# CULC/CBUC Safety and Security Toolkit

December 2023

*This Toolkit was developed based on input and resources shared by CULC/CBUC Safety and Security Working Group members and compiled by Third Party Public Inc. A draft of this Toolkit was shared in October 2023 at the CULC/CUBC member meeting for review and comment, and suggestions to strengthen the Toolkit have been incorporated.*

*The intention of the Toolkit is to provide content relevant to most public libraries. As you review it, it's important to note:*

- *All libraries operate within their own context, and any use of this toolkit must consider a library's particular governance context whether provincial, territorial, regional, or municipal, and reflect the needs of the communities the library serves.*
- *In that spirit, this Toolkit is intended to serve as a catalyst for ideas and is not in any way intended to be prescriptive or imply that every library needs to implement everything in the Toolkit. Each library needs to select solutions that make sense for their system and the community(ies) they serve.*
- *Lastly, nothing in this document constitutes legal advice. All information that is not the copyrighted material of another party may be adapted and shared for non-commercial purposes; attribution to CULC/CBUC and/or the contributing library(ies) is appreciated. The shared documents are intended for internal use only.*

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# Executive Summary

Communities across Canada and North America are facing big challenges in accessing affordable housing, getting the services they need to address mental health and addictions issues, and recovering from the impacts of the COVID-19 pandemic. These challenges are seen and felt in many places, whether it be on public transit or in parks, in community centres or local businesses, and also in our public libraries.

Across Canada, public libraries are facing an unprecedented increase in the frequency and intensity of security and safety incidents in their spaces. While Canada's urban libraries are intentionally accessible and welcoming spaces for all residents – including those at risk – library facilities and their workers do not have the training or resources to address the serious mental health and addiction issues happening within library facilities across the country.

In an effort to support each other through these challenges, members of the Canadian Urban Libraries Council/Conseil des Bibliothèques Urbaines du Canada (CULC/CBUC) formed a Safety and Security Working Group.

This Toolkit was developed based on research, input, and resources gathered and shared by CULC/CBUC Safety and Security Working Group members. The learnings and ideas have been informed by library staff and management from across the county. Examples included here have been drawn from across Canada, including libraries large and small. Some are available publicly, and many are not. The generosity with which the resources are shared, and the work to compile them in one place, demonstrates the commitment that libraries have to addressing the challenging times we face at the same time as advocating to improve the situation for the better.

The intention of the Toolkit is to make the content relevant to most public libraries, and at the same time it recognizes that any use of this Toolkit must consider the particular context and community needs that each library serves.

Sections in the Toolkit focus on:

1. Patron expectations
2. Suspensions and other consequences
3. Legal considerations
4. Safety and security tools and strategies
5. Space design
6. Health and wellness
7. Training and professional development
8. Community resources and initiatives
9. Incident tracking and reporting
10. Recruitment
11. Advocacy

Each section is structured to include: why the section is relevant; where the section "fits" in the library journey; key considerations; and examples and templates from across the country.

This Toolkit is a "Living Document" and is intended to be a subset of the many different ideas, tools, plans, policies, procedures, practices, templates, etc. related to how to manage safety and security in libraries – it is intentionally not exhaustive. This Toolkit is also not a recommendation that all libraries implement everything included here, rather this is intended as a source of ideas and learning to inform the work that libraries will do to select solutions that make sense for their system and the community(ies) they serve.

Lessons are being learned every day and the contexts in Which libraries work are always evolving. Along with CULC/CBUC members, the Safety and Security Team will continue to engage members around this topic and be responsible for keeping the toolkit relevant and current.

# Introduction and Toolkit Overview

Communities across Canada and North America are facing big challenges in accessing affordable housing, getting the services they need to address mental health and addictions issues, and recovering from the impacts of the COVID-19 pandemic. These challenges are seen and felt in many places, whether it be on public transit or in parks, in community centres or local businesses, and also in our public libraries.

Across Canada, public libraries are facing an unprecedented increase in the frequency and intensity of security and safety incidents in their spaces. This has been the subject of media articles, conferences, and many conversations in libraries across Canada.

In response, members of the Canadian Urban Libraries Council/Conseil des Bibliothèques Urbaines du Canada (CULC/CBUC) came together and formed a Safety and Security Working Group to:

- promote learning, support and collaboration around safety and security in public libraries;
- develop this toolkit consisting of best practices regarding safety and security; and
- create an advocacy and communication strategy to raise awareness of the complex societal issues that public libraries are facing, reinforce the core mandate of public libraries and acknowledge our role as part of the solution, and identify the importance of multi-level government and organizational solutions.

This Toolkit was developed based on research, input, and resources shared by CULC/CBUC Safety and Security Working Group members and compiled by Third Party Public Inc., an organization dedicated to supporting collaborative, multi-stakeholder decision-making processes convened by governments and public agencies, including publicly funded organizations like libraries.

To create this Toolkit, the following methodology was used:

- All files shared by the CULC/CBUC Safety and Security Working Group were reviewed, including results from the CULC/CBUC Security Survey;
- From these files, key topic areas for the Toolkit were identified, and resources shared by the Working Group were organized to best align with these topic areas;
- Within each topic area, information was synthesized and summarized into a series of concise and accessible points that provide an overview of factors for libraries to consider; and
- Relevant examples were identified to demonstrate how a subset of CULC/CBUC members are approaching the work.

The intention of the Toolkit is to make the content relevant to most public libraries, and at the same time recognize that all libraries operate within their own context. As a result, any use of this Toolkit must consider a library's particular governance context whether provincial, territorial, regional, or municipal, and reflect the needs of the communities the library serves. This Toolkit is also not a recommendation that all libraries implement everything included here, rather this is intended as a source of ideas and learning to inform the work that libraries will do to select solutions that make sense for their system and the community(ies) they serve.

To support the ongoing sharing, learning, collaboration, and application of this Toolkit in different contexts, the Safety and Security Working Group envisions this Safety and Security Toolkit a "living" document that can and will be updated over time by CULC/CBUC members.

A CULC/CBUC Safety and Security Team will help ensure the momentum of the Working Group and the use and evergreening of the Toolkit continues

(see Draft Terms of Reference for the Team included as Appendix 1).

Sections in the Toolkit focus on:

1. Patron expectations
2. Suspensions and other consequences
3. Legal considerations
4. Safety and security tools and strategies
5. Space design
6. Health and wellness
7. Training and professional development
8. Community resources and initiatives
9. Incident tracking and reporting
10. Recruitment
11. Advocacy

Each section is structured to include: why the section is relevant; where the section "fits" in the library journey; key considerations; and examples and templates.

## Thinking about the Library Journey

Using a "journey map" is one way to communicate the different stages that are travelled through at the library when working to create a welcoming environment for all at the same time as keeping safety and security in mind[1]. For this toolkit, six stages have been identified, including:

- *Patron/Customer Experience,* which describes what happens in the library every day;
- *Social Development*, which focuses on activities designed to promote and support community safety and well-being;
- *Incident Preparation*, which focuses on the proactive implementation of evidence-based programs and strategies designed to reduce risk factors;
- *Incident Prevention*, which identifies and responds to current situations of risk to mitigate/reduce risk factors;
- *Incident Response*, which are urgent and reactionary responses to incidents that have not been prevented; and
- *Post-Incident Recovery*, which focuses on providing support and recovery for the people involved, including staff and customers, and a debrief on learnings.

Participants along the journey include:

- *Patrons/Customers* that access space, as well as programs and responsive services in a welcoming and supportive environment maintained through the Rules of Conduct (or similar policies);
- *Staff* that mediate the use of space, providing supports to customers and delivery of programs and services;
- *Managers* that guide, support, and work with staff to support both staff and customers;
- *Security* (as/if relevant) supporting staff; and
- *Community partners* that provide services, programs, and other supports in library spaces.

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

- *Rules of Conduct* that help support a welcoming environmental for all;
- *Community resources* that provide programming and services;
- *Training* provided to staff and security guards;
- *Joint Health and Safety Committee* (and/or other standing mechanisms for staff and management to work together on issues related to staff health and safety);
- *Emergency response services* (e.g., police, ambulance, fire) that are called if necessary in response to certain incidents; and
- *Support to patrons and staff* involved in incidents.

[1] This description of the library journey was developed collaboratively in Toronto by representatives of library staff (Toronto Public Library Workers Union, affiliated with the Canadian Union of Public Employees as local 4948), library management, Board members, community leaders, and City staff.

## Library Journey Map

Annotations **in pink** illustrate where the ten (10) sections of this CULC/CBUC Safety and Security Toolkit are most relevant along the library journey.

**Section 1. Patron Expectations** are set in the guidelines, policies, and rules of the library.

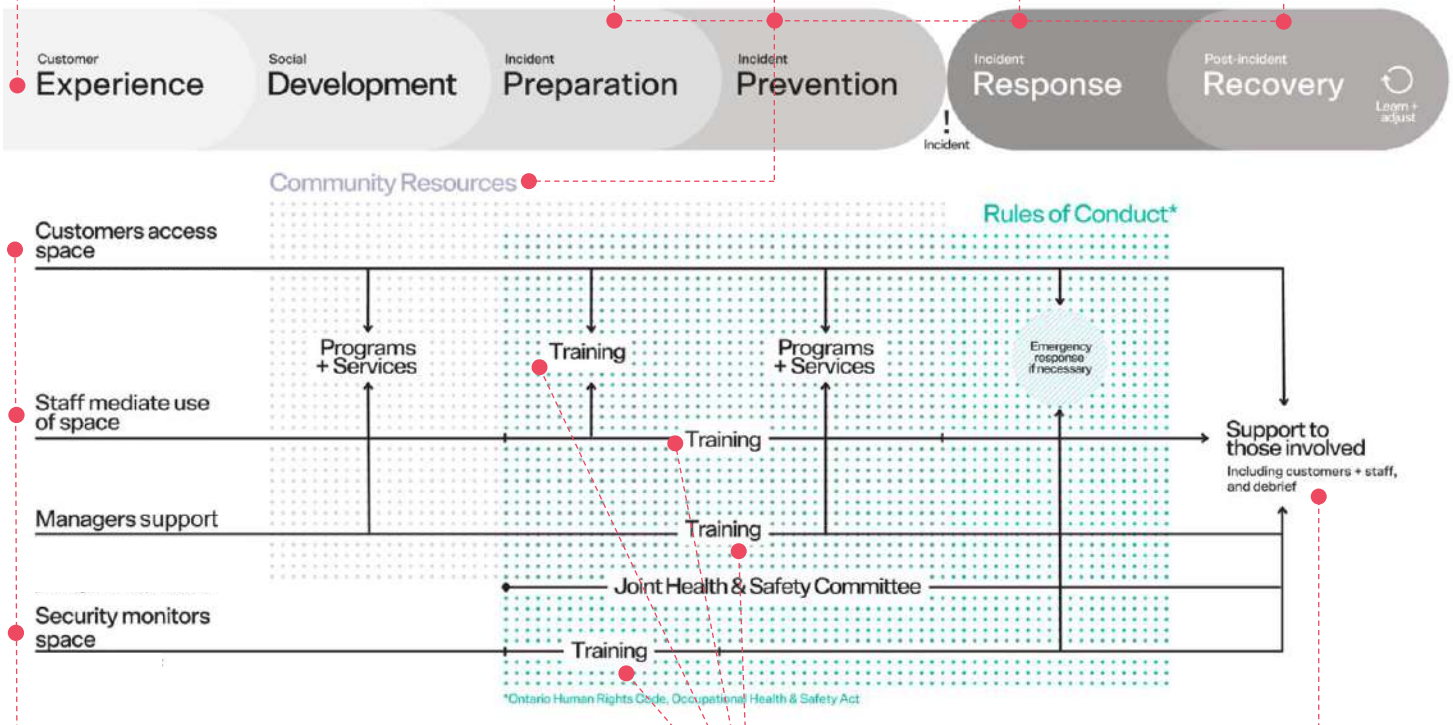
**Section 2. Suspensions and other consequences** provides guidance on how to respond when Patron expectations are not met.

**Section 3. Legal Considerations** are woven through multiple parts of the library journey.

**Section 4. Security Tools and Strategies** are used to prepare for, prevent, and respond to incidents.

**Section 7. Community Resources and Initiatives** include are relevant throughout the journey, and particularly supporting Social Development.

**Section 9. Incident Tracking and Reporting**




**Section 5. Space Design** describes the ways in which the physical design of library spaces can influence safety and security.

**Section 6. Health and Wellness** focuses on library employees.

**Section 7. Training and Professional Development** are core resources that support safety and security efforts in libraries.

**Section 10. Recruitment** provides guidance on hiring.

**Section 11. Advocacy** is an important collective opportunity and responsibility of CULC/CBUC members.

# 1. Patron Expectations

Patron expectations (referred to as Customer, User, Visitor, etc. in some libraries) set guidelines on what a patron's behaviours and responsibilities are in the library. These are important for patrons, staff, and security personnel because when an incident occurs, these guidelines also outline what the consequences are when expectations are not met. There are different ways and tools to organize and communicate patron expectations. Increasingly, libraries are taking a trauma informed approach where consequences increase based on the frequency of incidents and the severity of incidents. There are also processes in place for patrons to appeal suspensions.

## Where patron expectations fit in the library journey

Patron expectations are relevant the moment a patron approaches the library and continues right through to the incident response and post-incident recovery stages of the library journey. When an incident occurs in the library, staff and management need to have the tools and resources to properly address the incident. Patrons and staff can also expect that the library will debrief and learn from each incident and provide post-incident recovery supports.

## Key considerations

Different libraries have different names for what a patron's set of guidelines are, including Code of Conduct, Rules of Conduct, etc. These guidelines can be used to remind patrons of what is expected of them prior to or following the breaking of a guideline. They can also be used to justify a consequence once a guideline has been broken.

Libraries generally have similar patron guidelines; however, they are unique to each library system depending on the size, location and community served, that can include (but are not limited to):

- Being courteous and respectful to other patrons, staff, and library property;
- Being mindful of personal hygiene and wearing appropriate attire;
- Using library resources for their intended purposes; and
- Being responsible for those in your care, such as children.

### Examples and templates

Brantford Public Library Rules of Conduct are organized around three key items, including 1) Act Safely and Responsibly, 2) Be Considerate of Others, and 3) Be Respectful of the Space. Each item includes four or five additional points that provide guidance and details to library patrons on what the Rules entail. Ultimately it notes that the guidelines are in place for the safety of community members, visitors, and staff and to provide a welcoming space for the enjoyment of library services and facilities by all.

The Halifax Public Library outlines 4 key expectations within the Customer Conduct Policy: consideration for others, respectful communication, intentional use of materials and space, and respecting privacy when filming and photographing in the library.

The Greater Victoria Library frames the Responsibilities and Conduct of Library Users policy as a set of statements that all users agree to, such as "I agree to not engage in disruptive behaviour, such as creating excessive noise, or misuse Library property".

Conversely, the Mississauga Library's Code of Conduct is a series of requests for how customers behave, such as "we ask you to keep noise levels to a minimum".

The Toronto Public Library has a Rules of Conduct Policy that includes two parts. The first part, the Rules of Conduct Policy, sets the expectation that customers support a welcoming environment for everyone using the library. It also lists the behaviours that are unacceptable and may lead to an exclusion. The second part is the Exclusion, Appeals and Reinstatement policy. It describes how exclusions are administered, how appeals work, and how customers may request reinstatement following a 12-month exclusion.

## Code of Conduct policies

- Ajax Public Library
- Barrie Public Library
- Brampton Library
- Brantford Public Library
- Burlington Public Library
- Burnaby Public Library
- Calgary Public Library
- Edmonton Public Library
- Grande Bibliothèque of Montreal
- Greater Victoria Public Library
- Guelph Public Library
- Halifax Public Libraries
- Hamilton Public Library
- Idea Exchange _ Cambridge Public Library
- Kingston Frontenac Public Library
- Kitchener Public Library
- Lethbridge Public Library
- London Public Library
- Marigold Library System
- Mississauga Library
- Montreal's Grande Bibliothèque
- NB Public Library Service
- Oshawa Public Libraries
- Ottawa Public Library
- Pickering Public Library
- Red Deer
- Regina Public Library
- Richmond Public Library
- Saskatoon Public Library
- St. Catharine's Public Library
- Surrey Libraries
- Thompson-Nicola Regional Library
- Toronto Public Library
- Vancouver Island Regional Library
- Vancouver Public Library
- Vaughan Public Libraries
- Waterloo Public Library
- Winnipeg Public Library- English | French

## Advice on how to manage hostile communications

The Office of the Provincial Security Advisor in New Brunswick issued advice in January 2021 to support Government of New Brunswick employees dealing with hostile communications from members of the public. For example, for phone calls of concern, the Office asks employees to refer to the following points:

- No employee deserves to be treated abusively by a member of the public.
- It is natural to feel anxious or unsettled when speaking with an aggressive caller.
- Although anger from the caller may be directed towards you, do not take their words personally.
- Use your instinct to determine when a called has crossed the line. Indicators may include swearing, yelling, ranting, or making threats.
- Once the line is crossed, make the following statement (or one similar to it) and end the call: "I am now going to end this call as I feel your behaviour is inappropriate. You are welcome to call back in the future when you are willing to speak with us in a reasonable way."
- Similar guidance is provided for emails of concern and threatening communications.

## Responding to youth behaviours

The library is often viewed as a safe space for children to begin exercising their independence. The library is often the first place youth attend alone without their parents. There are unique considerations for managing the behaviour of unattended youth within library spaces:

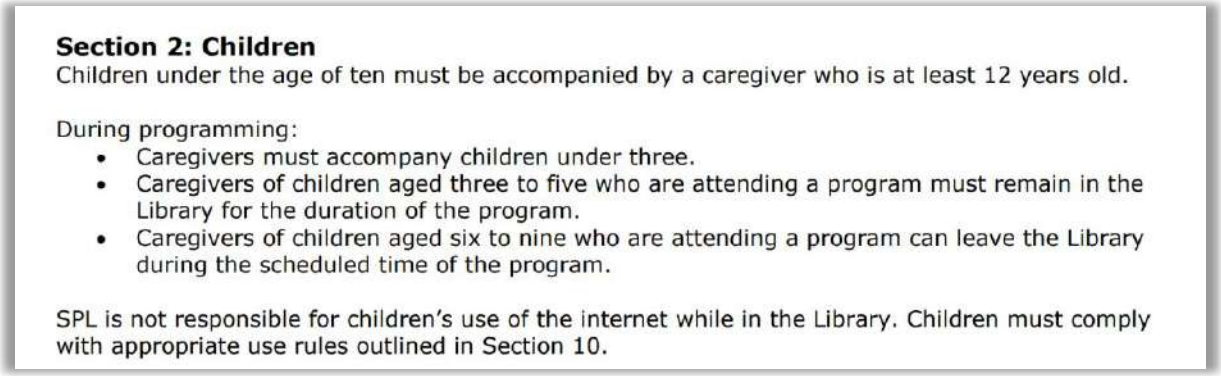
- **Conditions for the supervision of children** – Direct supervision of children is not a service libraries offer. Policies should outline the library's expectations for when it is or is not appropriate to leave a child unattended at the library.
- **Age as a mitigating factor –** When applying consequences for code of conduct violations, libraries may take the customer's age into account, and have differing consequence for children than adults.
- **When to involve parents** – for older children who attend the library independently, staff may not have a relationship with the youth's parents. When a behavioural incident occurs, the library may need to involve parents. Providing guidelines to staff about when and how to engage with parents is a strategy many libraries have adopted.
- **When to involve police or child protective services** – Recognizing the vulnerability of children, each province has laws that govern the expectations for ensuring the safety of children in the community. These laws override libraries' privacy policies and may require reporting of concerns directly to child protective services and/or the police. As a best practice, libraries should outline for staff when they are required by law to report situations they observe within the library to other authorities.

