
Other***	50	47	23	0	120	**0**	**0**	**0**	0	0	0	0	0	**N/A**	**-100.0%**
Sexual Harassment**	-	-	-	-	0	**-**	**-**	**0**	0	0	0	0	0	**N/A**	**N/A**
Theft	5	9	2	7	23	**5**	**4**	**1**	1	3	1	5	15	**-28.6%**	**-34.8%**
Threats	12	17	2	5	36	**12**	**11**	**4**	2	3	1	6	33	**20.0%**	**-8.3%**
Unattended Child	0	0	3	4	7	**0**	**2**	**2**	0	0	0	0	4	**-100.0%**	**-42.9%**
Unattended Vulnerable Person	0	1	0	1	2	**3**	**6**	**0**	0	0	0	0	9	**-100.0%**	**350.0%**
Vandalism	1	4	9	3	17	**10**	**10**	**0**	2	0	2	4	24	**33.3%**	**41.2%**
Verbal Abuse	6	17	12	16	51	**15**	**13**	**3**	4	0	4	8	39	**-50.0%**	**-23.5%**
Total	**183**	**222**	**211**	**268**	**884**	**309**	**211**	**90**	**53**	**35**	**54**	**142**	**716**	**-47.0%**	**-19.0%**

*Note: January - March 2024 Incident numbers updated for this report. Incident reports in this timeframe were entered after the reporting period was captured.

**Note: The Incident Reporting System was updated in Q3 2025 to change Intoxication to Alcohol and Substance Use and add other incident types, including Banned Customer Re-Entry, Sexual Harassment, and Computer and Internet Misuse.

**Note: Other included but was not limited to: (1) banned customers attempting to enter library facilities who leave without issue; (2) library customers in heightened emotional/mental state who are de-escalated and assisted by staff; (3) false (fire) alarms and other facility related issues generally caused by customers; (4) customers asked to leave the library facility due to behaviour/viewing inappropriate online content who do so without issue; (5) outside agencies including WPS approaching library customers for non-library related issues such as witness statements for events elsewhere in Winnipeg. This category was made obsolete as of Q4 2024.

Table 5



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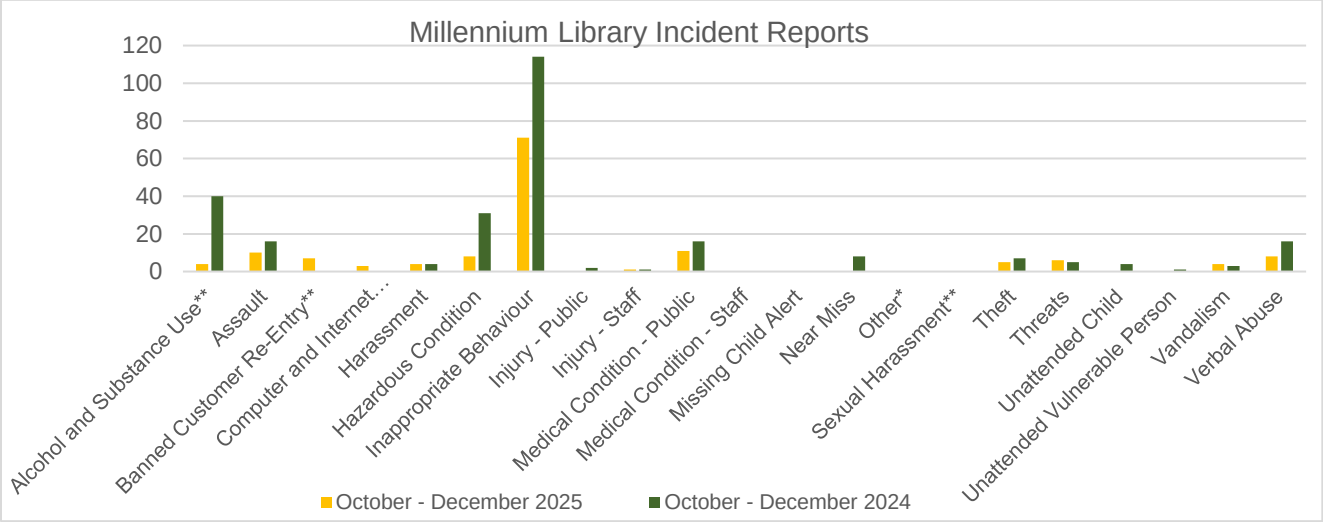

