Agenda – Executive Policy Committee – October 20, 2021

REPORTS

Item No. 15 Public Service Measures to Acknowledge and Support the LiveSAFE Policy Statement

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That this report be received as information.

2. That the Public Service facilitate the co-creation of a community safety and well-being action plan, using a community development approach and through collaboration with community-level partner agencies and stakeholders, that is founded on principles of the LiveSAFE policy statement and framework for crime prevention, and report back within 24 months.

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

ADMINISTRATIVE REPORT

Title: Public Service Measures to Acknowledge and Support the LiveSAFE Policy Statement

Critical Path: Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
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EXECUTIVE SUMMARY

'LiveSAFE in Winnipeg' – an Interconnected Crime Prevention Strategy – is a Council-approved policy statement and framework that aims to address the root causes of crime through strategic actions that promote community safety and wellbeing (Attachment A). This approach relies on multi-sector collaboration to address risk and vulnerability before harm occurs. When harm occurs, collaboration is used to mitigate the impact of harm on further elevations in risk.

Since its adoption in 2008, implementation of the LiveSAFE framework has not been fully realized, yet LiveSAFE's overall purpose and guiding principles are still relevant today. The policy statement's vision for a community safety strategy that is focused on collective action remains a just and virtuous outcome for Winnipeg, but requires the support of a community safety and well-being action plan that is co-created by the City of Winnipeg and community-level stakeholders, as well as a dedicated resource to oversee development and implementation of that plan. This report outlines measures being taken by the Community Services Department (the "Department") to further support and advance the LiveSAFE policy statement and other community safety-inspired municipal initiatives such as the Poverty Reduction Strategy and the draft OurWinnipeg 2045, Goal #4: Good Health and Well-being. The report also includes a summary of findings from a consultant-led local community safety audit, gap analysis and community safety strategic action planning process to help inform recommendations.

A vital prerequisite for advancing policy through a community safety and well-being action plan is the establishment and recruitment of a new *LiveSAFE Community Safety and Well-being* (CSW) position in the Department's Community Development Division in Fall 2021. The CSW position will be dedicated to overseeing and participating in the development of collaborative, LiveSAFE-inspired community safety and well-being services and measures in Winnipeg through a community development approach. The success of this plan will be premised upon the continued development and preservation of cross-sectoral partnerships between the Public Service and community stakeholders, while also recognizing the City's critical role within existing and new community safety collaborations such as the Downtown Community Safety Partnership (DCSP).

RECOMMENDATIONS

1. That this report be received as information.

2. That the Public Service facilitate the co-creation of a community safety and well-being action plan, using a community development approach and through collaboration with community-level partner agencies and stakeholders, that is founded on principles of the LiveSAFE policy statement and framework for crime prevention, and report back within 24 months.

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

REASON FOR THE REPORT

On July 18, 2018 Council approved a Public Service recommendation that up to $150,000 from the Destination Marketing Reserve be used for consultant services to establish recommendations for the creation of a community safety centre of responsibility to promote the development of healthy, crime-free neighbourhoods in Winnipeg.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no financial, regulatory, environmental, human resources, or other implications resulting from the recommendations of this report.

HISTORY/DISCUSSION

LiveSAFE Policy

In 2008, Council approved the 'LiveSAFE in Winnipeg' policy statement and Strategic Action Framework, which recognized that successful 'crime prevention through social development' policies and interventions involve all sectors of the community, government, the private and non-profit sectors, community groups and citizens. The LiveSAFE Strategic Action Framework called on the Public Service, through the leadership of both the Winnipeg Police Service and the Community Services Department ("the Department"), to promote a LiveSAFE-guided intersectoral approach to crime prevention with key stakeholders, to take an active role in those public service areas that relate to community safety, and to provide a leadership role with community safety in Winnipeg.

At the time of its creation, LiveSAFE recognized a need for incorporating an "upstream" community safety approach to crime prevention (i.e. identifying and addressing the systems and structures that underly the root causes of crime) and a need for municipal policy to frame that community safety approach. This logic was reflected in the values embedded directly within the LiveSAFE policy statement that continue to be relevant today:

- Early intervention, along with focusing on the conditions that foster crime, will have an immensely positive effect on reducing crime, victimization, and fear.