## Examples and templates

The Hamilton Public Library, in its customer conduct matrix, outlines escalating consequences for leaving children in the library without adequate care. For the first incident, a letter is issued to the parents or caregivers. Upon a second incident, a letter is issued, the police are notified, and the issue is referred to child welfare officials.

The Edmonton Public Library's customer conduct policy asks that staff support caregivers when dealing with young children who are unintentionally disruptive. The suspension policy also outlines the need for discretion when determining what consequences are appropriate for youth involved in an incident, such as allowing conditional usage of services if a parent or caregiver is available.

The Saskatoon Public Library outlines the conditions under which children may be unattended within the library:



**Section 2: Children**
Children under the age of ten must be accompanied by a caregiver who is at least 12 years old.

During programming:

- Caregivers must accompany children under three.
- Caregivers of children aged three to five who are attending a program must remain in the Library for the duration of the program.
- Caregivers of children aged six to nine who are attending a program can leave the Library during the scheduled time of the program.

SPL is not responsible for children's use of the internet while in the Library. Children must comply with appropriate use rules outlined in Section 10.

# 2. Suspensions and other consequences

Consequences are required when guidelines have been broken. Library staff need to enforce the consequences to provide a safe environment for all. Several of the resources highlighted in this toolkit can help staff determine what behaviour is acceptable within a library's policies, when to give out a warning and when to move on to a suspension. Using these resources can help staff implement warnings or suspensions in an objective way.

## Where suspensions and other consequences fit in the library journey

These are relevant throughout the journey of a library patron when expectations on their behaviour are not met.

## Key considerations

When developing, revising, or applying suspension policies, there are many factors to take into account. Topics libraries may want to consider include:

- The language used to refer to suspensions. Several terms are in use by different libraries, including exclusion (Toronto), suspension (Edmonton), and ban (Hamilton).
- Determine what infraction categories to track and what suspension length, if any, to assign to each. Some libraries assign minimum or maximum suspension lengths for certain infraction types. Libraries also may apply a sliding scale of consequence based on different factors (i.e., age, first or repeat offence, seriousness of infraction).
- Consider which level of staff is authorized to issue or confirm a suspension. In some libraries, it is the Chief Librarian or CEO while in others this is delegated to managers.

  Many libraries provide options for patrons to appeal suspensions. Questions to consider for appeals include the criteria for considering an appeal and the mechanism for hearing an appeal. The workflow for denying, shortening, or rescinding appeals is another consideration.

### Examples and templates

The Edmonton Public Library uses a chart to determine when an incident requires a suspension and includes a section on whose role it is to initiate the suspension conversation and who has the authority to suspend a patron. The chart below includes minimum suspension lengths for various offenses and their authority levels. Repeated offenses or offenses deemed to be more serious in nature may result in longer-term suspensions. Where the suggested minimum length states "up to", Managers may use their discretion in recommending a suspension length for their Director's consideration.

The Saskatoon Public Library's *Safe Use and Conduct Bylaw* governs the conduct of people who use and access library spaces, services, and programs for the safety of Patrons and Personnel. The Suspension Procedure provides guidance to employees dealing with violations of SPL's Safe Use and Conduct Bylaw and Managers faced with suspending a patron from library facilities and services. It also includes an example of how the Saskatoon Public Library's request for reinstatement works, which is:

- If a suspended patron requests an appeal, the employee contacts the Branch Manager.
- The Branch Manager, as well as an additional Manager or Senior Manager, meets with the suspended patron to resolve an issue or identify next steps. Recommendations are passed to the Senior Manager, Security for approval.

If the situation cannot be resolved at the local level, a suspended patron concerned about the

suspension of their Library privileges can ask that the matter be reviewed by SPL's Board of Trustees through the delegation process.

The Hamilton Public Library uses a conduct matrix to help differentiate an incident between a warning or suspension, and the length of time needed. It exemplifies how an incident progresses from a verbal warning to being suspended for one year. It also connects an incident to the rules of conduct that are being broken.

The Toronto Public Library manages consequences through the Exclusion, Appeals and Reinstatement policy. It describes how exclusions are administered, how customers may appeal an exclusion, and how customers may request reinstatement following a 12-month exclusion.

Toronto Public Library uses the following criteria when determining whether to grant an appeal or the reinstatement of Library privileges:

a. The safety of the public and Library staff and the circumstances surrounding the exclusion;
b. The past behaviour of the person making the application with regard to the Rules of Conduct;
c. The person's reasons for appealing his or her exclusion or seeking reinstatement, as well as other mitigating factors;
d. Where applicable, whether the person has reimbursed the Library for all expenses incurred as a result of the person's actions; and
e. Whether the exclusion procedures were applied in accordance with the provisions of this Policy.

Hamilton Public Library Example

| | No Letter - Branch Specific | | Requires Letter - System wide | | | | |
|---|---|---|---|---|---|---|---|
| Behaviour Type | Verbal Warning | Immediate Eviction (Day) | 2 Week Ban issued by Security | 3 Month Ban Issued by Chief Librarian | 6 Month Ban Issued by Chief Librarian | 1 Year Ban Issued by Chief Librarian | Contact Hamilton Police Service |
| Engage in any activity in violation of federal or provincial law, municipal bylaw or library policy. | Warning and/or ban dependant on the seriousness of the offence or policy violation. Most are explained in the following matrix. | | | | | | |
| Physical Assault | | | | | | X | X |
| Threaten violence with a weapon or produce weapon. | | | | | | X | X |
| Threaten Violence (verbal) | | | | X | | | X |
| Threaten Violence (verbal and physical gestures) | | | | | X | | X |
| Harass staff or other library users (1st incident) | | X | | | | | |
| Harass staff or other library users (2nd incident) | | | X | | | | |
| Use of insulting language or profanity. Level 1 | X | | | | | | |

Saskatoon Public Library Example

| Infraction | Minimum Suspension | Authority |
|---|---|---|
| **Excessive Noise & Disruption of Others**<br>Disrupting others in the library by yelling or making undue or excessive noise is prohibited. | 1 day suspension | Employees and security personnel in consultation with employees |
| **Sleeping**<br>Sleeping is not permitted in the library. | 1 day suspension | Employees and security personnel in consultation with employees |
| **Smoking & Vaping**<br>Smoking and vaping are prohibited inside the library and within three metres of an entrance. | 1 day suspension | Employees and security personnel in consultation with employees |
| **Alcohol or Drugs**<br>Carrying open alcohol or drugs, being under the influence of alcohol or drugs and using alcohol or cannabis is prohibited on library property. | 1 day suspension | Employees and security personnel in consultation with employees |
| **Verbal Harassment & Vulgar Language**<br>Verbal harassment or the use of vulgar language is prohibited. This incudes, but is not limited to: taunts, threats, swearing or yelling at, name calling towards employees, guards or patrons. | 1 day suspension | Employees and security personnel in consultation with employees |
| **Animals**<br>Only service animals are permitted in library buildings. All other animals are not allowed. | 1 day suspension | Employees and security personnel in consultation with employees |
| **Food & Drink**<br>Non-alcoholic beverages and food can be consumed in the library, except near computers or in Innovation Labs, unless posted temporary measures state otherwise. | 1 day suspension | Employees and security personnel in consultation with employees |

Edmonton Public Library Example

| Infraction | Minimum Suspension Lengths | Authority to Initiate and Communicate Suspension | Authority to formally Issue Suspension |
|---|---|---|---|
| Minor Disturbance including Computer Violations | Up to one month local | Library Staff | Service Point Manager, Library Services Coordinator |
| Intoxication (alcohol or drugs) - first infraction | One day local *(Repeat offenses will be three months or more system wide)* | | All Staff<br>Milner Security |
| Intoxication (alcohol or drugs) - repeated infraction | Three months system wide | Service Point Manager<br>Milner Security | Service Point Manager |
| Possession of open** alcohol or drugs - repeated infraction | Up to six months system wide | Service Point Manager<br>Milner Security | Director, Branch Services |

# 3. Legal considerations

Each library operates within a distinct set of legal and jurisdictional requirements, with different provincial laws and municipal regulations or expectations.

## Where legal consideration fit in the library journey

Though woven through multiple aspects of the library journey, legal considerations are primarily at play in the incident preparation and response parts of the journey. Understanding the legal framework your library must operate in is critical when designing policies and practices to guide staff through incident responses.

## Key things to consider

- *Disclosure and privacy.* Customer privacy is a core principle of librarianship and must be considered alongside incident management processes. Customer privacy needs to be balanced against the amount of information necessary to manage staff and customer safety.

- *Freedom of information/disclosure requirements.* Though details vary, each province has freedom of information legislation. Each library should understand the circumstances under which information recorded about incidents may be disclosed to external parties (including the people involved in an incident) and educate staff accordingly.

The best practice is to assume that the subject of an incident report may one day read it. Therefore, the description of the situation should be as factual, and objective as possible. Consideration should be given to how subjects are described in an accurate but respectful way. Additionally, in some provinces, OHS legislation may require an employer to disclose to employees if a customer may pose a risk of workplace violence.

- *Photography and video surveillance.* Many libraries have policies to guide the collection and retention of photography related to incidents. Policies need to address when to take pictures or rely on video surveillance of subjects, where to store such images, who can access them, and if/when they should be removed or disposed of.

- *Working with the police.* Police services are key safety partners for libraries. Policies and procedures may outline what type of situations warrant involving the police to help staff recognize situations when it is and is not appropriate to engage them. Additionally, libraries may consider outlining when personal information about customers may be disclosed to police/law enforcement. Different standards may be established for situations where the library requests assistance versus the police requesting information about a customer unrelated to a situation at the library (i.e. wanting to know what phone number or address is on file for a particular customer for a purpose unrelated to the library).

- *Trespassing.* Suspended customers do not always abide by the terms of their suspension. As each province has its own trespass legislation, libraries are encouraged to understand their rights for how to enforce a suspension for a trespassing customer.

## Examples and templates

The Pickering Public Library maintains photos of all suspended customers. Pickering includes hardcopies of photos in a binder at all locations and ensures all photos are shredded after the suspensions are completed.

The Edmonton Public Library applies a more limited approach to retaining images of patrons involved in incidents. Its customer privacy policy states that photos should be added to incident reports on an exception basis, and only for incidents in which staff or customer safety was threatened. Policies also state that photographs should not be taken if it risks escalating the situation and/or compromising staff and customer safety.

The Hamilton Public Library, within its behaviour response matrix, includes a column for which behaviours warrant contacting the local police (matrix below).

| | | No Letter - Branch Specific | | Requires Letter - System wide | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| Applicable Member & Service Commitment Expectation | Behaviour Type | Verbal Warning | Immediate Eviction (Day) | 2 Week Ban issued by Security | 3 Month Ban issued by Chief Librarian | 6 Month Ban issued by Chief Librarian | 1 Year Ban issued by Chief Librarian | Contact Hamilton Police Service | Refer to CRW | History of Violence List |
| 2 - Follow Library Policies & Procedures | Engage in any activity in violation of federal or provincial law, municipal bylaw or library policy | Warning and/or ban dependant on the seriousness of the offence or policy violation. Most are explained in the following matrix | | | | | | | | |
| 1 - Be courteous & respectful & 2 - Follow Policies & procedures | Physical Assault | | | | | | X | X | | X |
| 1 - Be courteous & respectful & 2 - Follow Policies & procedures | Threaten violence with a weapon or produce weapon | | | | | | X | X | | X |
| 1 - Be courteous & respectful & 2 - Follow Policies & procedures | Threaten Violence (verbal) | | | | X | | | X | | |
| 1 - Be courteous & respectful & 2 - Follow Policies & procedures | Threaten Violence (verbal and physical gestures) | | | | | X | | X | | |

# 4. Safety and security tools and strategies

There are specialized tools and expertise available to help enhance the safety and security in libraries and it's important that libraries be aware of these. It's also important to remember that the approach used when applying and implementing security measures can create barriers to those who would most benefit from library services –especially those that are excluded, marginalized, and underserved in our communities. The Canadian Municipal Network on Crime Prevention published a report in April 2023 that included both justification for, and criticisms of, increased surveillance and security measures. The boxes below highlight a few of the key points they raise.

## Where security tools and strategies fit in the library journey

Security tools and strategies are relevant to prepare for, prevent, and respond to incidents.

## Promoting De-Escalation Tactics

De-escalation tactics rely on purposeful actions.

- Remain calm: A purposeful demonstration of calmness and composure can enable de-escalation.
- Change the setting: If possible, remove people from the area. This could involve parties to the conflict and onlookers.
- Respect personal space: Maintain a safe distance and avoid touching the other person.
- Listen: Give your full attention, nod, ask questions, and avoid changing the subject or interrupting.
- Empathize: Present genuine concern and willingness to understand without judging.

## Creating a Safe Work Environment

Effective de-escalation tactics can be put in place before an incident even occurs.

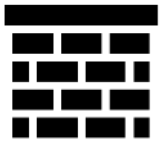
- If possible, regularly roam the floor to monitor patrons for signs of frustration, distress, or potential conflict. Addressing these concerns as soon as possible helps patrons feel seen and appropriately accommodated, reducing the likelihood of them resorting to inappropriate behaviour.
- Keep space around service points as clear as possible. This reduces the possibility that a patron can use loose objects as weapons or damage library equipment.

## Engaging Patrons

If a patron is already in an aggravated state, it is still possible to de-escalate the situation and reduce the likelihood of further conflict.

- Before engaging with them, take a moment to assess the situation, your own emotional state, and the potential need for further support from other staff, security, or emergency services. If necessary, take a moment to calm yourself before speaking to the patron.
- Be mindful of your body language and tone of voice. Stand a respectful distance (approx.. 1-2 metres) away with a relaxed posture and loose, visible hands. Maintain an appropriate level of eye contact and a neutral facial expression as you speak to the patron and listen to their concerns. Try to set the tone and volume that you want the patron to adopt in the conversation (quiet, calm, rational).
- Remain aware of the patron's body language. If you notice any signs of potential aggression, prioritize your personal safety by giving them space and planning an escape route if needed.
- Enter a scenario with the intention of gathering information unless it is an emergency. Listen attentively and acknowledge the patron's feelings. Patrons who are upset often want to have their experiences heard and validated. Ask clarifying questions that require them to

recall the sequence of events leading to the problem – this offers them an opportunity to explain themselves with less chance of further escalation. It is okay to agree with them or apologize to them if they have been treated unjustly but refrain from offering your own opinions on the incident.



## Opportunities in library branches co-located with other facilities

Library branches co-located within or next to other facilities may have additional opportunities for collaboration on safety and security. Possible areas include:

- *Information sharing agreements:* Libraries may develop information sharing agreements to share information between neighbours/other tenants about customers suspended by either party. Such agreements must take the library's privacy policy into account. Regular meetings to share observations and trends between collocated partners is a common strategy.

- *Shared security infrastructure:* In a shared building, security cameras, access and alarm systems may be shared without each entity separately administering their own. This may include cost-sharing agreements.

- *Security personnel:* In many cases, co-located services facilities offer opportunities to share security personnel. Libraries must weigh whether shared security personnel understand the unique values and mission of the library when considering such opportunities.

## Key considerations

There are many options when it comes to security tools and strategies. Things to consider when moving forward include:

- *Identify the big picture outcomes that are provoking you to reflect on safety and security*. What are your goals and objectives? What outcomes are you aiming to achieve? Consider involving staff, community partners, library supporters, union leadership and others in identifying priorities for this work.

  Some examples of goals and objectives could include:

| Sample Goals | Sample Objectives |
|---|---|
| Proactively prevent security issues through the built environment. | Complete a security audit at each location to understand the threat risk and a plan to address the audit findings. |
| Have security services that are responsive to the library's needs. | Hire or contract security guards and develop in-house training for guards. |
| Have the required policy, procedures, and guidelines to effectively address the strategy. | Review existing policy, procedures, and guidelines; identify any gaps; and fill gaps, as/if required, with new policy, procedures and guidelines. |
| Provide employees training to be able to address security issues and de-escalate patron interactions confidently and effectively. | Identify security training needs; recommend training programs to address needs. |

- *Assess risk.* Thinking about risk is often based on two pieces of information – the likelihood of a particular incident happening and how serious the consequence of that incident may be. Together, this information helps libraries understand and prioritize when corrective action is required. Unlikely activities with insignificant consequence are low risk. At the other extreme would be activities very likely to occur with critical or catastrophic consequences. These are high or extreme risk. Risk assessments can run on a sliding scale from full organizational

review to targeted reports on particular focus areas (i.e., location-specific, physical environment, workplace hazard assessments, security tools, etc.). It's important to think about how to strike the right balance between inputs (internal and external), approach, and desired outcomes. External experts and resources, as well as community data and information, can add valuable insight and perspective. See examples from both the Hamilton Public Library and Edmonton Public Library that follow.

- *Develop a workplan to achieve safety and security goals and objectives.* Key information in a work plan can include (but is not limited to), description of a task, the associated cost, who is responsible for the task, the start and end date of the task, outputs and deliverables related to that task, and the status of the task.

- *Consider budget questions*. Staff time, training, security equipment, social workers, and supplies to combat drug poisonings (e.g., naloxone kits) are all items related to safety that require resources. Costing these items to inform resourcing is important to acquiring the resources it needs to address safety and security priorities.

- *Consider equipment options and associated policies.* There are many safety and security-related equipment options that are available for libraries to consider. Many are already in use, particularly in larger library systems, as part of an overall strategy to promote the safety of visitors, staff, and community members. Examples include (but are not limited to): security cameras, security fobs to prevent public access to staff-only areas, and headsets to ensure continuous communication among staff.

- *Create incident procedures and reporting protocols.* Managing, reporting on, and documenting incidents is critical to identifying and tracking patterns of incidents and responses, and for learning. Having a structured approach is key, with a strong focus on specific, observable facts and avoiding speculation, judgement, and opinion. Some libraries use a more formal Incident Management Response System (IMRS). This is a standardized approach to emergency management that includes personnel, facilities, equipment, procedures, and communications operating within an organization. It identifies certain management functions that must be carried out, regardless of the number of persons who are available or involved in the emergency response. An IMRS maintains public confidence, is based on a set of core principles, and identifies roles and responsibilities for key staff.

- *Develop clear and concise materials to communicate key safety procedures to staff.* This communication is often tailored to the needs of specific safety and security situations, for example: how to respond to hostile communications, including phone calls of concern, emails of concern, and threatening communication; how to safely respond to a situation where pepper/bear spray has been used; how to administer NARCAN.