*Note: Other included but was not limited to: (1) banned customers attempting to enter library facilities who leave without issue; (2) library customers in heightened emotional/mental state who are de-escalated and assisted by staff; (3) false (fire) alarms and other facility-related issues generally caused by customers; (4) customers asked to leave the library facility due to behaviour/viewing inappropriate online content who do so without issue; (5) outside agencies including WPS approaching library customers for non-library related issues. This category was made obsolete as of Q4 2024.

**Note: The Incident Reporting System was updated in Q3 2025 to change Intoxication to Alcohol and Substance Use and add other incident types, including Banned Customer Re-Entry, Sexual Harassment, and Computer and Internet Misuse.

Referrals to Agencies:
Data on referrals to agencies are collected from two main sources:

1. The library's Community Crisis Workers, and

2. Library Service Assistants and Librarians working on frontline service desks at Millennium Library.

The library Community Crisis Workers make connections with customers in their offices, in the public areas of the Millennium Library, and in the public areas of other library facilities. Their work includes supporting individuals in navigating the library's services and identifying the need for referral(s) to social service and/or other agencies within the community.

Table 7a, below, provides the number of referrals, by type, made by the Community Crisis Workers to outside agencies and resources while working within the library branches (not including Millennium Library service desk statistics).

On January 1, 2024, reporting category changes were made to better reflect Community Crisis Worker interactions. This involved highlighting categories and collapsing others to better demonstrate customer requests. As a result, comparison data is available for the current reporting period and the fourth quarter of 2024, but not for periods prior to 2024.

Table 7b provides a year-over-year comparison of overall usage, highlighting the increase in referrals made by Community Crisis Workers for library visitors. As part of their regular duties, library staff at all frontline service desks within Millennium Library also manage referrals. Table 7b only captures the referrals made by Community Crisis Workers, which was a 160.6 percent increase from Q4 2024 to Q4 2025. For 2025 overall, the number of referrals made by Community Crisis Workers increased by 163.7 percent compared to 2024.

Table 7a

Winnipeg Public Library
Community Crisis Worker in-house Statistics

Resource Referral	Jan-Mar 2024	Apr - June 2024	July - Sept 2024	Oct - Dec 2024	Jan - Mar 2025	Apr - June 2025	July - Sept 2025	Oct 2025	Nov 2025	Dec 2025	Oct - Dec 2025
	TOTAL	TOTAL	TOTAL	TOTAL	TOTAL	TOTAL	TOTAL	TOTAL	TOTAL	TOTAL	TOTAL
Addiction support	9	12	9	12	28	9	28	22	17	26	65
Advocacy	2	15	20	17	26	21	14	5	2	2	9
Basic Needs (Food/Clothing/Phone)*	2	0	0	0	0	0	0	0	0	0	0
Bus Ticket/Transport	18	38	20	16	58	79	89	32	20	35	87
CFS	5	7	8	3	13	15	3	3	6	4	13
Clothing	7	1	5	6	8	12	7	4	5	3	12
Counselling	48	73	94	77	122	115	165	65	46	34	145
Disability (not in use)	0	0	0	0	0	0	0	0	0	0	0
Domestic violence	0	5	3	5	4	8	5	8	3	0	11
Education	8	14	13	11	25	24	26	4	3	1	8
Employment - General	30	26	38	31	70	81	62	25	9	7	41
Employment - Resume help	0	12	29	21	42	43	35	15	8	11	34
Food Security	67	73	105	64	116	153	195	64	60	49	173
Harm Reduction	0	1	1	5	9	4	4	2	3	0	5
Health Care	25	36	38	35	55	47	57	21	11	4	36
Housing and Shelters	63	95	102	63	146	168	136	62	44	24	130
Identification	15	11	18	13	47	35	22	12	6	10	28
Income security (EI, EIA, CPP)	61	27	65	49	153	81	60	21	20	17	58
Income Tax	31	26	21	11	62	69	40	9	17	5	31
Legal	11	18	26	23	51	65	32	15	8	16	39
Library Services	9	32	62	52	64	79	98	30	14	20	64
Mail Pickup	7	10	7	9	57	40	16	0	9	0	9
Mental Health Crisis	21	31	30	18	23	19	25	7	6	5	18
Newcomer/Immigration supports *(not income support)*	11	16	16	26	25	22	30	14	10	8	32
Phone	65	76	138	54	591	781	572	181	165	169	515
Print/Copy/Fax	17	20	23	10	53	72	73	26	31	17	74
Seniors supports *(not income support)*	6	29	28	11	7	18	34	16	12	8	36
Total	**538**	**704**	**928**	**642**	**1855**	**2060**	**1828**	**663**	**535**	**475**	**1673**