- A balanced approach between crime suppression and crime prevention is the best method to a safe community. Prevention requires a partnership approach.
- The root causes of crime can be addressed through integrated and strategic actions aimed at promoting community well-being through social, economic, health, educational and recreational measures, with a particular emphasis on children and youth.
- Successful crime prevention efforts are those that engage other levels of government and that encourage participation from the private sector, non-profit organizations, community groups, and citizens.
- Municipal government is positioned to provide leadership and coordination of a strategy aimed at reducing crime and enhancing public safety in Winnipeg.

Since its adoption, LiveSAFE has not been fully realized. This is primarily due to a lack of dedicated resources to oversee strategic alignment, appropriate levels of community development and implementation of policy measures. The Department is currently recruiting a full-time LiveSAFE Community Safety and Well-being (CSW) position to oversee a review of the policy and the co-development of a community safety and well-being action plan with the community. This represents the next step in fulfilling LiveSAFE's original vision.

Related Strategy & Policy

In addition to LiveSAFE, a number of City-administered or partnered strategies and policies exist that promote community safety activities and collaboration and that could benefit from the support of a dedicated municipal community safety and well-being resource. These strategies and policies will need to be considered, connected and aligned where necessary in the development of a community safety and well-being action plan:

- *OurWinnipeg 2045*: The draft OurWinnipeg 2045 development plan (subject to third reading) recognizes community safety as a key approach through Goal #4: *Good Health and Well-being*: "proactively identify and address threats to community safety and well-being". Further, this objective requires the City to "facilitate a culture of safety and crime prevention across the city and community, by building trusting relationships to enable collaborative action".
- *Downtown Community Safety Partnership (DCSP)*: The DCSP was created in 2020 to proactively enhance the health, safety, and well-being of the downtown Winnipeg community through continual collaboration and innovation. This fully-resourced entity, with over 60 staff positions, developed an integrated and coordinated vision for service delivery to support vulnerable and at-risk individuals, prevent victimization, and positively impact all individuals working, residing, and visiting downtown Winnipeg. The DCSP includes 24/7 coverage to support vulnerable and at-risk individuals and is growing to fill key gaps in existing services. The DCSP began as a partnership of the Province of Manitoba, the City of Winnipeg, the Downtown Winnipeg BIZ, and True North Sports & Entertainment.

  The introduction and public funding of initiatives such as the DCSP have demonstrated the City's desire to be involved in shared, intersectoral solutions to community safety. This partnership has the opportunity to improve outcomes for its targeted stakeholders in the downtown area, but the City needs to provide resources to support similar collective-impact based initiatives that have the ability to address problems on a broader, city-wide scale as well as at a community level.
- *Winnipeg Committee for Safety:* The Winnipeg Committee for Safety is mandated to "support, assist, stimulate and mobilize the diverse communities of Winnipeg on a variety of

community safety concerns". The committee's ongoing role is to provide information, formulate recommendations and monitor progress regarding safety issues within our communities. The committee, which has an annual operating budget of $66,000 and is administered part-time by a Committee Coordinator, is in the process of developing its own strategic plan to guide the establishment of short and long-term committee objectives and deliverables related to community safety. This strategic plan is expected to be completed in late 2021.

- *Winnipeg Safe City Initiative*: The Winnipeg Safe City Initiative is a partner in the UN Women's Safe Cities and Safe Public Spaces Global Programme. The initiative aims to reduce and prevent sexual violence against women and girls in public spaces. Co-led by an appointed Council representative and the Manitoba Status of Women Secretariat, the initiative works with intergovernmental partners, City departments, and community organizations invested in creating safe public spaces free of sexual violence and harassment where all women and girls can succeed and thrive.

- *Newcomer Welcome and Inclusion Policy*: In February 2020, Council adopted the Newcomer Welcome and Inclusion Policy and Strategic Framework. Pillar two of the Strategic Framework: 'A City without Racism' aims to address racism and discrimination in Winnipeg and work to eliminate inequities through education, public awareness, and leading by example. Key objectives identified within this strategic pillar include Objective 2.3: Build relationships to foster community safety and trust, and Objective 2.4: Work to build understanding between Newcomers and Indigenous peoples. Key community safety-themed activities in the Newcomer Welcome and Inclusion implementation plan include:
    - Activity 2.3.1 focuses on fostering effective relationships with religious and ethno-cultural groups with the goal of reducing incidence of hate crimes.
    - Activity 2.4.2 focuses on fostering effective relationships between Indigenous and newcomer groups through community connections that support dialogue.