- *Develop job descriptions for in-house safety and security-related positions.* There are a range of different jobs and positions in libraries that are dedicated to supporting safety and security tasks. Larger systems create in-house positions.

- *Determine the need for dedicated library security guards.* Often contracted through an external vendor, security guards in libraries can be responsible for greeting patrons, provide directional support for programs and services, and act as the eyes and ears of library activity. They support staff by identifying potential issues to in-charge staff and working in tandem with in-charge staff to speak to customers violating the Rules of Conduct.

- *Develop a Safety Manual and/or Emergency Plan.* These are documents that identify a wide

range of potential safety issues and describe the library's procedures in responding. Examples of topics covered in these procedures include (but are not limited to): fire, evacuation, shelter in place (emergency shelter), medical, severe weather, flooding, building structure, demonstration/occupation, weapons and extreme violence, children at risk, personal safety/disruptive patrons, problems related to alcohol/drugs, physical plant/computer failure, break-ins/vandalism/theft, hold-ups/robberies, and bomb threats. Separate documents may be developed for specific circumstances, for example the Lock Down Procedure followed by the Winnipeg Public Library Main Branch, the Millennium Library.

## Examples and templates

### Job descriptions

There are many different examples of job descriptions to support safety and security in libraries.

The Senior Manager of Security (used at the Saskatoon Public Library) is directly responsible for all aspects of security at the library and is responsible for providing leadership, direction and delivery of the security strategy.

At the Toronto Public Library, in-house positions include Library Safety Specialists, a Manager of Public Safety, and a Manager of Welcoming Spaces. These positions work with the contracted security guards used in a subset of branches with the highest number of incidents.

Library Safety Specialist (LSS) positions focus on helping all patrons enjoy and use the library by compassionately assisting them in understanding and complying with library rules and policies, using a trauma-informed approach. In cases where patrons are unable or unwilling to comply with library rules and policies, the LSS will help to address and resolve rules of conduct violations and incidents by working with other library staff and guards, under the direction of in-charge staff. The LSS will also act as a liaison with law enforcement, social service providers and community groups, providing referrals to service and assistance, as appropriate. The positions work in pairs to cover shifts, taking day-to-day direction from the Library Service Manager and Branch Head responsible for the branches where the LSS is assigned. All LSS staff work as an integrated team with branch staff.

Kamloops uses Community Services Officers with duties that include, but are not limited to, addressing challenging situations, enforcing library rules and policies, theft prevention, emergency response and crowd control, and building patrol. The Community Service Officer enforces the library's Conduct of Library Patrols.

Calgary Public Library's Security Advisor provides security management oversight and information for library staff. They oversee the drafting of a security plan for the library and other locations, as required. They also aid in determining the next phase of partnership between CPL and the City with respect to security issues.

Winnipeg Public Library has a Community Safety Host program that is delivered in partnership with social enterprise, Persons Community Solutions and the non-profit, Fearless R2W. The program is an opportunity for young people aging out of care and those struggling with social support systems to enroll in an employment training program to create an alternative professional to conventional security services. Community Safety Hosts are supported to be trauma informed, with a priority on systemic harm reduction to create safer access through removing barriers and empowering others through education and support.

Winnipeg Public Library also has three Community Crisis Workers who are registered social workers, based out of the central downtown Millennium Library, and also supporting customers and staff at all 20 branch libraries. The five major responsibilities of Community Crisis Workers include:

1. Works with Library Administration, library staff, security, and other agencies to create a safe and welcoming environment for all library users.
2. Provides immediate short-term assistance, resource coordination and referral to vulnerable individuals and situations.
3. Conducts research in professional expertise and scope of work and provides information, reports and statistics related to vulnerable customers.
4. Provides training for Library staff and security working with vulnerable customers.
5. Works collaboratively with Library and outside staff to form relationships and ensure that vulnerable customers can access and use Library resources and services.

Additional examples of unique security positions in libraries include:

- Security Administration (London)
- Safety Coordinator (Vancouver)
- Safe and Welcoming Specialist (Regina)

## Emergency plans

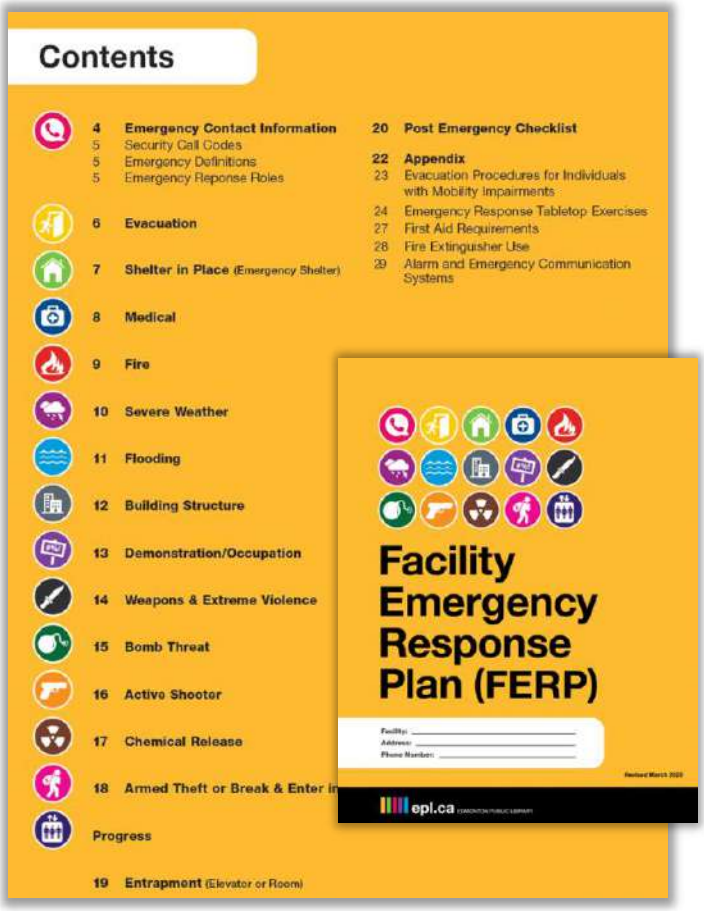
Most library systems have emergency plans. These plans relay information on different types of emergencies such as medical, fire, evacuation, weather, active shooters, chemical release and more. Library staff also have different approaches to communicating with each other during an emergency. Some libraries use codes. Below are a few examples of the emergency response plans some libraries have:

The Edmonton Public Library has an Emergency Response Plan (FERP) which outlines the organization's Emergency Operations and Incident Management Response System Structure. It describes the goals, objectives, basic strategies, processes, and mechanisms by which EPL mobilizes resources and conducts them in the event of an emergency. The Plan is always in effect to provide effective mitigation, response and recovery efforts in the event of an emergency. The Plan works in conjunction with the Facility Emergency Response Plan (FERP).

The Kingston Frontenac Public Library Safety Manual was last updated in March 2022 and includes 59 pages of guidance for library staff. It includes details and specific steps to follow when dealing with a long list of different types of incidents.

Brantford Public Library has incident procedures support staff at all stages of the incident, from the general guidelines through to how incidents will be documented and reported, as well as debriefing and follow-up required. Roles for staff, security, and a Person In Charge (Manager or a Duty Librarian) are clearly identified, as well as the role for the Police and Mobile Crisis Response Team. The types of incidents tracked include:

- *Damage/Vandalism* (e.g., intentional damage to equipment and buildings, after-hours vandalism discovered later).
- *Drugs/Alcohol* (e.g., visibly intoxicated individuals being ejected from the library, and




the discovery of drugs/paraphernalia either during or after use).

- *Injury/Illness* (ranges from minor injuries in the library to medical emergencies requiring paramedics).
- *Major Disturbance* includes incidents that result in the individuals being ejected from the library, cases where patrons refuse to follow staff direction, and situations where staff or others have felt at risk (e.g., ranges from threats directed towards someone specifically, to physical altercations between patrons).
- *Moderate Disturbance* (e.g., random outbursts of profanity or erratic behaviour, men entering the women's washroom, and minor patron disputes).
- *Patrons in distress* (includes situations where patrons disclose that they are in crisis and request assistance with contacting community supports).
- *Suspension* (includes ejecting suspended individuals from the library, often on a repeated basis, as well as providing notice to individuals that they have been suspended due to recent behaviour).
- *Theft* (includes attempted and actual thefts of library materials and patron belongings).
- *Unattended Children* (ranges from a parent being late to pick up a child, to repeated cases of a child being left alone, which triggers a call to children's services).

The Winnipeg Public Library partnered with the Canadian Centre for Child Protection to enhance safety protocols, reporting procedures, and staff training to protect children from sexual abuse and exploitation. The initiative also targets facility users through printed media that encourages people to notify staff of unusual behaviour, such as taking pictures of children without permission or other actions that make a reasonable observer uncomfortable.

## Policies for security equipment use

Many libraries have surveillance policies.

The Hamilton Public Library has a Security Camera Policy that was approved in November 2022 that sets out how the policy adheres to the privacy requirements set out in the Municipal Freedom of Information and Protection of Privacy Act. It also follows the guidelines set out by the Information and Privacy Commission of Ontario. Key elements of the Policy include:

- The policy purpose;
- Definitions;
- Policy details, including the authority of the Library to collect personal information;

- Planning considerations that the library reviews before deciding if a facility warrants security cameras;
- Direction on the design, installation and operation of security cameras;
- Direction on the notice of use of video systems;
- Identification of who is authorized to monitor camera feeds and review recorded information;
- How logs are kept and handled;
- The process for responding to requests to access security camera coverage, including law enforcement requests for access;
- How to handle inquiries from the public related to the security camera policy;
- Roles and responsibilities related to the Security Camera Policy, including the Chief Librarian, Direction of Finance & Facilities, Branch Manager, Personnel authorized to operate video equipment, and any Library employee that becomes aware of an unauthorized disclosure of a video record or other potential privacy breach.

## Policies for political use of library space

The public library is a foundational institution for informed and inclusive democracies, and it plays an important role in civic dialogue and debate.

The Calgary Public Library has an administrative policy for Political Use of Library Space. Key elements of the policy related to elections include:

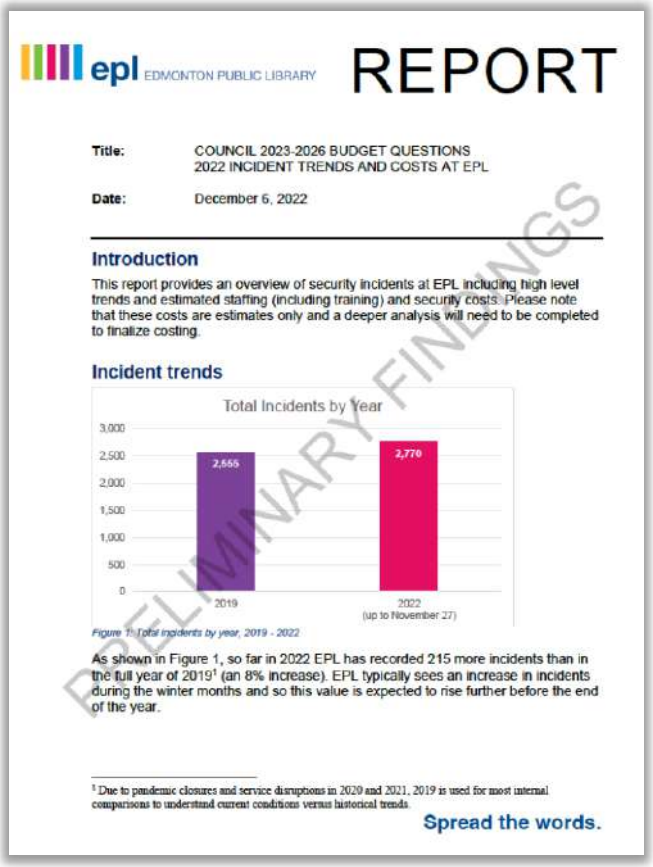
- CPL must always act and appear to act in a non-partisan way, especially during elections and referendums, while supporting the democratic process, freedom of expression, and informed discussion on political issues.
- The Library may engage in non-partisan activities that encourage political participation and voter awareness (e.g., using library space to serve as polling stations or to host all-candidate meetings or to host programs and discussions about relevant current issues).
- Posting or distributing partisan election or campaign material in Libraries or on Library property is not permitted.
- Once the writ is dropped (Nomination Day in municipal elections) no elected official or candidate from that level of government will be invited to speak or present at library events, except for at all-candidates meetings, until after the election has concluded. Candidates, political parties, and registered third-party advertisers may not book any library spaces for meetings or other activities related to the election underway.
- The Library's logo, slogans, or other intellectual property may not be printed, posted or distributed on any election-related campaign materials.

Key elements of the policy related to demonstrations and petitions include:

- The Library and its grounds are not available for use by the public for the purpose of distributing petitions or literature, canvassing, surveying, or protesting.
- Individuals who are conducting activities covered by this policy must not intimidate or harass library users; must not block, hinder, or impede travel to or from the Library, and must not disrupt the orderly operation of the Library and its services.

## How to report on security-related costs

In December 2022, the Edmonton Public Library reported on costs associated with security incidents at EPL including estimated staffing (including training) and security costs. The structure of the report (see preliminary findings below) provides one example of how to measure, organize, and communicate these costs.



epl EDMONTON PUBLIC LIBRARY **REPORT**

**Title:** COUNCIL 2023-2026 BUDGET QUESTIONS
2022 INCIDENT TRENDS AND COSTS AT EPL

**Date:** December 6, 2022

### Introduction

This report provides an overview of security incidents at EPL including high level trends and estimated staffing (including training) and security costs. Please note that these costs are estimates only and a deeper analysis will need to be completed to finalize costing.

### Incident trends



*Figure 1: Total incidents by year, 2019 - 2022*

As shown in Figure 1, so far in 2022 EPL has recorded 215 more incidents than in the full year of 2019[1] (an 8% increase). EPL typically sees an increase in incidents during the winter months and so this value is expected to rise further before the end of the year.

[1] Due to pandemic closures and service disruptions in 2020 and 2021, 2019 is used for most internal comparisons to understand current conditions versus historical trends.

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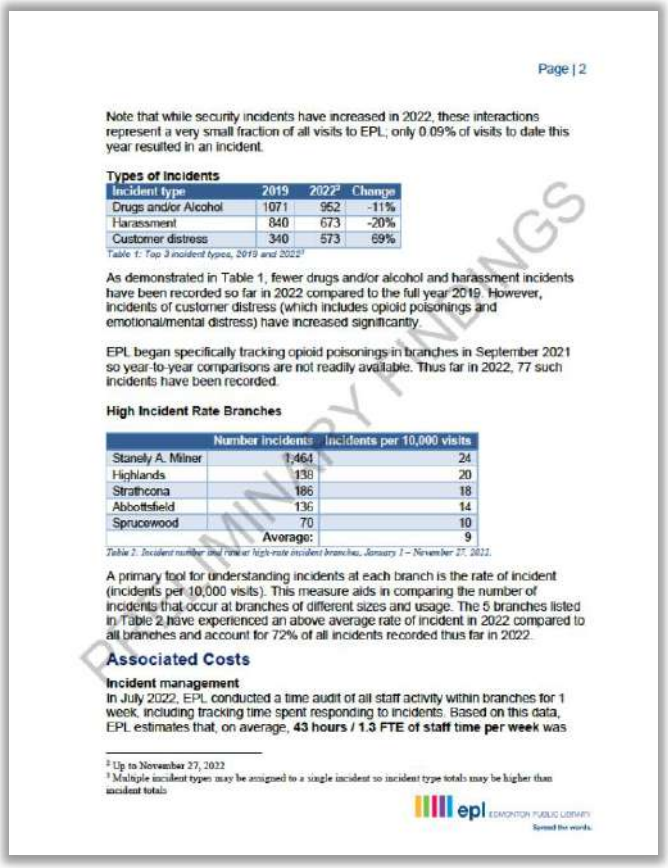
PRELIMINARY FINDINGS





Note that while security incidents have increased in 2022, these interactions represent a very small fraction of all visits to EPL; only 0.09% of visits to date this year resulted in an incident.

**Types of incidents**

| Incident type | 2019 | 2022[2] | Change |
|---|---|---|---|
| Drugs and/or Alcohol | 1071 | 952 | -11% |
| Harassment | 840 | 673 | -20% |
| Customer distress | 340 | 573 | 69% |

*Table 1: Top 3 incident types, 2019 and 2022[3]*

As demonstrated in Table 1, fewer drugs and/or alcohol and harassment incidents have been recorded so far in 2022 compared to the full year 2019. However, incidents of customer distress (which includes opioid poisonings and emotional/mental distress) have increased significantly.

EPL began specifically tracking opioid poisonings in branches in September 2021 so year-to-year comparisons are not readily available. Thus far in 2022, 77 such incidents have been recorded.

**High Incident Rate Branches**

| | Number incidents | Incidents per 10,000 visits |
|---|---|---|
| Stanely A. Milner | 1,464 | 24 |
| Highlands | 138 | 20 |
| Strathcona | 186 | 18 |
| Abbottsfield | 136 | 14 |
| Sprucewood | 70 | 10 |
| Average: | | 9 |

*Table 2: Incident number and rate at high-rate incident branches, January 1 – November 27, 2022.*

A primary tool for understanding incidents at each branch is the rate of incident (incidents per 10,000 visits). This measure aids in comparing the number of incidents that occur at branches of different sizes and usage. The 5 branches listed in Table 2 have experienced an above average rate of incident in 2022 compared to all branches and account for 72% of all incidents recorded thus far in 2022.

### Associated Costs

**Incident management**

In July 2022, EPL conducted a time audit of all staff activity within branches for 1 week, including tracking time spent responding to incidents. Based on this data, EPL estimates that, on average, **43 hours / 1.3 FTE of staff time per week** was

[2] Up to November 27, 2022
[3] Multiple incident types may be assigned to a single incident so incident type totals may be higher than incident totals

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Spread the words.

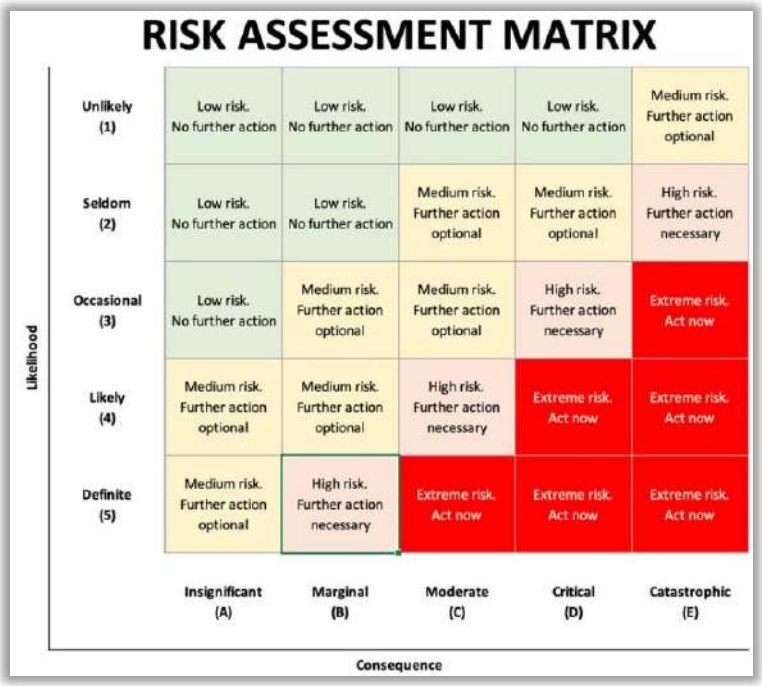
PRELIMINARY FINDINGS

## Assessing Risk

Different libraries use different structures to assess risk. The examples below were provided by different libraries, however important elements of the overall approach and concept are very consistent.