*Heading made obsolete for January 2024.

Table 7b

Total Community Crisis Worker in-house statistics					
Year	**Jan-Mar**	**Apr-Jun**	**Jul-Sep**	**Oct-Dec**	**Yearly Total**
2025	1855	2060	1828	1673	7416
2024	538	704	928	642	2812
2023	565	536	758	582	2441
Percentage difference - 2024 to 2025	**344.8%**	**192.5%**	**97.0%**	**160.6%**	**163.7%**

Table 8, below, provides the number of referrals by type, made to outside agencies and resources from within Millennium Library during the reporting period. All service desks within the Millennium Library report on these referrals as of January 2, 2025. Table 8 shows comparison data between referrals made by staff at Millennium Library service desks (283) in Q4 2025, and referrals made from within the Community Connections space in Q4 2024 from October through December 2024 (9507). This is a decrease of 97 percent.

Table 9, below, compares the total information questions recorded by staff at the Millennium Library service desks.

Resource areas that are in high demand include employment information, such as resume assistance, and basic needs, such as phone access, sending faxes, and email. Library staff assist customers by directing them to appropriate information and supports provided by other local agencies. Providing access to information can be the gateway for people to access housing, employment supports, food security, and meet other basic needs.

Table 8 shows that Millennium Library staff reported 283 community support referrals to outside agencies and resources in October through December 2025. In comparison, 9,507 referrals were reported in the fourth quarter of 2024. For 2025 total, Millennium Library reported 2,086 referrals compared to 30,867 referrals in 2024. This is a decrease of 93.2 percent overall.