Edmonton Public Library uses a Hazard Assessment and Control tracking resource (see below) that assesses the severity of different hazard and the likelihood of different hazards associated with different tasks and activities in the library to determine a level of risk. They use that same resource to identify how the hazards will be eliminated or controlled. The graphic is an example of the risk of potential violence being experienced when performing customer service tasks along with legends explaining the notes in the table.

The Risk Assessment Matrix at right was provided by the Hamilton Public Library.




| Hazards | S | L | R | Controls | Date Implemented |
|---|---|---|---|---|---|
| List all existing/potential hazards (P – Physical, C – Chemical, B – Biological, PSY – Psychological) | S x L = R | | | List how the hazard will be eliminated or controlled using the Hierarchy of Controls (Eng – Engineering, Admin – Administrative, PPE – Personal Protective Equipment) | List the date the controls were put in place |
| P/PSY - Violence | 2 | 1 | 2 | **Admin** - Management of Aggressive Behavior Training; Violence and Harassment Prevention Training; CX Training, Mental Health First Aid Training | |
| | | | | **Admin** - Respectful Workplace Policy and Procedures; Workplace Violence Policy and Procedures; Customer Conduct Policy, Suspensions Short/Long Term | 1-Jan-20 |
| | | | | **Admin** - Contracted static security based at MNA; roving and requested scheduled security available to branches based on incident trends; mobile reactive security available to all branches upon request | 1-Jan-20 |

**Components of the Edmonton Public Library Hazard Assessment and Control tracking resource.**

The table above is an example of how Violence experienced when performing customer service tasks is assessed in the Hazard Assessment.

The two excerpts to the right show how the Severity and Likelihood of Occurrence are coded in the table, along with categories of risk.

| Severity (S) | Likelihood (L) |
|---|---|
| *How serious could the consequences be?* | *How likely is it going to happen?* |
| **3** – Fatality, permanent disability, or major property damage ($10,000 or more) | **3** – Highly likely to occur (if not controlled) |
| **2** – Lost time injury, illness, or significant property damage (over $5,000 but below $10,000) | **2** – Could occur (probable) |
| **1** – First aid, minor property damage ($5,000 or less) | **1** – Unlikely to occur |

| Risk (R) |
|---|
| *Calculate risk of hazards to prioritize corrective action* |
| **< 3 Low Risk** |
| **3 – 4 Moderate Risk** |
| **> 4 High Risk** |

# 5. Space Design

Space influences how welcoming the library is – think about the colour of paint on the walls, the lighting, the windows, the presence of tables, chairs, and comfortable seating, and a mix of areas designed more for one person versus groups of people. Space also influences safety and security in libraries. Space is an important component of the toolkit because the physical experience of staff and patrons influences how people act and interact when in the library. Space influences things like who-sees-what and who can be seen; the degree of privacy library users and staff can expect, the distance between library staff and between library users; the amount of time required to travel between destinations in the library; the degree of control the library has over how many people enter the library at one time, etc.

Crime Prevention Through Environmental Design (CPTED) aims to reduce crime and enhance public safety by designing and managing the physical environment in a way that discourages criminal behaviour through measures such as increasing visibility and natural surveillance, minimizing opportunities for crime through site design, and creating a sense of ownership and community involvement in the space.

## Where Space Design fits in the library journey

Space design is relevant at all stages of the library journey.

## Key considerations

Things to consider when designing spaces include:

- *When to implement the space design-related decisions.* Major elements of space design relevant to safety and security can be incorporated when building new spaces and when renovating existing spaces. Significant improvements can also be made by adjusting existing spaces to support key considerations like better sightlines, fixed and/or more durable seating, etc.
- *Where to implement*. Space design relates to several different aspects of space in the library. Safety and security can be influenced by design decisions about things like:

    - Sight lines, with an effort to avoid blind corners or creating spaces that don't provide "eyes" on the space.
    - The number of entrances to the library, recognizing that fewer are easier to control.
    - Placement and height of shelving.
    - Placement of staff service points, with an effort to site them closer to where incidents may arise. For example, are staff typically located at or near a service point or are they consistently roving throughout the building with support tools (e.g., tablets, phones).
    - The configuration of washrooms, including the opportunity to remove the requirement for a door, moving to universal washrooms, and limiting single stall washrooms.
    - Study rooms are all glass or built with glass doors to ensure sightlines into the space.
    - Distance computer workstations from each other to avoid users getting into each other's personal space.
    - Lighting audits to ensure visibility in the space.
    - Adding passive and mediated programming to animate spaces.
    - Shaping traffic flow with furniture. Couches and other lounging placed within easy view of service desks. Single occupant furniture is preferred. Remove furniture form "hidden nooks" and move into more easily monitored spaces.
    - Sound baffling absorbs some sounds and can reduce volumes in spaces with higher noise levels.

- Avoid hostile design elements such as slanted or sectioned benches.

- *Where to ask for help*. There are experts in environmental design that can help inform space design decisions.

## Examples and templates

The Kitchener Public Library conducted a CPTED assessment which led to several recommendations that identified opportunities for natural surveillance and access control, including:

- Turning library stacks perpendicular to the public corridor and circulation desk.
- Installing a large mirror on the blank corridor wall opposite the circulation desk.
- Rearranging the study carrels from an unbroken, continuous row of units located at the end of the book stacks to a series of strategically placed, independent units that maximized natural surveillance of the aisles in the newly arranged stacks.
- Designating the secondary, rear stairwell as a fire route so that the door could be signed as a fire exit in the closed position, which requires patrons to use the main door and walk past staff areas.

As an example, the Edmonton Public Library conducted a study of their Sprucewood Branch (see Appendix 2) in 2023 resulting in several concerns being identified and recommendations related to Crime Prevention through Environmental Design (CPTED) being developed in response. Concerns included things like frequent loitering around the property, aggressive behaviour that is unpredictable towards staff, frequent and increased needle and substance use in and around the building, inappropriate use of the bathroom facilities, individuals going into staff only and non-public areas, individuals sleeping in the front entry, and bike theft. Highlights of the CPTED recommendations include:

- Converting large open spaces into areas of positive animation through things like creation of a garden that also engages the community in activities, installation of benches or garden boxes, which can also be used to control flow of people coming and going from the building.
- Moving bike racks to the front of the building.
- Keeping areas well maintained and working with adjacent properties to encourage them to do the same. A well maintained property makes it easier to identify when something is out of the ordinary.
- Locking of dumpsters.
- Opaque covering of some windows, where suitable (e.g., alongside children's program room).
- Relocation of the staff interior space to improve sightlines.
- Open concept washrooms, with gaps at the bottom and tops of doors. A washroom attendant is also an option.

The Toronto Public Library thinks about safety and security through a detailed design process for branches. This includes open sightlines, placement of shelving, height of shelving, and placement of staff service points with respect to potential "trouble" areas (e.g., washrooms, stairwells, emergency exits, entrances, study rooms, public workstations, and other areas where potential incidents may arise). More specifically:

- TPL has developed standards for height of shelving. Shelves in children's areas are 52" high and anywhere else that reduced height can be accommodated. When necessary, shelves are capped at 67".
- TPL washrooms are also designed with safety in mind. With the exception of single use/family washrooms, TPL builds multi-stall washrooms that are configured not to require a door.
- Cameras are installed throughout the library at key points. Study rooms are all glass or built with glass doors to ensure sightlines into the space. Efforts are made to avoid blind corners or creating spaces that do not provide the ability to have "eyes" on the space.

- Based on data gathered through review of incident reports, TPL now designs computer workstations that are distanced from each other to avoid creating situations where customers getting into each other's personal spaces.
- In terms of process, TPL reviews the branch layout with the branch head and with branch staff to capture input and potential concerns staff may have with the layout and incorporate the feedback into the design.

Winnipeg Millennium Library

Winnipeg Public Library transformed a former coffee shop in the lobby of the downtown Millennium Library into Community Connections, a space where visitors can connect with information and social services to support their basic needs. The space applies anti-oppressive, trauma-informed and harm reduction principles. Visitors can meet with the library's Community Crisis Workers and library staff. Plus, they can connect with visiting community agencies and organizations that also provide services in the space.

Calgary Central Library

Halifax Central Library

Halifax Central Library

# 6. Health and Wellness

While the number of incidents, and particularly very serious incidents, are comparatively low in libraries, their intensity and frequency have increased over time and the impact can range from feeling unsafe to a traumatic response. As a result, factors contributing to the health and wellness of library employees are an integral part of this safety and security toolkit. Labour unions across the country are also concerned about the impact of safety and security issues on library workers.

Two studies highlighting key issues include:

- A 2023 study by the Canadian Union of Public Employees (CUPE) found that among library workers, 78% had experienced verbal abuse, 71% had witnessed violence, 50% had experienced violence, and about 40% had experienced sexual harassment or threats of physical harm (see Evidence Brief: Approaches to Public Library Safety, Canadian Municipal Network on Crime Prevention). These experiences have significant impacts on feelings of safety and have led to growing concerns regarding workplace safety.

- In 2020, The Canadian Journal of Library and Information Practice and Research published a paper titled *The Public Librarian Low-Morale Experience: A Qualitative Study* and it points to overwork, mission creep, and understaffing as compounding what the general public believes librarians traditionally have done and by their notions of what else librarians should be doing in light of technological advancements, market and industry disruptions, and a lack of community and/or social services. This study identifies opportunities for a deep look at how communities, their political leaders, and library leaders perceive the value and the roles of the people working in their community libraries. Opportunities for empathetic, authentic, and servant leadership are identified.

There are several resources available to support health and wellness of library employees. These resources are supported by, but distinct from, the training and professional development resources related to safety and security that are included in Section 6 – Training and Professional Development.

## Where Health and Wellness fits in the library journey

The health and wellness of library staff is a key priority throughout the library journey, and particularly to the Incident Prevention, Incident Preparation, Incident Response, and Post-Incident Recovery stages.

## Key Considerations

- Health and wellness are influenced by the system in which library employees work. Two-way communication between management and staff is critical to keeping information flowing, strengthening trust and understanding, and working collaboratively to understand and address safety and security challenges.

- Equity, diversity, and inclusion is integral to health and wellness. As described by the Calgary Public Library, “Everyone should be able to realize their potential at CPL. Everyone has a right to feel respected, safe, and included within the Library and community. To ensure that, we must work to eliminate societal barriers to full inclusion in our programs, services, internal operations, and institutional culture. We have a responsibility to create and maintain an environment of equity, diversity, inclusion, and dignity in all spaces we occupy and in all aspects of our community role. We continue to listen, learn, and act in collaboration with the City of Calgary and community partners.”

- Serious events can have a significant impact on all involved. Recovery supports and coping strategies are important to supporting employees following an incident.

- Systems for clear communication between library employees and library management are critical to ensuring an ongoing, open, two-way flow of information related to safety and security issues.

## Examples and templates

### Job descriptions

There are many different examples of job descriptions to support health and wellness in libraries.

The Calgary Public Library has a Safety & Wellness Officer position responsible for recommending, contributing to and implementing the Library's philosophy and strategy with respect to safety, wellness and disability to ensure they move the organization closer to achievement of vision, mission, values and business objectives.

Specifically related to safety and wellness, the responsibilities of this position include:

- Monitor and ensure compliance with applicable Safety Legislation and CPL's safety program.
- Develop and implement health and safety strategies to promote a safe workplace.
- Active participation as the Co-chair on the Joint Health and Safety Committee.
- Develop, recommend, implement and lead in-house health and safety communications and training programs.
- Maintain and monitor WCB claims and reporting; identifies and recommends areas for improvement.
- Maintain organizational safety records, identifies trends and make recommendation to promote a safe workplace.
- Provide expertise in conducting safety investigations and inspections as required and recommends preventative measures.
- Develop and provide for wellness and employee assistance programs to support the library's effectiveness.
- Provide services to enable employee success while maintaining the well-being of the library.
- Coordinate a range of occupational health and wellness services such as pre-placement health assessments, ergonomic assessments, vaccinations, and health promotion programs.

Related to disability management, the responsibilities of this position include:

- Develops and leads a progressive health and disability management program with a focus on wellness, prevention and return to work processes for both occupational and non-occupational disability claims.
- Designs and delivers education and training initiatives and works with return to work stakeholders to review and develop relevant policies and procedures.
- Ensures accommodation and graduated return to work programs are in place to meet the needs of disabled employees.
- Integrates the basic benefits program with disability management.

### Internal Communications

There are many activities that many libraries implement to create and maintain a strong culture of open communication within the library team. From meetings to town halls, these touch-points are important to the relationships needed to support health and wellness at work in the library.

The Toronto Public Library has several internal mechanisms it uses to support communication on safety and security issues with staff, including:

- Regular all-staff virtual town hall meetings which include updates on safety and security, along with an open Q&A session where staff

can ask questions of the senior management group. Sessions are recorded so staff can view the town halls at any time.
- In 2023, TPL has been holding in-person branch town hall meetings at branches with high rates of incidents, with a focus on safety and security.
- TPL is also in the process of implementing a new site on the library intranet where staff can find updated information on safety and security and associated action plans that are underway.
- Safety and security topics are included as standing items in monthly Labour Management Committee meetings, and quarterly Labour Strategy Committee meetings with senior union leaders.

For resources to support the health and wellness of library employees, several organizations have workplace wellness or employee assistance programs available for access. There are also a wide range of other resources available to support health and wellness, including:

Crisis Services Canada's Plan for Resilience – Workplace Edition for Leaders, Employees and Self-Employed. The focus of the toolkit is on developing personal resilience, helping people move from merely surviving to actually thriving. It examines choices for dealing with stress and adversity, including:

- Accept the things and people you really cannot change.
- Avoid unnecessary stress by learning how to say no and stick to your boundaries.
- Shift your external environment in some way so the stress is reduced or eliminated.
- Adapt your internal thought processes.

Workplace Strategies for Mental Health, an initiative of Canada Live. There are three main objectives, including:

1. Increase knowledge and awareness of workplace psychological health and safety;
2. Improve the ability to respond to mental health issues and work; and
3. Turn knowledge into action through practical strategies and tools for employers.

My Workplace Health has a Psychological Health and Resiliency Toolkit designed to give individuals strategies for enhancing their psychological health and resiliency. Resources are provided on: managing stress, automatic thoughts, behavioural goal setting, breathing exercises, gratitude, meditation, and sleep hygiene.

Homewood Health has a similar resource, *Experiencing a Traumatic Event: Recovery and Coping Strategies*. It reviews possible reactions to traumatic incidents and answers questions such as: Are these reactions "normal"? Do these reactions always occur right after the event? Is there any way to avoid these types of reactions? What can you do?

The Crisis and Trauma Resource Institute (www.ctriinstitute.com) has a Crisis Response Checklist. It notes the emotional impact that follows situations of high intensity and identifies what needs to happen as part of the initial response, responding to the emotional needs of those impacted, and what to do after the initial crisis response.

# 7. Training and Professional Development

Libraries are a critical infrastructure within our community to ensure equitable access to information, resources, and learning opportunities. Library staff are important and skilled facilitators in reducing barriers and creating connections that support individuals to explore, grow, and connect with those things throughout a journey of lifelong learning. These responsibilities are distinct from that of shelter support workers, social workers, mental health and addictions workers, police, medical care professionals, and others community and social service supports.

Within the scope of safety and security, Library staff are trained to address and manage incidents that arise in libraries, and have tools developed specifically to guide library users on what is acceptable behaviour (e.g., Rules of Conduct). This section identifies specific training and professional development actions that libraries can think about to strengthen their approaches to safety and security.

## Where Training and Professional development fit in the library journey

Training supports staff, management, and service providers in the library, including security guards. Safety and security related training is relevant at all stages in the library journey, starting with welcoming patrons and through to preventing, preparing, responding to, and recovering from incidents.

## Key considerations

There are many different types of training available. The list below highlights some of those most relevant to increasing the capacity of libraries to prevent, prepare for, and respond to safety and security issues:

- Anti-oppression and anti-racism
- Cultural competency
- Human rights
- Non-violent crisis intervention (and de-escalation)
- Mental health first aid
- Substance awareness
- Overdose intervention (e.g., Naloxone)
- Trauma-informed approach to customer service
- Security personnel training and onboarding to the library's values, customer service framework, expectations and post orders/instructions (security officers should ideally have training/background in: customer service, de-escalation instead of in profiling as well as cultural competency, mental health first aid, drug/substance abuse awareness, overdose intervention)
- Psychological safety and supports
- Crisis response
- Job Descriptions, postings and interview questions that recruit folks that have the right fit

## Examples and templates

The following courses are currently used by one or more CULC/CBUC libraries:

**Working with homeless customers**
- Ryan Dowd's Librarian's Guide to Homelessness.
- Managing Hostile Interactions.

**Crisis intervention and descalation**
- Non-Violent Crisis Intervention
- Verbal Intervention.
- Workplace Violence Prevention & De-escalation Training. Management of Aggressive Behaviours
- Anti-Oppressive De-escalation Skills
- De-escalating Potentially Violent Situations

**Trauma informed service**
- Intro to Trauma Informed Care
- Trauma-Informed Care

**Mental Health**
- Mental Health First Aid
- The Working Mind

**Debriefing**
- Low Impact Debriefing For Frontline Workers
- Critical Incident Group Debriefing

**Self-care for staff**
- Wellness Strategies: Stress, Compassion Fatigue, and Resilience
- Psychological PPE
- Key Tools to Safeguard Your Wellbeing

Saskatoon Public Library has a Situational Awareness training for employees that is designed so that by the end of the training participants will have learned:

- **4 Steps to Situational Awareness.** Observation – Asses the situation. Orientation – What is around you. Decision – How should you approach the situation. Action – What will your response be.
- **De-escalation Tactics.** Tactics for trying to stop a situation from escalating.
- **Patron Behavior.** How to monitor and address the actions and behaviors of patrons in the library.
- **Safe Use and Conduct Bylaw.** When and how to ask someone to leave if their conduct has breached the bylaw.
- **When to Disengage.** When to remove yourself from a situation and call for assistance from a guard or emergency response.

The Calgary Public Library has a psychological safety and security learning path for all staff that includes curated courses that focus on:

- **Psychological health and safety**. Learning objectives: shared understanding of psychological safety, risk factors and strategies to improve safe culture. 13 factors of psychological safety are explored.
- **Safety and security at the library**. Learning objectives: Understand Library security policies and process, as well as how to address and respond to key incidents.
- **Working with upset customers**. Learning objectives: learn practical skills in a customer service setting to de-escalate conflict.
- **Engaging with vulnerable people**. Learning objectives: Develop empathy and understanding to interact respectfully with vulnerable populations. Apply learning to key library scenarios.
- **Crisis de-escalation**. Learning objectives: Develop practical skills to assess and react safely with scenario-based training. Develop self-care tactics. Explore the principles, strategies and techniques used in de-escalation, along with the effects challenging interactions have on mental health.
- **Mental health first aid**. Learning objectives: This is the help provided to a person developing a mental health problem, experiencing a mental health crisis, or a worsening of their mental health.
- **Active bystander training**. Learning objectives: Learn to assess incidents and steps to ensure personal safety and care for the victim.

Toronto Public Library training and professional development initiatives include:

- **Rules of Conduct training** to all levels of staff to support them in administering the policy. The training uses case studies based on actual incidents to help staff understand how to respond to customers about our policy. Examples are provided on what to say and the approach to use when delivering the message.

- Approximately twenty staff and managers are certified as trainers through the Crisis Prevention Institute to deliver **Verbal Intervention training**. Staff attend a three hour e-learning module delivered through CPI's e-learning system and then a four hour live session with our trainers where staff review the theory in conjunction with case studies that reflect our public service environment. Again, examples are provided on what to say and the approach to use when delivering the message.

- With the Canadian Mental Health Association (CMHA), TPL offers a session called **Face to Face: Serving Library Customers with Mental Health Challenges**. Topics include definitions of mental health and mental illness; myths, social stigma, and human rights issues; major signs and symptoms associated with different kinds of mental health illnesses; and broad guidelines on how to communicate and help someone experiencing symptoms of mental illness. The session also includes public library-specific case studies and helping customers in the context of TPL's policies.

- A session called **Developing Resilience** is offered that examines burnout, compassion fatigue, trauma, and vicarious trauma as well as strategies to manage these.

- **Mental Health First Aid** is another training that libraries provide, along with how to deliver trauma-informed library service.

# 8. Community Resources and Initiatives

Community resources and initiatives take many forms in libraries. This toolkit focuses on two areas:

- Relationships between libraries and other organizations in the community to mutually support each other's mandates; and
- Hiring non-traditional library roles, with community support.

## Where Community Resources and Initiatives fit in the library journey

Community resources and initiatives are relevant throughout the library journey, from social development to post incident recovery.

## Focusing on Community Partners

"Partnerships have great potential to expand your library's capacity to offer more, reach broader audiences, and leverage your resources. As libraries continually seek new ways to stretch their budgets, partnering is a valuable option to consider."[2]

Specifically for safety and security, there are many organizations where library patrons may benefit from referrals to services and/or organizations that may be interested in coming to the library to connect with the people they serve. Examples of community partners that have the potential to be important relationships for libraries include:

- Youth programs;
- Seniors services;
- Child and family programs;
- Faith-based agencies;
- Arts and culture programs and services;
- Mental health service providers;
- Community health services;
- Housing and homelessness supports;
- Employment and training;
- Organizations serving Indigenous voices;
- Food and emergency services;
- Literacy services;
- Newcomer services;
- Legal services;
- Emergency service providers;
- Local community groups; and
- Many others.

These relationships can be formal or informal, depending on the unique community context of each library.

### Examples and templates

For more formal partnerships, the Kingston Frontenac Public Library has a Community Partnerships policy that provides staff with guidelines to assist in the identifying, prioritizing, and developing partnerships with community agencies, and to inform the public about the principles and criteria by which these decisions are made.

- **Community Partnerships** are defined as a formal arrangement between the library and one or more community partners in which all partners are working together to achieve identified, shared goals to benefit the community.
- **Collaborative Relationships** are defined as the informal sharing of information, knowledge and skills between partners, and with partners' patrons and clients.
- **Community Partner** refers to not-for-profit groups, agencies, institutions, businesses and other organizations at the municipal, provincial, or national level.

[2] www.librarystrategiesconsulting.org

Examples of community partnerships include:

- Canadian Mental Health Association (London, Lethbridge, Barrie, Oshawa, Red Deer, and others)
- Drop-in counseling (Edmonton, Regina Calgary)
- Access to a Mental Health Crisis Team (Kingston Frontenac)
- Community Crisis Workers (Toronto)
- Housing workers co-located in libraries (Pickering, Edmonton, Surrey)
- Service hubs in libraries – co-located social serving agencies within libraries (Pickering, Edmonton, Surrey)
- Community fridge (Burlington)
- Legal support (Burlington, Cambridge, and Oshawa)

In 2021, on the encouragement of the Toronto Public Library Board and City Librarian, TPL brought together a discussion table involving key stakeholders from our Board, our union, the City of Toronto, community agencies and TPL senior management, along with an external, independent facilitator. The members of the discussion table identified a series of opportunity areas that were then formulated into a comprehensive, multi-year, safety and security action plan to tackle the issue head-on.

**Examples of the types of partnerships libraries consider when it comes to preventing and responding to safety and security issues in libraries**

## Focusing on hiring non-traditional library roles, with community support

With the rise of incidents in libraries, patrons and staff need more support in preventing and recovering from an incident. The traditional role of a librarian cannot fill all those needs, which is why many libraries are hiring additional support staff to address those community needs.

## Key considerations

When thinking about hiring staff to support the social services needs of a library, these resources can help by exemplifying the:

- Positions that can support librarians;
- Skills are required;
- Responsibilities these support staff have; and
- Partnership models.

### Examples and templates

Libraries with social workers or similar backgrounds include (but are not limited to):

- **In-house social work staff** (Halifax, Lethbridge, Saskatoon, Mississauga, Vancouver, Brantford, Winnipeg, Edmonton, Toronto).
- **Partnerships with social work staff** (Saskatoon, St. Catharines, Oshawa, Pickering, Guelph, Kingston/Frontenac).
- **Social work interns or practicum students from local post-secondary institutions** (Barrie, Cambridge, Surrey, Toronto).

A McMaster study on social workers in Canadian libraries demonstrate where in Canada social workers (or roles similar to social workers) are being used in libraries. Geographically it ranges from Thunder Bay, to Edmonton, Toronto, Fredericton, and other regions.

The key duties of these additional support staff/social workers varies, but generally involves:

- Meeting with patrons/clients;
- Referring them to partner organizations or other social services to address their needs;
- Employee training and development;
- Incident response and outreach; and
- Serving individuals with complex needs by developing social support programs and service.

A more detailed example can be found in the Mississauga Public Library. The library, the City of Mississauga, and a community organization partnered together to address the growing needs of their community. Since 2017, Mississauga, in partnership with the City and Salvation Army, started a program called, *Open Window Hub.* Together they developed a plan to work together to address the needs of individuals experiencing homelessness or at risk for a variety of reasons. The library received a grant from Employment and Social Development Canada. This funding provided compensation for a Homelessness Prevention Outreach Worker (HPOW) for 18 months, and the Open Window Hub, a drop-in space, opened at the Central Library. To date, the Homelessness Prevention Outreach Worker has aided almost 400 individuals, averaging 14 new referrals a month, along with supporting City staff in Security Services, Animal Services, Parks & Forestry, and more. The program quickly made an impact and filled a gap in social services in Mississauga. In 2019 a full-time permanent Library Outreach Worker was approved, and the Open Window Hub became a core library service. An agreement was developed with the Region of Peel to fund 50% of this position.

Thunder Bay Public Library piloted a partnership in the summery of 2016 as a 12-week program that placed a social worker at the Brodie Resource Library for several hours each week. The social worker was employed by an organization providing subsidized housing and case management services

to individuals with serios mental illness and/or addictions.

Kitchener Public Library has a full-time Community Outreach Assistant and Community Connections Manager (CCM) with key duties that include community support and referral services for library customers to access community health, housing and other social service supports. In particular, the CCM:

- Provides an advanced level of customer service with a focus on developing and assessing programs and services for underserved or marginalized communities.
- Working with Black, Indigenous, and other racialized groups, the manager oversees library initiatives that support inclusive, diverse, and anti-racist practices.
- Support to the development of intercultural competencies (overseeing newcomer / ESL service initiatives).
- This role also serves individuals living with complex needs such as mental illness, addiction, and/or experiencing homelessness by developing social support programs and services.

In January 2019, the Halifax Public Library launched the pilot of a Community Navigator position based at Central Library for possible expansion to other library locations. Working directly with at-risk individuals from youth to adult, including those experiencing mental illness, substance abuse, housing and food security issues, the Navigator served as a resource to Central Library staff providing training, coaching and guidance. These social worker positions are funded by the Halifax Regional Municipality, and the key duties of the two funded social workers include:

- To help library staff interact with the more vulnerable customers effectively and compassionately.
- To help organize regional teen services training days (so that staff can build better personal and professional boundaries; how to use social media properly when interacting with teens or how to practice self-care).
- To provide needs assessment.
- To train staff on overdose recognition and naloxone response, non-violent crisis intervention, boundary setting, self-care, trauma-inform care (intersection of trauma, substance use, mental health, and behaviour).
- To provide a direct supervisor for the library's four security officers (library employees) to ensure that the library is safe and accessible to everyone.
- To develop and run Library's Coffee Corner meetings.

Lethbridge Public Library provides an example of the type of role needed in their library to address their community's needs. In May 2022, they released a job description for a *Crisis Intervention Worker*, which included a detailed list of their key responsibilities, the skills and experience required, and working conditions. The key responsibilities of a Crisis Intervention Worker are to:

- Network and create referrals to maintain relationships with a variety of external community service providers, and provide patrons with the appropriate referrals to community service providers,
- Provide preventative library-wide patron supervision to identify and deter potential crisis situations before they occur,
- Everything to do with crisis intervention including, how to recognize when an incident is occurring, attend to patrons throughout the crisis, provide overdose prevention, contact security or emergency services as required, and debrief with all those involved following a crisis,
- Approaching and attending to patrons through a restorative justice lens,
- Create staff/management training opportunities to increase their capacity when responding to a crisis, and
- Other duties as required.

# 9. Incident Tracking and Reporting

Once an incident does happen, library staff need to know how to deal with the situation both in the moment and after the fact. This section gives examples and directions on how to report and track incidents. It provides examples of the type of software some libraries are using to manage and track incidents, including observations about the system and who's responsibility it is to fill out. Another relevant resource highlighted in this section is a checklist for post-incident action steps.

## Where Incident Tracking and Reporting fits on the journey

Incident tracking and reporting fits into various stages along the library journey. Most apparently, it fits within the incident response stage as reporting and tracking an incident is in response to an incident happening. It also fits into incident recovery as staff and management can use the incident tracking software to report to other branch and regional staff. By keeping a record of those involved in an incident, this also fits into incident prevention, as looking through the reports can help prevent those who are suspended from using the library services (both local and regional depending on the suspension type). Staff debriefing is also an integral part of incident follow-up.

## Key considerations

During an incident, it is important for library staff to know what to do, who to call, how to report, and who's role it is to report. It is equally important for staff to be on the same page about every aspect of an accident including definitions and vocabulary.

When developing or selecting a tool to manage and track incidents and suspensions, some key considerations are:

- Privacy requirements in policy and legislation. For example, Edmonton Public Library regularly reminds staff that information included in incident reports are subject to FOIP and could one day be read by the customer. Particular care is advised when describing the physical appearance of customers; objective language should be used at all times.
- Staff permissions – who is allowed to view or edit what parts of an incident and suspension?
- Notifications – who should be notified when an incident occurs? Is this configurable by incident type?
- Suspension expiry – do suspensions automatically expire in the tool after a specified end date? Is there manual work required by staff?

### Examples and templates

A handful of off-the-shelf software solutions for incident and/or suspension tracking are in use amongst Canadian libraries, including:

- PITS by Quipu – Barrie, Edmonton, Saskatoon
- Savannah by Orange Boy – Regina
- Resolver – Calgary
- Case IQ (formerly i-sight) – Toronto
- iReport – London

Hamilton Public Library has created a software called the *Incident Management System,* an online reporting system to track and record incidents. The main benefit of having an online system is:

- Better communication and the potential for timely follow-up;
- Ability to create views that enable sharing of appropriate information to staff;
- Ability to sort and view in different ways; and
- Ability to generate reports.

In their observations about the system, Hamilton Public Library has said that "equipping staff with more information – has been helpful. In the absence of timely and accurate information the staff rumour mill gets a lot of energy. Better transparency and communication have reduced that a lot. We also have a responsibility to equip

staff with the information to ensure we maintain a healthy and safe environment and to effectively manage risks associated with customer behaviour".

The *Incident Management System* has different components to relay all the information to all staff. These sections include:

- *Incident landing page.* Incidents can be viewed by location, category, and date.
- *Active bans page.* This page is available to all staff, but they are not able to go see the details of the actual incidents. Staff can see a picture and the name of the person involved in the incident, when available.
- *History of violence.* To comply with Ontario's Occupational Health and Safety Act HPL keeps a list of people who have acted in a way that would indicate they either threatened violence, have had a weapon, or acted in a violent way.
- *Incident report form.* This is what staff complete when recording an incident. Staff are advised to be factual and avoid editorializing when recording incidents, they are subject to Freedom of Information Requests.
- *Staff actions tab.* This tab provides staff with the ability to indicates actions taken.
- *Review tab.* Is reviewed by managers, health and safety coordinators and a security supervisor. All can leave additional comments.
- *Senior Leadership team review.* On Mondays a small team of people meet to review the incidents from the previous week. The Team includes (Director Finance & Facilities, Security Supervisor, H & S Coordinator, Assistant to the CEO). Incidents right up until the point of the meeting can reviewed by the Team. The Security Review makes recommendations for SLT (formerly called Administration) to consider and discuss at the Tuesday weekly meeting. On Tuesdays SLT formally approved actions and the Admin Assistant to the CEO issues banning letters

For post-incident follow-up, the Calgary Public Library has an approach that ensures staff have an opportunity to debrief from these situations as soon as possible following the incident. It includes:

- *What is a debrief?* It is time for staff to be off the floor and go over an incident with the staff involved and a supervisor. Debriefs typically last between 5-15 minutes and allows time to discuss how the incident played out, time for different people who were involved to share information and share how they are feeling about the resolution or lack of resolution as well as look at next steps.
- *The purpose of the debrief* is to ensure staff have time to process an incident, prevent rumination, and help staff better shed the effects of incidents to prevent it from building up and affecting staff in more significant ways.
- *Who should be involved*? The onsite supervisor can help to identify a situation where a debrief would be helpful and arrange coverage for staff to be off the floor for a brief period. Anyone involved in the incident can and should be part of the debrief and the onsite supervisor should help to facilitate.
- *Where should you debrief*? Let staff decide where they are most comfortable. Options include a private room, staff rooms, back-of-house open spaces. Do not debrief on the floor in public spaces.

Guiding questions for debriefing include (note that not all will apply in every situation): How are you feeling? Let's go over what happened. What went well? What could be improved? Were there other supports you needed during this incident? Confirm that procedures were followed and staff did their best. If procedures were not followed, review the reasons, judgement calls and other factors that led to the decisions. Validate these decisions as best as possible. Acknowledge staff were attempting to make the right choices for the situation. A debrief is not the time for training. Any training that needs to happen can be part of a different discussion. Confirm that support is available through various programs. Contact Human Resources if needed with any additional questions or follow-up requests.

# 10.Recruitment

Recruitment and Selection decisions are some of the most important decisions that an organization makes in ensuuring that it is hiring employees who thrive, perform and grow. This especially true for service organizations with a strong focus on customer service. Library staff play a key role in the delivery of the customer experience including welcoming customers, supporting customers and delivering programs and services. They often play a critical role in effectively managing safety and security situations and incidents.

## Where Recruitment fits in the library journey

The skills, competencies, and attributes that library staff possess have a direct impact on their ability to successfully navigate, respond, and react to safety and security situations, during and after the event. Some of which are innate and not easily developed through employee training  requiring libraries to acquire them through recruitment and selection processes.

The recruitment process ensures that the organization is attracting the right candidates. And the selection process ensure the best candidates are chosen.

## Key Considerations

Things to consider when developing an effective Recruitment & Selection process include:

- *Clearly identify job responsibilities and accountabilties.* Before posting thoroughly review what the position entails so you are clear on what you are hiring for. This provides the foundation for providing a realistic job preview which should include both the interesting and the challenging parts of the job.

- *Develop an Ideal Candidate Profile.* Based on your top performers identify the competencies, skills, behaviors, and attributes that enable employees to thrive, perform and grow in the role.

- *Create an Appealing Job Posting.* This communicates to candidates what the organization's needs and expectations are. Create messaging for each role that will attract your ideal candidate and help others self-select out. It should provide a realistic job preview providing an accurate reflection of what the role will actually entail.

- *Know Where to Post.* Figure out where your ideal candidates look for opportunities and post there. Ideally utilize multiple sourcing channels including your organization's website, job boards, social media platforms, recruitment agencies, career fairs, and post-secondary career / job placement offices.

- *Develop and Conduct a Robust Assessment Process.* Assess candidates based on the criteria in the Ideal Candidate Profile, including alignment with your organizational values and culture Not all assessment tools are create equal. Scientific research supports that one of the best predictors of successful job performance are skills tests and/or job task simulations. Utilize multiples steps in the assessment process and involve multiple stakeholders.

  Structured interviews are better than unstructured, with behavioural based questions being the most effective. People rarely do what they say they will do, supporting that the best predictor of future behaviour is past behaviour. It is important to structure questions in a way that gets to the actual skills, competencies and attributes of the candidate. Some examples include:

  *Walk me through what you see as the day in the life of a Library Assistant in the public*

*library.*

*Describe in detail for us the most challenging customer interaction you have had to deal with. How specifically did you respond?*

*Thinking about the previous roles you have had, what where the most challenging functions that you were responsible for? What made them challenging?*

- *Conduct Background and Reference Checks.* Background and reference checks are critical to confirm the candidate's responses and to check for any red flags. It is an opportunity to tie up any loose ends.

- *Proactively and Intentionally Onboard.* A positive well conducted onboarding process will help a a new employee transition into their role and the organization more quickly. It is also an opportunity to reinforce the organization's values, culture, and norms, be intentional about who is doing the onboarding.

- *Robust and Ongoing Assessment During Probationary Period.* The probationary period is your opportunity to assess whether or not an employee has the required competencies, skills, and attributes, so use it. Set clear expectations, provide ongoing feedback and coaching, and deal with issues early. If in doubt extend or end.

## Examples & Templates

The Edmonton Public Library has identified the following core competencies:

- *Adaptable.* Adapts and responds to changing conditions, priorities, technologies, and requirements. Adjusts behaviour to meet the demands of a changing work environment. Works effectively in ambiguous or changing situations, and with diverse individuals and groups.

- *Approachable.* Puts others at ease so they feel welcome. Establishes rapport, listens, shares, and seeks to understand.

- *Collaborative*. Develops, maintains, and strengthens relationships. Fosters cooperation and teamwork while participating in a group. Works toward solutions which benefit all involved parties.

- *Continuous Learner.* Enhances personal performance and contributions to EPL and our customers by continually identifying and focusing on learning and development needs.

- *Customer Focused.* Dedicated to meeting the expectations and requirements of internal and external customers in a manner that provides satisfaction for the customer and fosters customer loyalty. Identifies the customer as the number one priority and focuses on discovering the customer needs and determining the best way to meet them.