Table 8

Millennium Library Service Desk Referrals

Agencies	Community Connections					Millennium Library - All Service Desks							
	Jan- Mar 2024 Total	Apr - June 2024 Total	July- Sept 2024 Total	Oct- Dec 2024 Total	2024 Total*	Jan - Mar 2025 Total	April - June 2025 Total	July - September 2025 Total	Oct- 25	Nov-25	Dec- 25	Oct - Dec 2025 Total	2025 Total
Addiction Supports	57	13	14	31	115	183	112	4	2	0	24	26	325
Advocacy	61	45	21	72	199	17	4	54	2	0	11	13	88
Basic Needs - P/U mail	48	83	100	100	331	10	2	0	0	0	0	0	12
Basic Needs - Phone	2113	2099	2219	3265	9696	59	60	29	0	1	3	4	152
Basic Needs - Print/Copy/Fax	578	1539	1485	1360	4962	127	26	111	32	34	31	97	361
Bus ticket/transport	134	60	52	90	336	34	12	16	4	4	2	10	72
CFS	8	14	10	16	48	0	13	0	0	0	0	0	13
Clothing	51	54	27	40	172	3	2	3	0	0	2	2	10
Counselling - general	239	595	610	652	2096	9	3	4	0	0	0	0	16
Domestic violence	8	10	8	10	36	0	10	1	0	0	0	0	11
Education	44	78	533	720	1375	12	1	14	5	0	0	5	32
Employment - general	159	175	210	169	713	48	38	37	16	6	10	32	155
Employment - resume help	80	165	159	162	566	22	54	28	7	6	8	21	125
Food security	129	108	231	265	733	7	5	7	0	0	1	1	20
Harm reduction	24	15	24	24	87	0	0	1	0	0	1	1	2
Healthcare	92	109	103	107	411	6	16	5	1	0	1	2	29
Housing and Shelters	548	596	413	512	2069	32	59	15	0	8	1	9	115
Identification	164	138	67	57	426	46	1	1	7	5	1	13	61
Income security (i.e.: EI, EIA, CPP.)	178	139	133	182	632	2	1	4	1	2	5	8	15
Income tax	189	135	83	66	473	84	42	63	8	6	6	20	209
Legal	65	76	78	105	324	18	5	8	1	1	1	3	34
Library Services**	737	1492	903	1396	4528	0	0	0	0	0	0	0	0
Mental health	88	32	32	47	199	17	2	3	0	1	1	2	24
Newcomer/Immigration (not income)	70	83	53	40	246	75	87	22	6	1	0	7	191
Seniors supports (not income)	22	31	22	19	94	1	4	2	1	3	3	7	14
Total	**5886**	**7884**	**7590**	**9507**	**30867**	**812**	**559**	**432**	**93**	**78**	**112**	**283**	**2086**

*Community Connections was open for full Millennium hours Sept. 3 to Dec. 31, 2024. As of January 2, 2025, Millennium Library reopened without the Community Connections space.

** Customers redirected into Millennium Library to obtain library cards, resolve library account issues, access library collections including language learning tools, access the printers, and receive assistance with in-depth reference queries. This heading was made obsolete with the closure of Community Connections as of December 31, 2024. For data on total customer inquiries, see Millennium Library Service Desk Statistics in Table 9.

Table 9

MILLENNIUM LIBRARY SERVICE DESK STATISTICS												
Service Desk	**Jan - Mar 2024**	**Apr-Jun 2024**	**Jul-Sep 2024**	**Oct-Dec 2024**	**TOTAL 2024**	**% of 2024 Total**	**Jan-Mar 2025**	**Apr-Jun 2025**	**Jul-Sept 2025**	**Oct-Dec 2025**	**TOTAL 2025**	**% of 2025 Total**
Children's	452	469	557	522	**2,000**	3%	809	676	800	612	**2,897**	5%
Community Connections*	6,197	7,889	7,590	9,541	**31,217**	51%						N/A
Circulation	1,554	1,646	1,048	1,094	**5,342**	9%	1,349	878	741	598	**3,566**	5%
ideaMILL	281	352	325	318	**1,276**	2%	366	222	184	394	**1,166**	3%
Information Services	3,326	2,789	2,634	3,516	**12,265**	20%	5,752	7,420	5,465	2,409	**21,046**	21%
Local History	471	438	472	456	**1,837**	3%	779	637	366	252	**2,034**	2%
Readers' Services	1,422	1,357	1,149	2,229	**6,157**	10%	6,640	6,469	6,319	5,020	**24,448**	43%
Special Services	306	111	208	303	**928**	2%	4,004	3,620	3,562	2,341	**13,527**	20%
TOTAL	**14,009**	**15,051**	**13,983**	**17,979**	**61,022**		**19,699**	**19,922**	**17,437**	**11,626**	**68,684**	

*Note: Community Connections statistics included both referrals and other questions.

Community Safety Hosts

Zoongizi Ode (formerly Fearless R2W) is the non-profit agency that oversees the Community Safety Host program. Persons Community Solutions (PCS) handles recruitment, training, and supervision of daily CSH operations. PCS was awarded a contract to provide Community Safety Hosts starting May 1, 2024, following a Request for Proposal process and evaluation.

Community Safety Hosts continue to play a vital role in de-escalating situations, building positive relationships, and providing a sense of safety among library staff and customers in the facilities in which they work.