- *Effective Communication.* Expresses and shares information with consistency and clarity, using active listening techniques to effectively understand communication and feedback from others. Comfortable using a broad range of communication styles and adjusts as needed to effectively communicate to audiences in diverse situations.

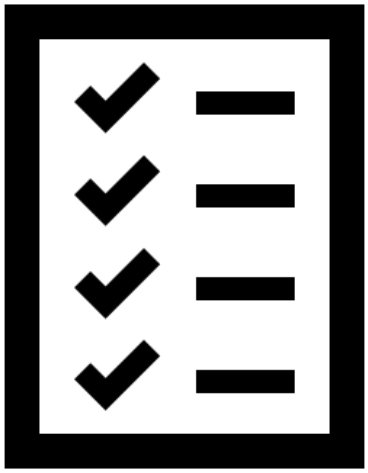
- *Initiative.* Deals with situations and issues proactively and consistently. Seizes opportunities that arise. Demonstrates the ability to identify a problem, obstacle or opportunity and uses good judgement to take appropriate action. Embraces a see it, own it, fix it mentality.

- *Resilient.* Maintains a professional demeanor and deals effectively with stressful and difficult situations. Sustains performance under pressure and remains optimistic when faced with challenges or situations of ambiguity and uncertainty. Recovers quickly from and

responds constructively to setbacks (e.g., identifies lessons learned, looks for other opportunities to succeed). Builds resilience through self-awareness and identifying when additional support is needed for self or others when setbacks occur.

Sample recruitment language from the Calgary Public Library:

*“We discuss how delivering good service to pleasant, polite people is easy. Service excellence is never more on display than when we provide the same exceptional service to those who may be challenging. We look for candidates who demonstrate a commitment to public service, a ‘servant heart’ as it were, even if they don’t express it that way explicitly... The intent is to hire for 'fit' rather than skills. The context given to candidates of the mindset we are looking for is: “We can teach you how to check out a book; We can teach you how to use NoveList or do a reference interview. We can’t teach you a happy disposition or a genuine love of serving the community; you have to bring that with you. Please tell us why you are the right candidate for this role.”*



# 11.Advocacy

The CULC/CBUC Safety and Security Working Group worked with Temple Scott Associates, a government and public relations firm, to develop a Government Relations and Public Relations Strategy specifically related to Safety and Security to develop an advocacy and communications strategy for CULC/CBUC libraries. The strategy will target municipal, provincial and federal stakeholders. The CULC/CBUC Executive will lead the strategy, with members using the information below to raise awareness with their own elected officials (local and provincial). Coordination will be led by the CULC/CBUC Executive Director and CULC/CBUC Executive, and will build on the collaborative CUI and CULC report OVERDUE: The Case for Canada's Public Libraries and accompanying advocacy and communications efforts.

## Overview

Public libraries across Canada are facing an unprecedented increase in the frequency and intensity of security and safety incidents in their spaces. While Canada's urban libraries are intentionally accessible and welcoming spaces for all residents – including those at risk – library facilities and their workers do not have the training or resources to address the serious mental health and addiction issues happening within library facilities across the country.
The strategy focusses on:

- Managing media and media relations.
- Building a narrative for government to clearly outline the safety and security problem that exists in Canada's urban libraries.
- Increasing awareness with the government and the general public of the serious nature and impact on library services of security and safety issues, and CULC/CBUC's views on what needs to be addressed and how.
- Working with allied stakeholders to ensure governments take action and fund community organizations best equipped to deal with those who require mental health and addiction assistance.

The strategy's goal is to get every level of government to act in their respective capacities. To do so, this plan outlines a prolonged multi-faceted campaign that gains media attention and becomes a top-of-mind issue for constituents (and voters) and becomes impossible for governments to ignore.

## Context

Libraries are not alone in facing the societal challenges of safety and security concerns arising from poor mental health and addiction. Transit systems, community centres, and private businesses face these same challenges and seek solutions from governments. The impact on libraries is felt by users and staff – including children and the elderly – who are especially impacted if the local library is perceived as an unsafe space.

Media and the public view safety and security issues in urban cores as a societal problem that governments must address. In B.C., a direct call from the Union of British Columbia Municipalities[3] (UBCM) expressing concerns about the effects of decriminalizing certain illicit drugs gained significant media attention. Public buy-in and concern with the issue led to a commitment from BC Premier David Eby to help municipalities deal with the issue of drug use in public spaces. Organized voices and calls for action can pay dividends in government policy.

[3] https://www.similkameenspotlight.com/news/ubcm-president-welcomes-ebys-support-on-public-drug-use-issue-but-urges-speed/

Canada's urban public libraries, as represented by the Canadian Urban Libraries Council / Conseil des Bibliothèques Urbaines du Canada (CULC/CBUC), are seeking solutions. To be clear, we are not seeking funding resources to allow us to address safety and security issues on-site. We are seeking government support so that existing funding is used for services directly tied to the core mandate of public libraries. Front line support of ongoing mental health and addictions issues are outside our mandates. We are ill-equipped and do not have the capacity to address these issues. Furthermore, libraries must continue to focus on our mandates, as a foundation for creating opportunities for learning, literacy, and preserving cultural heritage.

CULC/CBUC members are asking that federal, provincial, and municipal governments understand the specific challenges facing urban libraries. The solution isn't in changing the role of libraries in the community but in appropriately funding community mental health and addiction services and policing: services which may already exist but are unable to adequately fulfill their role due to inconsistent funding and other stressors. We ask that governments ensure the community, through these existing community resources, have at hand the resources to address these challenges wherever they may be taking place in the community – at libraries (which is our focus) but also on transit, in community centres or in retail/private businesses.

## STEP 1 – Outline the Problem

Through a targeted media campaign, start by building a narrative in clear, easy-to-understand language illustrating the safety and security problems Canada's urban libraries face. Include data on the numbers and types of incidents occurring within libraries in Canada and/or yours specifically. Support this data with senior library personnel explicitly speaking to the issues encountered by staff and the risk this poses to both staff and library patrons. Highlight how this compromises your library's ability to deliver its mandate.

This media campaign, using both social and traditional media channels, is meant to reinforce the libraries' role as a welcoming place for all community members and a recognition of the important front-line role it plays in the community. At the same time, it will make clear that your library is forced to deal directly with mental health and addiction issues which requires significant library resources. This work is outside the scope and mandate of libraries and diverts focus from important library services. Emphasize that other community organizations must be supported to more appropriately respond to these issues.

### Key Messaging

- Canada's libraries are welcoming places for all community members and provide critical services in our communities that meet the needs of children, youth, seniors, new Canadians, and the unemployed.
- Canada's urban libraries are integral to a vibrant democracy, a strong economy, and thriving communities. Community libraries promote the value of learning, literacy, access to technology, digital literacy and workforce development in an enjoyable and relaxing environment.
- Communities thrive when local libraries are able to provide their core services of providing access to literacy and learning and as an important gathering place for community members.
- All community members have the right to access our libraries. Libraries do everything they can to ensure this is always the case.
- Library staff are routinely ready to step up and meet the needs of the community, but there are limitations on what society can expect of them.
- But library staff are not equipped to deal with instances of overdose or those experiencing serious mental health and addiction issues on site – including the safety and security issues that are unfortunately becoming all too common in Canada's urban libraries.
- By way of example, Edmonton Public Library experienced almost 100 overdoses on site in

2022. Other urban libraries are experiencing similar numbers.

- A survey of 33 urban Canadian public libraries found the most common types of incidents at libraries across the country are: drugs and/or alcohol (including paraphernalia and intoxication), violent or harassing behaviour, and trespassing by banned/suspended customers:
    - These incidents threaten the view of libraries as safe and welcoming places and cause trauma for those employees and users – many of whom desperately need access to a library – that witness these incidents on site.
    - While violent incidents are a small fraction of all library visits (less than 0.001% of all visits), they are increasing.
- We know we are not alone. Transit systems, community centres, and retail/private businesses are experiencing these issues.
- We want to ensure that those groups in our communities, who have as their mandate to assist those with mental health and addiction issues, have the resources from the federal and provincial governments to engage those individuals at risk and help them with the professionalism and experience they have at hand.

## Supporting Information

- Safe and welcoming libraries are a key part of a healthy community. Literacy, which libraries actively support and grow, is a key social determinant of health[4]. Multiple studies find that higher literacy rates correlate with more positive health outcomes[5].
- Libraries offer incredible value. For every $1 invested in Canada's urban libraries, $6 is generated in community impact[6]
- Libraries are at their best when any member of the community can safely access their services. Libraries provide many valuable services for job seekers, newcomers, students, and the community as a whole. Research affirms that access to safe amenities like libraries is critical to creating thriving communities[7] and children[8].
- Library staff are excellent at what they do and need professional healthcare and community organizations to drive the response to mental health and addictions issues.

Emphasize the amount of time and money spent dealing with security issues; and the lack of sustainable funding available to community organizations such as housing, social services, respite centres, shelters and mental health organizations.

## Value of Public Libraries

Public libraries contribute to their communities in the many significant ways:

1. **Public libraries are critical to the economy.** As literacy levels rise in a population, so does productivity. A 1% increase in adult literacy would create an economic benefit of $67 billion gross domestic product for Canada per year (source: Deloitte LLP. An Economic Overview of Children's Literacy in Canada). Public library funding is dollar for dollar one of the most effective and impactful uses of public funds. Libraries also help people find employment with resources for job seekers, including resume assistance, job search workshops, and access to online job databases.

[4] https://health.gov/healthypeople/priority-areas/social-determinants-health/literature-summaries/language-and-literacy
[5] https://www.researchgate.net/publication/328539041_Literacy_and_life_expectancy, https://pubmed.ncbi.nlm.nih.gov/19188645/
[6] https://canurb.org/publications/overdue/
[7] https://www.centreforsocialjustice.org.uk/library/pillars-of-community-why-communities-matter-and-what-matters-to-them
[8] https://www.childtrends.org/blog/black-adolescents-are-more-likely-to-flourish-in-neighborhoods-featuring-four-key-amenities

2. **Public libraries drive innovation**. Libraries are constantly adapting to support growing and changing community needs. This iterative process creates the services and service models of tomorrow. Libraries also introduce people to technology that is not widely accessible in the community and act as a dynamic hub where the collision of ideas and skills inspires new ways of thinking, doing, and creating.

3. **Public libraries improve digital literacy and access**. Libraries bridge the digital divide with free internet access, technology tools, and training. In a world where technology is embedded in all aspects of information sharing, digital literacy is needed to participate in many aspects of our society and economy.

4. **Public libraries promote literacy and education.** Literacy has a huge impact on a person's ability to navigate life, find employment, secure housing, and access services. Libraries promote literacy through programs like story hours for children, adult literacy classes, and homework help for students, fostering lifelong learning and skill development.

5. **Public libraries prepare children to succeed in school.** Libraries facilitate early childhood development with early literacy tools and resources that are the building blocks for children's happy and healthy development. Early literacy sets the course for a child's future and largely determines how well they do in school. Literacy also impacts children's physical and mental health, relationships, and general well-being.

6. **Public libraries help people of all ages become lifelong learners**. While the ideal starting point is in early childhood, many have faced barriers to learning throughout their lives that discouraged their curiosity in lifelong learning. Libraries reduce these barriers and invite people back to lifelong learning in ways that meet their individual needs. We open new doors of possibility that inspire people to re-engage in learning, enrichment, and skill development.

7. **Public libraries provide communities with unmatched value and access to a world of knowledge and information**. Libraries offer free access to a vast collection of books, magazines, newspapers, and digital resources, ensuring that all community members can access the resources and information they need.

8. **Public libraries are an essential gathering place.** Public libraries are open to all. In a society where free public space can be limited, libraries are an essential 3rd place between work and the home. We provide welcoming, safe, and inclusive spaces for community members to meet, study, work, or attend events, which creates social cohesion and a sense of belonging. While the pandemic created new opportunities for digital innovation and service expansion, it also highlighted that physical library spaces are essential to daily life for many in our community.

9. **Public libraries help build healthy communities.** Every day, more and more people depend on public libraries for services — whether it's training for a new job, access to the internet, early literacy development, or support via outreach and referrals. Libraries actively engage with communities and through partnerships to tailor these services to local needs.

10. **Public libraries make services more accessible.** Libraries reach people where they are at when they need it most. We are uniquely positioned to provide services both in-person and digitally, while extending the reach of services provided by a network of partners. Together, we build a stronger network of information, learning, and enrichment opportunities that create greater impact in the community.

11. **Public libraries welcome newcomers.** New Canadians are a significant portion of city populations. Public libraries are central hubs of information and resources for newcomers to help them transition into their new community. For many newcomers, a library card is their first piece of identification.

12. **Libraries enrich culture and help preserve local history**. Libraries champion the ideals of respect, tolerance, inclusion, and equality for all people. We host cultural events, author talks, book clubs, and art exhibitions, enriching the cultural life of the community and encouraging creativity and expression. Libraries also support the preservation of a community's cultural heritage by providing access to historical documents and sharing the stories of our past that help us shape our future. The Truth and Reconciliation Calls to Action, assert the need to share the truth of our past and connect individuals together to learn and heal in a journey of reconciliation.

13. **Libraries protect the fundamental freedoms of thought, beliefs and expression that allow every Canadian to gather different ideas, hear all sides of an issue and compile information to be well-informed.** Society is better off engaging with complex, difficult and even controversial content rather than being sheltered through censorship. It is the responsibility of libraries to guarantee and facilitate access to all expressions of knowledge and intellectual activity, including those which some members of society may consider to be unconventional, unpopular, or unacceptable.

## Recommended Tactics for the CULC/CBUC Executive

It is recommended CULC/CBUC engage in a phased media outreach approach.
Starting with communities facing the biggest challenges, where media and the community will have general awareness of the issue, followed by communities in the ridings of key policy makers, and then more broadly in smaller CULC/CBUC member communities targeted when localized data is available.

1. Focusing on provincial capitals while government is in session in the first phase of media outreach, to garner the most awareness when the issue can be debated in parliaments. Using data provided by CULC/CBUC, targets would be developed using regional storylines that will resonate in those communities.
2. Using localized data, seek to place stories in the ridings of key policy makers and, where possible, include regional stakeholder voices in support of the action.
3. Highlight the issue of smaller CULC/CBUC members and their communities, which in general lack the resources to handle severe societal issues on a municipal level, as an example of how ill-equipped libraries are to take on the health and security mandate of more appropriate agencies or services. Using the adage that local news rules, seek to gain public support by bringing awareness of the issues in the communities to the attention of people who will be vocal, on the local level.
4. Once policymakers are engaged, seek statements in various legislatures, in regional media, and through social. Support and promote policymaker commentary through facts and figures. Consider CULC/CBUC naming a specific day as “Library Safety Day” and use it to drive home with governments and elected officials federally and provincially the need to keep libraries safe places for urban communities across Canada.

## Ideas for Social Media Messaging and Hashtags

#keeplibrariessafe
#LibrarySafety
#LibrarySafetyCAN
#SaferLibrariesSaferyou
#CitiesDeserveSafeLibraries
#LibrarySafetyDay
#SafeLibrariesThrivingMinds

## STEP 2 – Increase Government Awareness

As overall awareness of the problem increases from the media campaign, directly engage government Ministers and Departments responsible for public security, mental health, and addiction. Initially, this engagement will be directed at the Federal Ministers for Public Security and Mental Health and Addictions and the Ministers responsible in British Columbia, Alberta, Ontario, Quebec, and Nova Scotia.

Use increased public awareness from the media campaign to demonstrate the urgency of action to governments. At the same time, leverage upcoming elections federally and in BC to ensure governments understand that safety and security in libraries and in urban cores is a top-of-mind issue for voters. Even in provinces without an imminent election, demonstrating broad public support for the issue will encourage those governments to increase funding in future budgets and policy making.

We suggest actively seeking support from municipal councils and both federal and provincial municipal bodies (i.e., Federation of Canadian Municipalities, Union of British Columbia Municipalities, Association of Municipalities of Ontario (AMO) across Canada and ask that they pass motions in support of CULC/CBUC and public libraries to address the safety and security issues libraries face every day. This communication will include drafting a motion (draft in Appendix 3) that can be distributed by member libraries to their municipalities (with which they already have a strong, interconnected relationship), with passed motions being shared with responsible Ministers federally and provincially. A specific opportunity to advance the narrative and ask of government may be CULC/CBUC attending the municipal conferences in various provinces, for example, the AMO conference in Ottawa, Ontario, from August 18-21, 2024 and the Federation of Canadian Municipalities (FCM) in May of 2024 in Calgary.[9]

At the same time, prepare a letter to each Federal and Provincial Minister (see table with list of who to contact in the Government Relations Engagement Map included as Appendix 4) outlining the issue with immediate follow-up through an in-person meeting with both the Ministers in charge and the departmental officials responsible for public safety and mental health and addiction. In the in-person meetings, establish the CULC/CBUC members from the target provinces in leading the engagements.

The focus will be ensuring the government understands this is an issue that must be addressed and that cannot be left to community agencies and/or municipal governments. Libraries are neither equipped nor have the mandate to adequately address the complex issues they encounter. Drive the message that the government must take action in all communications and engagement.

Additionally, prepare specific submissions for all governments to consider these issues in their Budget preparation process and share those submissions with allies and select media.[10]

CULC contributed in the federal government's pre-budget engagement process and submitted the following recommendation: *"That the Government of Canada recognize the significant impact of mental health and addiction in Canadian communities and work with provincial governments to appropriately fund community mental health and addiction services: services which may already exist but are unable to adequately fulfill their role*

[9] The AMO Annual Conference is a must attend event for most Ontario Cabinet Ministers; the FCM Conference is attended by elected municipal officials from across Canada https://fcm.ca/en/events-training/conferences/annual-conference-and-trade-show

[10] The House of Commons Finance Committee has launched a pre-budget consultation with submissions due August, 4, 2023.

*due to inconsistent funding and other stressors."*

To support our government engagement, advance our communications campaign with government-facing media – via National media like the CBC, the Hill Times, and iPolitics and regional media focused on provincial decision makers. The goal is to ensure our messaging is amplified and support the overall GR campaign to maximize our impact and ensure government understands the need to act.

In all messaging to governments, clearly lay out how governments can assist in building solutions – providing funding to community organizations equipped to address the mental health and addiction issues prevalent in the community, providing appropriate training and support for policing in communities, and increase overall community awareness of who can and should be responsible for addressing the issues prevalent in the community.

## STEP 3 – Allied Stakeholders

In tandem with media outreach and government engagement, CULC/CBUC and its member libraries will need to identify and build support with stakeholders who can be allied voices with media to amplify the overall message and engage governments on their own (see list of Allied Stakeholders included in Appendix 5). This can include local community groups, national organizations like the Federation of Canadian Municipalities, the Canadian Urban Institute, CAMH (The Centre for Addiction and Mental Health), the Canadian Urban Transit Association, and like-minded regional associations (I.E. AMO, UBCM) in each province.

These stakeholders can help build momentum toward a solution and ensure governments see the impacts as extending to the point that action must be taken. CULC/CBUC should set as an immediate priority to engage these community groups and to build a combined focused effort to gain support for solutions from governments.