Interventions and outcomes data are provided by PCS and the Community Safety Host program. According to PCS statistics, since the beginning of the Community Safety Host program, approximately 73 percent of Community Safety Host interactions in Library Services facilities reduced the severity of incidents and the number of times emergency services were called. These interactions include de-escalating emotionally elevated individuals, making connections to community agencies, administering naloxone, and other life-saving measures.

CSHs regularly refer library customers to agencies including:

- Manitoba Rent Relief
- Citizen’s Bridge
- Youth Employment Centre
- Naatamooskakowin
- Main Street Project (MSP)
- Downtown Community Safety Partnership (DCSP)
- N’Dinawemak
- Just a Warm Sleep (JAWS)
- Mount Carmel Clinic
- Opportunity for Employment
- Manitoba Housing

- Community Financial Counselling Services (CFCS)
- Connect2VoiceMail

There are numerous examples where Community Safety Hosts directly contributed to positive outcomes within Library Services. Many of the situations they face include real and potential aggression. However, there are also significant health and safety situations where their presence had a positive impact on safety for staff and customers. Community Safety Hosts have assisted customers in administering naloxone and/or first aid life-saving measures. The CSHs continuously provide a calming and supportive atmosphere, ultimately reducing the impact of heightened events on staff and other library users.

The following table provides information on Community Safety Host interactions in branches where they have been assigned (provided by PCS).

Table 10

Community Safety Host Interactions
Winnipeg Public Library

	Oct - Dec 2023	Jan - Mar 2024	Apr - Jun 2024 **	Jul - Sept 2024	Oct – Dec 2024	Jan - Mar 2025 ***	Apr - Jun 2025	Jul - Sept 2025	Oct 2025	Nov 2025	Dec 2025	Oct - Dec 2025 Total	Program Total
Hours:	3032	5868	3294	2661	3527	3215	6310	3573	1811	1565	1533	4909	36,389
Monthly tally of interactions	3968	3542	3800	2552	2434	1250	2896	4088	2012	1808	1032	4852	29,382
Number of Referrals:	391	833	634	360	440	272	422	624	295	327	203	825	4,801
Interactions reducing calls to EMS													
Emotionally Elevated	198	257	128	109	110	97	127	134	85	54	66	205	1,365
De-escalated	159	213	92	80	65	61	102	97	66	25	43	134	1,003
%*	80%	83%	72%	73%	59%	63%	80%	72%	78%	46%	65%	65%	73%
Naloxone/Narcan used:	7	15	11	25	1	0	15	0	0	2	0	2	76
Medicals:	17	15	11	25	6	6	16	14	4	4	0	8	118

*NOTE: The percentage of emotionally elevated interactions that were successfully de-escalated rather than having to contact Emergency Aid/First Responders.

**NOTE: Community Connection staffing shortage resulted in fewer open hours (CC) in June through September 2024, accounting for lower CSH hours.
***NOTE: The closure of Community Connections resulted in fewer CSHs on site, accounting for lower CSH 2025 hours. Community Connections always included two dedicated CHS.

FINANCIAL IMPACT

Financial Impact Statement Date: January 16, 2026

Project Name:
Winnipeg Public Libraries Attendance and Incident Quarterly Report (October, November, and December 2025)

COMMENTS:

There are no financial implications associated with the recommendations of this report. The report is to be received as information.

Ozzy Garrett, CPA - Jan 16, 2026
Ozzy Garrett, CPA
Manager of Finance
Community Services Department

CONSULTATION

This Report has been prepared in consultation with:

- Persons Community Solutions (PCS)

OURWINNIPEG POLICY ALIGNMENT

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

Goal: Leadership and Good Governance
Policy 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.

Goal: Good Health and Well-Being
Policy 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.

Goal: Social Equity
Policy 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.

- We will Honour Relationships and Reconciliation with Indigenous Peoples.
- 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 City employees have the knowledge, skills, and resources to help connect residents to needed support.

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: Kira Koop
Date: January 23, 2026
File No: CMS-2026-01

Attachment:
Appendix A: Library Code of Conduct