## What makes this a "Living Document"?

Many CULC/CBUC members contributed to the development of this Toolkit, including Safety and Security Working Group members (many of whom have provided templates, samples, and examples included in the document) along with the broader CULC/CBUC membership that is contributing to the review of this draft of the Toolkit (thank you!). Some of the documents are public, while others are internal resources that libraries are comfortable sharing with their peers to help support all libraries in facing the collective safety and security challenges we face. The resources in this Toolkit are also very current – primarily from the last two or three years.

The reason this Toolkit is referred to as a "Living Document" is because it is intended to be a subset of the many different ideas, tools, plans, policies, procedures, practices, templates, etc. related to how to manage safety and security in libraries – it is intentionally not exhaustive. Lessons are being learned every day and the contexts in which libraries work are always evolving. We know that new examples and practices are emerging, and we see a few ways to support ongoing CULC/CBUC members in the learning and sharing related to safety and security practices, including (but not limited to):

1. Anytime during the year, CULC/CBUC members are encouraged to reach out to each other to get more information and share ideas related to specific topics (see the CULC member page);

2. At each Annual General Meeting, CULC/CBUC members are encouraged to share updates or insights related to safety and security; and

3. Anytime during the year, CULC/CBUC members are encouraged to send the CULC/CBUC Working Group any examples of learnings that they would like to add to the Toolkit, and these files will be used to update this Toolkit regularly (and a minimum of once annually).

Along with CULC/CBUC members, the Safety and Security Team will continue to engage members around this topic and be responsible for keeping the toolkit relevant and current. See Appendix 1 for the Draft Terms of Reference for the Safety and Security Team.

# Appendices

Appendix 1. Draft TOR for Safety and Security Team
Appendix 2. Sample CPTED Report
Appendix 3. Draft Municipal Motion
Appendix 4. Government Relations – Engagement Map
Appendix 5. Potential Allied Stakeholders

Canadian Urban Libraries Council
Conseil des Bibliothèques Urbaines du Canada

# Appendix 1. Draft Terms of Reference for the CULC Safety and Security Team

**Terms of Reference**
**CULC Safety and Security Team**

Public libraries across Canada are facing an unprecedented increase in the frequency and intensity of security and safety incidents in their spaces. Continuing the momentum of the CULC Safety and Security Working Group, the Safety and Security Community of Practice will consist of a group of 8-10 CULC members who will:

1) promote learning, support and collaboration around safety and security amongst CULC members.
2) ensure the CULC Safety and Security Toolkit (consisting of best practices regarding safety and security including training and employee supports, social workers, customer conduct expectations, collaborative initiatives with other agencies) continues to be a living document.
3) Provide expertise and support to the CULC Executive in advocacy work related to safety and security

**Deliverables:** The following are the Community of Practice deliverables.

- Facilitating the sharing and usage of the safety and security toolkit by CULC and other public libraries
- engaging members in the toolkit content and renewal of content
- adding new content as necessary to the toolkit; updating and editing content to the toolkit
- establishing a community of practice for CULC members and their staff who are engaged in the work of safety and security to enable sharing and learning
- creating a portal/wiki that includes the range and diversity of resources related to Safety and Security contributed by CULC members that is easily accessible and searchable (with the support of CULC's administrative staff
- engaging the community of practice members to provide support and resources to each other and other CULC members.
- supporting CULC Executive in implementing the communications and advocacy strategy related to safety and security

**Evaluation**: The following will be used to evaluate the success of this working group.

- Feedback indicates that the toolkit and accompanying portal is helpful and useful, relevant, and current.
- Collaboration demonstrated through sharing best practices within the working group.
- A robust portal/wiki that is regularly updated and used by members of CULC.

**Type**: Ongoing

**Membership**: Karin Borland, Winnipeg Public Library, Heather Robertson, Calgary Public Library, and managers representing a variety of CULC member library sizes (up to 10 in total).
CULC Executive Director (and admin support) Ex Officio

**Chair:** Moe Hosseini-Ara

**Term**: 3-year rotation to enable other CULC members to participate/contribute

*October 11, 2023*

# Appendix 2. Draft Terms of Reference for the CULC Safety and Security Team

## CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED) RECOMMENDATIONS

Sprucewood Edmonton Public Library

11555 95 St, Edmonton, AB

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PREPARED BY

Nisa Cyre, Community Safety Liaison Northwest Division Neighbourhood Empowerment Team (NET)

September, 2023

## CPTED BACKGROUND

Crime Prevention Through Environmental Design (CPTED) audits and subsequent recommendations are grounded in the principles of ***surveillance***, ***access control***, ***territoriality*** and ***maintenance***. These *First Generation* principles are central to designing and modifying environments in a way that is more likely to reduce criminal opportunity and activity as well as to deter disordered behaviors. Conversely, utilizing the principles in design should increase intended users of spaces and prosocial activities.

Recently a more holistic approach has been reflected in CPTED with the introduction of Second Generation principles which look beyond physical design and account for social context. Second Generation CPTED includes principles of ***social cohesion***, ***connectivity***, ***community culture*** and ***threshold capacity***. Often the impact of these principles are more difficult to capture and do not appear as closely linked to crime prevention; nonetheless they are just as relevant to community safety as are First Generation principles. Although a community building approach has always been advocated for within CPTED, the Second Generation more clearly connects community involvement to implementing strategies.

The principles of Crime Prevention Through Environmental Design have had success in increasing the perception and realities of community safety. They tend to decrease the likelihood that a property is targeted by disorder and criminal behavior, in part because they impact the perceived risk by decreasing anonymity or increasing the difficulties to commit an offense. It is important to note that no single strategy will remedy all concerns. There is an interconnection between strategies and principles and there is the impact of the larger context in which a space exists. There is also the possibility that strategies can have both positive and negative consequences. Therefore time should be taken to explore possible unintended consequences and develop strategies to mitigate negative impacts. Due to the ever changing context and varying impacts it is good practice to implement strategies, monitor for impact and adjust as necessary. This practice is particularly important in an environment where conditions appear entrenched and regressing is likely to occur. Often it is during this monitoring and upkeep phase when individuals may see little success and feel defeated, especially if strategies need to be reapplied to prevent any slippage on impact. It is important to note that just because a strategy was unsuccessful it does not mean that it is not a sound strategy, it may be the additional factors at play.

It is important to note, although recommendations will be generally categorized according to their principle, there are overlaps between the categories and strategies therefore there may appear to be some redundancy in how the recommendations are presented and they may connect one category to the next.

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## PROPERTY BACKGROUND

The Sprucewood Edmonton Public Library is located at 11555 95 Street, situated next to Alberta Ave . According to EPS data the Sprucewood Library location has few occurrences of crime. However, it is suspected

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that a large portion of crime and disorder in the area and the library has gone unreported in the previous 365 days.

During the initial meeting that took place in May 2023 between Northwest Beats, Sprucewood Community Librarian Camilla Fita and the members of the North West NET team, concerns regarding safety for the Sprucewood library were discussed. A later meeting also took place with Sarah Foy and NET team members discussing the same concerns of safety for the library.

Concerns that were noted included:

- Frequent loitering around the property specifically in the back of the library and along the side of the building behind the bike racks.
- Aggressive behavior that is unpredictable towards staff (including yelling, threats and harassing behavior)
- Frequent and increased needle and substance use in and around the building.
- Inappropriate use of the bathroom facilities located inside of the building.
- Individuals going into the staff member area at the front desk, and non public areas.
- Individuals found sleeping at the front entry of the building.
- Bike theft from the bike racks adjacent to the building.

Due to the specifics given from the Edmonton Public Library staff members, this report will make CPTED based recommendations tailored to the issues the library staff are experiencing that were mentioned above as well as factoring in the renovations that are to take place at the building.

## CPTED RECOMMENDATIONS

While it is evident the staff at the Sprucewood Edmonton Public library have put in care and concern to addressing community safety issues that arise at this location, there still is a number of crime and disorder incidents that take place in and around the building. It is noted at the time of the assessment, while there is limited data on reported incidents of crime that have taken place at the library through Edmonton Police Service data , verbal confirmation with staff members show there has been increased incidences of safety concerns over the past year.

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## TERRITORIALITY

The first layer of protection for the library building, its occupants and assets inside, begins by establishing a sense of territoriality and ownership of the space. There has been consistent loitering around the building, specifically in the back parking lot. It is presumed loitering is in large part due to the access individuals have to the wifi. The Sprucewood Library has been able to turn off accessibility to the wifi during non working hours, however, individuals still have access to the wifi during normal operating hours.

When it comes to this loitering at the back of the building,  territoriality is also of concern. Below are pictures of the exterior parking lot which show the lack of signage and territorial reinforcement of the space. Updated signage stating the library is private property can create clear territorial boundaries and let individuals differentiate between private and public spaces.

Image A

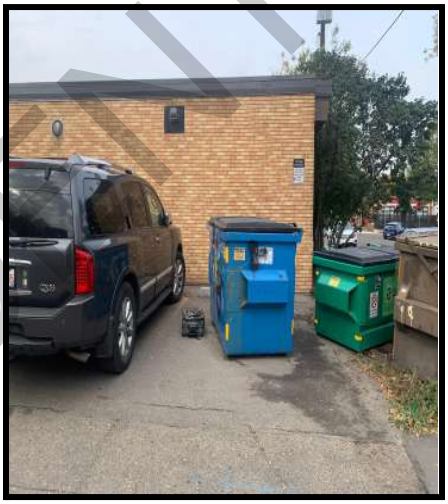

Image B

As noted above, natural access control relies on physical elements to deter and keep individuals out of certain spaces, this can be done through a number of ways such as trees and bushes.  There have been a number of open space concerns dealing with the side of the library  from loitering , to garbage, to needles. This large space along the side of the building has the opportunity to be turned into positive animation; a garden or cushes in the area could deter individuals from leaving garbage and substances beside the building, and can be an opportunity to positively animate the space and engage in community activities.

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Image 1H

Image 1I

Image 1J

Image 1K

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The space could benefit from elimination of the bike rack along the side of the building or moving the bike rack back 2-3 feet. It was reported that there had been a number of individuals loitering outside the south side of the building behind the bike racks. In image 1L the large space between the bike rack and the wall gives individuals an opportunity to hide or use the bike racks for unintended purposes.

Recommendations for this would be a removal of the bike rack and an implementation of a community

garden, or maintained shrubs to animate the space and deter individuals from loitering and engaging in harmful behavior in this spot. ( Once again, it is important to keep in mind the 2 foot, 6 foot rule when it comes to landscaping.)During the initial site visit in May 2023 there were a number of individuals sitting behind the bike rack as noted in the photo above. As noted earlier, removal of the bike racks and moving the bike rack to the front of the building could be considered.

Image 1L

## MAINTENANCE

Maintenance and general upkeep show pride in a building, and when a building is well maintained it is less likely to be vandalized. The library is encouraged to connect with the property adjacent to the parking lot to work together to establish who is responsible for the overgrown vegetation (Image C, D) and to ensure it is well maintained and no longer on the fencing or property line.

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Image C

Image D

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It is recommended the library's dumpster will be moved in an alternative location or be encased with fencing. Dumpsters should be locked to prevent individuals from gaining access and potentially removing refuse or sleeping inside of them. This also prevents others from using the dumpsters which could cause them to overfill more often than garbage pick up is occurring;. Currently the dumpsters  located at the back of the building do have a locking mechanism, however individuals are still marking the dumpster with graffiti, and utilizing the space behind the dumpsters as a spot to sit and loiter.

Image E

Image F

Image G

In general maintenance of a property is essential to enhancing perceptions of safety. Not only do

intended users of the space feel more comfortable and confident entering the area, they have fewer risks associated with uncovering unexpected threats. A well maintained property also allows people to more easily identify when something is out of the ordinary. According to broken windows theory, sufficient upkeep of a property prevents further degradation.This can be seen in instances when illegal dumping occurs, once an item is placed outside of a dumpster, additional items are more likely to be abandoned there. Above is an image of the current dumpster which is covered in graffiti and had a number of items placed around the dumpster on the day of the CPTED SCAN. Reporting graffiti through the City of Edmonton 311 app to have graffiti removed can help deter further vandalism to the property, this should be reported as soon as possible, and larger items left around the property should be cleaned as soon as possible. Another recommendation for graffiti however, could be a mural on the dumpsters or graffiti resistant paint.

The front of the library has a space that is right beside the entry way doors. Library staff noted this space has been utilized on a number of occasions for unintended purposes, such as sleeping or individuals resting along the wall.

Maintenance and management can be related to a sense of pride and ownership in the building. The current EPL sign situated on the front of the building is showing signs of wear. Replacement of this sign will show care for the building, this was also something that was noted by EPL staff members. As mentioned earlier in this report, the maintenance and upkeep of a building can play a role in whether or not it is targeted for criminal activity.

Image Y

Image Z

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Image H

Image I

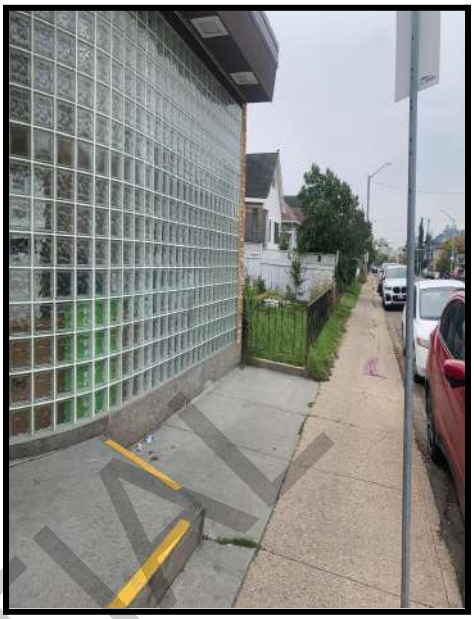

Image J

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## NATURAL ACCESS CONTROL

Natural access control can be utilized when it comes to the front of the building.The implementation of trees or shrubs to deter individuals from being in spaces they are not supposed to be in. A suggestion could also be a raised garden box or a bench to deter individuals from loitering in open spaces, as well as used to control the flow of traffic to the front door. If considering a raised garden box, it is important to remember the 2 foot 6 foot rule here. No plants above the ground can be 2 feet above the ground and no tree canopies are to be lower than 6 feet.

Another recommendation could be moving the bike rack to the open space at the front of the building, creating more natural surveillance with eyes on the bike rack from individuals going to and from the library.

Ensuring unauthorized individuals do not have access to a building is essential to protecting the property inside. It would be of benefit to have full length pry guards installed on each of the doors that continue to be exposed, this will deter individuals from trying to pry the doors open. A good strategy that is already in place at the building is clearly defined hours of operations on the front entry door, this sets expectations for access.

Image K

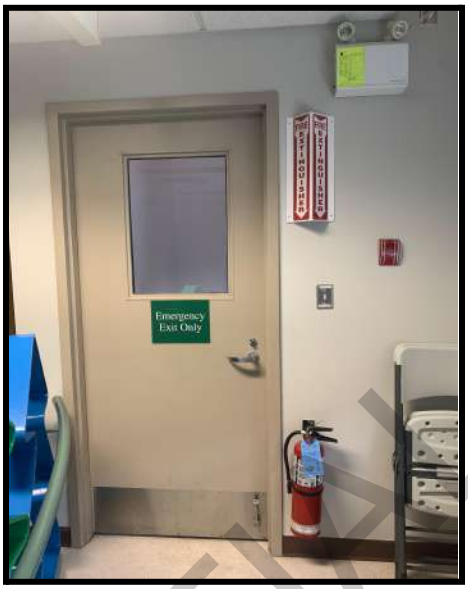


Image L

Image M

Image N

In the upcoming renovation of the space, locking mechanisms on all exterior and interior doors should also be evaluated and updated if necessary. All doors should be solid core/metal and the throw on deadbolts should extend a minimum of one inch into the door frame. The bolt mechanism and strike plate should be affixed to the door and the frame using three inch screws (Image N).

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Image O

Image P

When possible, a second lock should be used. For surveillance, any doors which are actively used to enter/exit the building should allow people to see out. This could be in the form of a 290 degree viewer or a small window with wire reinforced glass (Image Q and R). Another recommendation is the use of reinforced glass.The reinforcement in the glass should deter individuals from attempting to gain access but also allow those exiting the building to anticipate their surroundings as they leave. However, keep in mind, it is still important to maintain natural sightlines where individuals still have the ability to see outside of the door. The opportunity to see what is occurring outside of the building and/or room is essential to ensuring someone does not encounter a person or unwanted situation unexpectedly as they leave.

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Image Q

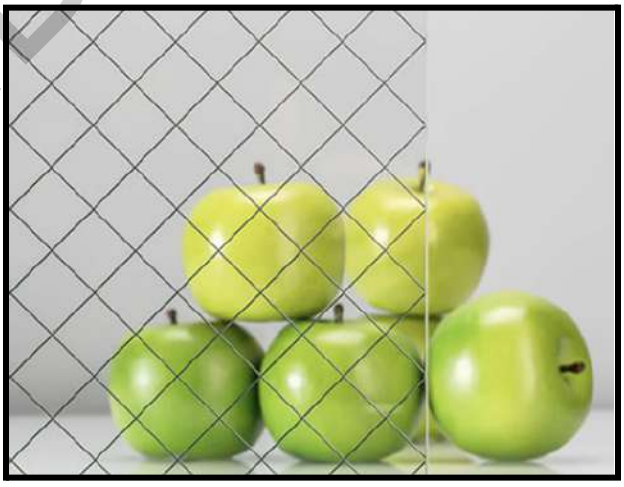

Image R

The windows that are located alongside the children's program room onto the back of the building, would benefit from an opaque covering on the bottom half of the window as it is a location where children often play and crime and disorder could be observed occurring outside of these windows. If the children's program room stays in the same location at the back of the building this

could be of benefit, this way children can't see out from the bottom if crime is occuring, however adults will still have natural surveillance of the exterior of the building from the top half of the window.

Image U

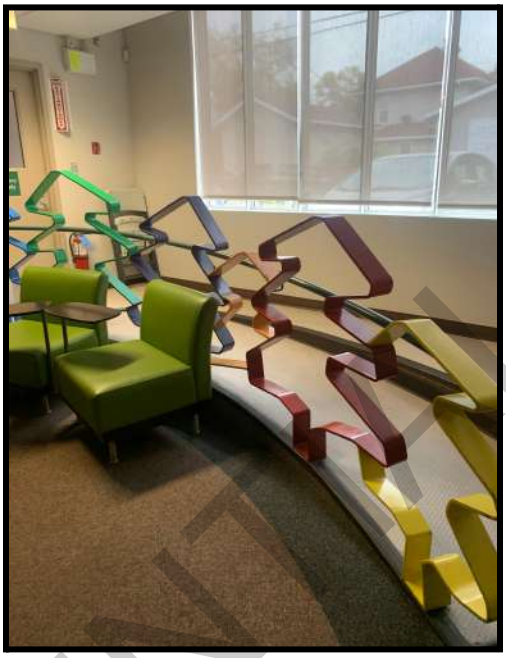

Image V

Security cameras may also be considered for this property however there may be a significant cost associated with establishing cameras and they are not necessarily a deterrent for criminal or disorder behavior, rather they are beneficial for investigative purposes. Security cameras should always be accompanied by sufficient lighting to enhance the quality of images. It is important to ensure these fixtures around the library are able to cast sufficient lighting which could involve upgrading the fixture, or something as simple as a bright white LED bulb and cleaning any covers of debris or clouding. In areas where additional lighting is not possible, there may be opportunities to capitalize on windows and lighting inside. Not only would this increase lighting that is casted out, this can be implemented in areas inside that have a good amount of windows such as the children's area and the programs room.

Ultimately sufficient lighting is necessary for people to see and be seen. Motion control lighting should be considered as it could deter individuals from engaging in crime and disorder making individuals engaging in harmful activities feel more "seen".

## INTERIOR

Natural surveillance falls under the premise that individuals engaging in crime and disorder do not want

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to be seen, one of the ways we can create natural surveillance is through windows. The overall interior and spacing in the library space is well laid out, however there is an opportunity for better sight lines. The staff area is currently situated to the right of the building upon entrance, moving this to the other side where the children's area is would create better sightlines when individuals enter the library as well as being closer to the windows that are situated in the children's area. Windows are great for natural surveillance and this would give staff inside the library more eyes on what is happening outside of the building which in turn can deter disorder.

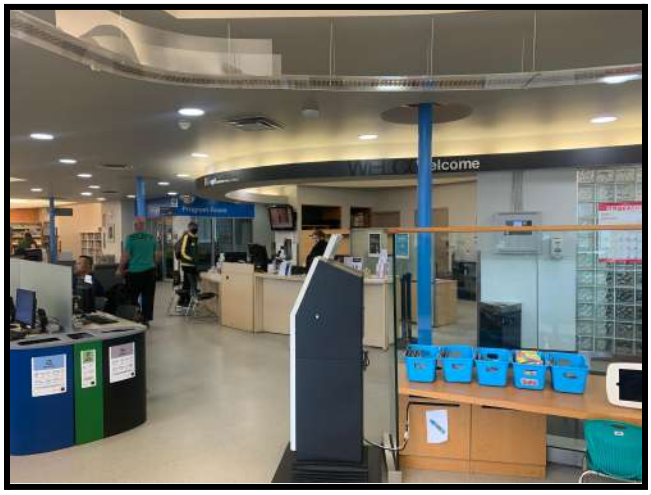

Image 1A

Image 1B

Image 1C

A problem area identified by library staff was the washroom area. The open concept of the washroom can deter individuals from utilizing the space for unintended purposes. Having gaps at the bottoms and tops of

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the doors allow extra security, giving EPL an opportunity to monitor disordered behavior such as drug use.

Second generation CPTED recommendations can be implemented with the washroom space. Social enterprises like hired good who have washroom attendants could be a good consideration if drug use in the washrooms rises. A washroom attendant would also maintain the cleanliness and maintenance of the washroom space.

Image 1D

Image IE

EPL staff voiced concerns of individuals trying to access staff space. The creation of  a divider for natural access control to separate the front desk space for staff and the washroom to deter individuals from entering staff space and potentially putting staff in harm's way. EPL currently has placed an item in the open front space where people utilize the space inappropriately. Moving forward, something more concrete would be a good addition for the barrier between staff and public space helping individuals to not go into spaces they should not be. Another recommendation could be clear signage or a swipe card with access only for staff.

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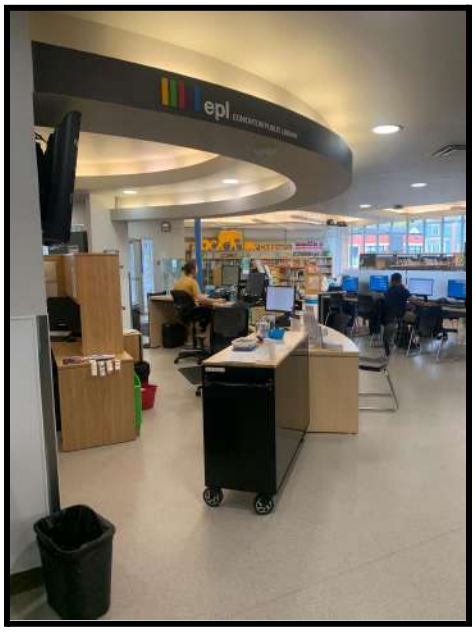


Image 1F

Image 1G

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## SECOND GENERATION CPTED

Second Generation principles may not appear as closely connected to safety as are First Generation strategies; however they can be equally as impactful and in fact provide greater depth and longevity. Success will not occur while implementing a singular strategy in isolation and without consideration of the larger context. There often are not immediate impacts evident when implementing Second Generation strategies, this can be disheartening and lead to resistance. Therefore the rationale must be conveyed to stakeholders and expectations must be managed. If the impacts of strategies are not given sufficient time or maintenance to actualize, they will not have the intended or potential outcomes. Also, it is important that Second Generation strategies reflect a GBA+ lens (some consider this to be Third Generation). The experiences, interests and needs of all users should be taken into consideration and the community should be involved in the creation, implementation and maintenance of strategies. Their feedback should also be sought when analyzing impact.

## THE PRINCIPLES[1]

**Social Cohesion:** *how social relationships are established and how they can be enhanced or maintained. These relationships should have a focus on solving local problems.*

[1] Adapted from the Edmonton Police Services CPTED Assessment Template and The International CPTED Association (ICA) Primer in CPTED - What is CPTED?

**Connectivity:** *what linkages exist to the area from those outside the space including how are people accessing the space and how is inclusivity and diversity promoted. These linkages can be physical as well as social.*

**Community Culture:** *is there a common sense of community and purpose within the area and how culture and social norms are conveyed.*

**Threshold Capacity:** *does the space have the capacity to support its intended use and is there a diversity of uses.*

Second Generation principles are equally as important, and foster positive community connections which typically results in a reduction of crime. Animating spaces provides natural surveillance to areas and can lead to a reduction of criminal activity in spaces. Having ongoing programming in the program room and library will create natural surveillance by creating more eyes on a space, this could disrupt the desire for an offender to commit an offense out of the fear of being seen.

The building currently has a program board as well as a community board, and this is an excellent way to foster community culture, creating a sense of community and belonging in the space.

While the opportunity to connect to the wifi had caused issues with the back of the building in the past, EPL having open wifi for library users is great for providing folks that who would not normally have the opportunity to access wifi a time to do so and this is great inclusion for everybody.

Lastly, crime prevention education could be provided to EPL staff during orientation, and periodically throughout the year to remind them about best practices in securing their vehicles, and removing valuables as well as other safety recommendations and tips.

## SUMMARY

It is evident that the Sprucewood Edmonton Public Library has a great interest in enhancing the safety of the library, their staff and their users, and are in the process of renovations taking place in 2023. The largest recommendations in this report are: moving the bike racks, moving or a covering for the dumpsters, general maintenance and upkeep around the property, positive use of the space alongside the building, and the relocation of the interior staff space. The recommendations suggested throughout this report will hopefully have a positive impact when it comes to addressing the safety issues expressed and experienced by staff members.

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# Appendix 3. Draft Municipal Motion

**CULC/CBUC Government Relations Campaign – Safety and Security**

**Draft Municipal Motion**
June 2023

WHEREAS, the (Name of Municipality) recognizes the important role that libraries play in our community and libraries provide welcoming places for community members; and

WHEREAS, Libraries offer important services for at-risk groups in our communities – including children, youth, seniors, vulnerable communities, new Canadians, the homeless, and the unemployed; and

WHEREAS, Libraries thrive when communities utilize their core services and, in turn, strengthen the links that build communities.

WHEREAS, libraries are being placed under significant pressure by mental health and addiction issues taking place on library premises in our community, posing risks to both library staff and other library users;

WHEREAS, Libraries do not have the mandate or the necessary resources to effectively deal with the safety and security issues that are occurring on their premises, and that these risks making our libraries a less welcoming place for community members – including those most needing the use of library resources;

WHEREAS, the federal and provincial government have the resources and jurisdiction to support those community organizations best positioned to assist those requiring mental health and addiction support;

Now, there be it resolved that the (Name of Municipality) do hereby:

1. Indicate our support for the Canadian Urban Libraries Council in its efforts to ensure the federal and provincial governments across Canada understand the serious mental health and addiction issues that are impacting our libraries.
2. Call on the Federal and Provincial Governments to provide those community organizations which have a mandate to address mental health and addiction issues sustainable ongoing funding so that they can prevent organizations, like our libraries, from redirecting needed resources to this critical problem.
3. Ask our elected officials at the federal and provincial level to further prioritize this issue in their discussions with their legislative colleagues as part of Budget discussions.

# Appendix 4. Government Relations – Engagement Map

**CULC/CBUC Government Relations Campaign – Engagement Map**

**Federal and Provincial Ministers with responsibilities over Mental Health and Addiction.**

| **Federal Government** | | |
|---|---|---|
| **Carolyn Bennett** | Minister of Mental Health and Addictions, Associate Minister of Health | The Minister is responsible for improving and overseeing Canada's response to mental health and addiction issues.<br><br>Mandate letter:<br>- Sustain improved access to virtual mental health services with Wellness Together Canada.<br>- Advance a comprehensive strategy to address problematic substance use in Canada, supporting efforts to improve public education to reduce stigma, and supporting provinces and territories and working with Indigenous communities to provide access to a full range of evidence-based treatment and harm reduction, as well as to create standards for substance use treatment programs. |
| Sarah Welch | Chief of Staff | |
| Shaili Patel | Director of Policy | |
| Heather Jeffrey | President of PHAC | |

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| **Marco Mendicino** | Minister of Public Safety | Responsible for public security, oversight of law enforcement and its enforcement of criminal code, as well as first responders<br><br>Mandate letter:<br><br>- Engage with provinces, territories and municipalities that contract RCMP services to better connect the RCMP with community social support workers.<br>- Continue advancing Canada's first-ever National Action Plan on Post-Traumatic Stress Injuries, including additional investment to support the health and well-being of first responders. |
| Mike Jones | Chief of Staff | |
| Julie Savard-Shaw | Deputy Chief of Staff & acting policy director | |
| Shawn Tupper | Deputy Minister | |
| Aleksandra Hretczak | Chief of Staff to Tupper | |
| Katherine Heus | Chief of Staff | |
| Helen Gao | Director of Policy | |
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| **British Columbia** | | |
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| **Adrian Dix** | Minister of Health | Responsible for overall funding structure of BC health authority, including hospitals and creation of long-term care options for substance abuse problems.<br><br>Mandate letter:<br><br>- Continue to lead and accelerate B.C.'s response to the illicit drug toxicity crisis across the full continuum of care: prevention, harm |
| Theresa Ho | Chief of Staff | |
| Karin MacMillan | Deputy Chief of Staff | |
| Stephen Brown | Deputy Minister | |

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| | | reduction, safe supply, treatment, and recovery.<br>- Expand new complex care, treatment, recovery, detox, and after-care facilities across the province, while building a new model of treatment offering seamless care through detox, treatment, and supportive housing so people don't fall through the cracks and can get quality care when and where they need it. |
| **Jennifer Whiteside** | Minister of Mental Health and Additions | Has specific mandate to improve mental health and addiction services in the province, including overdose response and long-term addiction care.<br><br>- Continue to lead and accelerate B.C.'s response to the illicit drug toxicity crisis across the full continuum of care – prevention, harm reduction, safe supply, treatment, and recovery.<br>- Expand B.C.'s prescribed safe supply programs to separate more people from the toxic drug supply through safe alternatives. Work with regulatory colleges, professional associations, and other |
| Seamus Wolfe | Chief of Staff | |
| Christine Massey | Deputy Minister | |

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| | | levels of government to overcome barriers.<br>- Work to improve public safety in our communities, including by implementing initiatives to address repeat and violent offending.<br>- Free up police to focus on serious crime through provincial investments in community-based mental health and social service front-line workers, such as Peer-Assisted Care Teams |
| **Mike Farnworth** | Minister of Public Safety & Solicitor General | Working with large municipalities and exploring the future of response teams and care programs which currently use police in combination with healthcare workers to respond to addictions and mental health crises.<br><br>- Convene roundtables with community leaders across the province on safety issues in their communities to identify ways to work in partnership on these issues.<br>- |
| Michael Snoddon | Chief of Staff | |
| **Alberta** | | |
| **Adriana LaGrange** | Minister of Health | Mandate letter: |
| Paul Wynnyk | Deputy Minister | |

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| Carol Kallio | Chief of Staff to the Deputy | - Working closely with the Minister of Mental Health and Addiction, who is the lead, to ensure that recovery from mental health and addiction and increasing the recovery capital of Albertans is a guiding policy in modernizing Alberta's primary health care system. |
| **Mike Ellis** | Minister of Public Safety and Emergency Services | Responsible for response to mental health and addiction emergencies, overseeing project studying AB provincial police.<br><br>- Mandate letter not yet available |
| Rae-Ann Lajeunesse | Deputy Minister | |
| Melissa Manchak | Chief of Staff | |
| **Dan Williams** | Minister of Mental Health and Addiction | Responsible for Alberta's mental health and addiction care, heavily focused on recovery and prevention.<br><br>- ensure that recovery from mental health and addiction and increasing the recovery capital of Albertans is a guiding policy in modernizing Alberta's primary health care system. |
| **Saskatchewan**<br>**No mandate letters** | | |
| **Paul Marriman** | Minister of Health | The department has a lead role in mental health and addiction, with Minister Hindley leading this effort. |
| **Clint Fox** | Chief of Staff | |
| **Christian Kainz** | Ministerial Assistant - Policy | |
| **Tracey Smith** | Deputy Minister | |

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| **Everett Hindley** | Minister of Mental Health and Addictions, Senior and Rural and Remote Health | |
| **Elias Nelson** | Chief of Staff | |
| **Manitoba**<br>**Note: Manitoba has a provincial election on October 3, 3023**<br>**No mandate letters** | | |
| **Audrey Gordon** | Minister of Health | Manitoba Health strives "…to meet the health needs of individuals, families and their communities by leading a sustainable, publicly administered health system that promotes well-being and provides the right care, in the right place, at the right time. |
| **Scott Sinclair** | Deputy Minister | |
| **Janice Morley-Lecomte** | Minister of Mental Health and Community Wellness | Department working to create an integrated, responsive, and accessible system of wellness, mental health, substance use and recovery services and supports that meets the needs of Manitobans. |
| **Kyle Kaufman** | Deputy Minister | |
| **Ontario**<br>**No mandate letters** | | |
| **Sylvia Jones** | **Minister of Health** | Ministry is responsible for the provision of all healthcare in the province, including partnerships with private healthcare providers |
| Vijay Chauhan | Chief of Staff | |
| Chris Dacunha | Director of Policy | |
| Catherine Zahn | Deputy Minister | |
| Dane Nelson | Director, Policy & Delivery | |
| **Michael Tibollo** | **Associate Minister of Mental Health and Addictions** | More specific responsibility for mental health, |

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| Suzanne Dennison | Chief of Staff | addictions care and planning within the province. |
| Drew Maharaj | Director of Policy | |
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| **Michelle Thompson** | Minister of Health and Wellness | Ministry of health has jurisdiction on the overall direction of the Nova Scotian healthcare system |
| **Quebec**<br>**No mandate letters** | | |
| **Christian Dubé** | Minister of Health | Minister of Health administers SUAP funding from Canada for the province and has overall jurisdiction on Quebec healthcare |
| Julie Lussier | Chief of Staff | |
| Dominique Savoie | Deputy Minister | |
| **Joanne Castonguay** | Commissioner of Health and Wellbeing | Civil servants in the ministry of health with specific oversight into public health and wellbeing, including addiction and mental health |
| Denis Roy | Deputy Commissioner | |
| Christian Dubois | Secretary General | |
| | | |
| **Nova Scotia** | | |
| **Brian Comer** | Minister of Communications, Minister Responsible for Office of Mental Health, and Addictions | The ministry works with provincial health authorities to provide addictions and mental health funding and measure progress. |
| Jeannine Lagassé | Deputy Minister, Office of Addictions and Mental Health | |

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| Samuel Hickox | Chief Officer, ministry of mental health | Mandate letter:<br><br>- Compile and analyze robust data to determine where improvement is needed and where the department is seeing success. Be responsible for working with individuals, communities, and community organizations to make sure that every resource is on the same page, striving for the same goal - overall community wellness. Where appropriate, establish long-term core funding that empowers these organizations to focus on doing what they do best. |
| **New Brunswick**<br><br>No mandate letters | | |
| **Bruce Fritch** | Minister of Health | The Addiction and Mental Health Services Branch oversees the delivery of the following services through the two regional health authorities: Addiction Services (short- and long-term rehabilitation services, outpatient services and methadone clinics); Community Mental Health Centres (prevention, intervention and post-vention services); Adult |
| **Kathy Connors** | Executive Assistant | |
| **Sherry Wilson** | Minister Responsible for Additions and Mental Health Services | |

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| | | Community Mental Health Services (short- and long-term interventions to adults); and In-patient Psychiatric Care (in-patient and day hospital services through the psychiatric units of regional hospitals and the province's two psychiatric hospitals). It is also responsible for Child and Adolescent Mental Health Services and the Youth Treatment Program. |
| **Prince Edward Island**<br>**Mandate letters not available** | | |
| **Mark McLane** | Minister of Health and Wellness | Ministry of Health and Wellness works with other social policy departments on a renewed Mental Health and Addiction strategy |
| **Erin Butler** | Executive Assistant to Minister | |
| **Lisa Thibeau** | Deputy Minister | |
| **Barb Ramsay** | Minister of Social Development and Seniors | Contributing to Mental Health and Addictions Strategy |
| **Teresa Hennebery** | Deputy Minister | |
| **Newfoundland and Labrador** | | |
| **Tom Osborne** | Minister of Health and Community Services | Mandate letter: implement 'Towards Recovery: A Vision for a Renewed Mental Health and Addictions System for Newfoundland and Labrador', including ensuring that the voice of lived experience is heard in all our work through the support of our Recovery Council, composed solely of individuals with lived experience and family |

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| | | members. □also ask that you oversee the development and plans for the opening of the new Mental Health and Addictions Facility. |
| **John McGrath** | Deputy Minister | |

# Appendix 5. Potential Allied Stakeholders

**CULC/CBUC Government Relations Campaign – Potential Allied Stakeholders**

| |
|---|
| **CFLA-FCAB –** United voice of Canada's libraries and the library community including communities that are not members of CULC/CBUC |
| **Federation of Canadian Municipalities:** National Association with membership of 2100 municipalities across Canada [would also approach provincial municipal associations like AMO and UBCM |
| **Canadian Urban Transit Association:** Voice of Public Transit in Canada |
| **Canadian Urban Institute:** National Platform housing best in Canadian city building |
| **Canadian Association of Chiefs of Police:** Primary advocacy group for policing in Canada |
| **CAMH: The Centre for Addiction and Mental Health:** Psychiatric teaching hospital in Toronto with 10 community locations in Ontario |
| **Canadian Mental Health Association (CMHA):** Known as most established, most extensive community mental health organization in Canada. |
| **Canadian Centre on Substance Abuse:** Focusses on reducing harms of problematic substance abuse. Hosts a national addictions awareness week from November 19-25. |