- *Poverty Reduction Strategy*: In 2019, the Public Service was asked to prepare a Poverty Reduction Strategy with one of the draft goals for the strategy being 'Collaborate for Equity in Community Safety'. In the Strategy's 10-year plan, "Equity in Community Safety is Increased through Collaboration" and is focused on resourcing community and equity-based approaches to safety, particularly for First Nations, Métis Nation, Inuit, Black, Racialized and Religious Minority groups and in areas of higher poverty. Key community safety-themed actions in the Poverty Reduction Strategy's implementation plan include:
    - Working collaboratively with community stakeholders, people with lived experience, and City departments to create a "community safety and well-being plan" that includes short, medium, and long-term action plans.
    - Working collaboratively with stakeholders on developing and implementing a made in Winnipeg PACT (Police and Crisis Team) model as an option to divert non-criminal 911 calls to an alternative response approach that includes other supports and interventions (e.g. mental health crisis related calls). This action is in-progress.

  The Poverty Reduction Strategy's 10-year Implementation Plan is being submitted to Council in Fall 2021.

- *Anti-Racism Initiatives & Equity, Diversity and Inclusion:* The Public Service will be submitting an Equity, Diversity and Inclusion (EDI) policy and strategy report to the Human Rights Committee of Council in Fall 2021 that will propose steps to be taken to increase the equity, diversity and inclusivity of the City's workforce.

Best Practices in other Canadian Municipalities

The Department currently acts as the City of Winnipeg's representative on the Canadian Municipal Network on Crime Prevention (CMNCP). Over the past several years, an increasing number of CMNCP member municipalities have implemented municipality-based community safety 'centres of responsibility' using different operating formats and governance structures. Two key factors are generally considered when evaluating the need for a dedicated community safety resource:

1. Municipalities, as stable institutions, are strategically situated to take a leadership role in improving community safety by implementing and maintaining cost-effective measures that bring long-term solutions. Furthermore, municipal governments are the closest form of government to community-level issues, which provides them with key insights and access to local issues that are not always available to higher levels of government.
2. Strategic, collaborative, and evidence-based community safety efforts are cost-effective and offer the best odds of leading to desired outcomes and impacts.

In addition to considering the potential role of municipal government as an entity well-suited to lead community safety problem solving and collaboration, Canadian best practices suggest that dedicated community safety resources should consider the following tenets:

- Be directly administered by the municipality or by an entity that maintains a direct funding and/or reporting relationship to the municipality.
- Have permanent and well-trained staff that utilize data collection and analytics to identify and evaluate collective efforts to prevent crime and improve community safety.
- Be primarily dedicated to supporting community efforts to address community safety through direct or indirect provision of services.
- Be administered with no *direct* reporting relationship to the local police service.
- Have the capacity to influence and encourage key municipal figures.
- Become established as a 'backbone organization' as defined by a collective impact approach that leverages core resources to secure multi-stakeholder resources by forming a common agenda, establishing shared measurements of performance, aligning activities, and sharing information amongst strategic stakeholders.

The establishment of a dedicated CSW position (discussed further in this report, below) in the Department represents a key step for the Public Service in achieving the goal of improving community safety outcomes for Winnipeg citizens.

Community Safety Centres of Responsibility: The table below provides three examples of the most established and effective community safety centres of responsibility on Canada:

	Crime Prevention Ottawa (CPC)	Waterloo Region Crime Prevention Council (WRCPC)	REACH Edmonton
Founded	2005	1995	2010
Reports to	Ottawa City Council	Waterloo Regional Council	Edmonton City Council
Purpose	Contribute to crime reduction and enhanced community safety in Ottawa through collaborative evidence-based crime prevention.	Advice, recommend and stimulate action in order to facilitate the reduction and prevention of crime.	Significantly reduce crime rates in Edmonton; increase citizens' sense of safety; and engage the citizens of Edmonton in crime prevention activities.
Key Deliverables	Funding crime prevention programs, conducting research, and developing educational material.	Conducting research, facilitating community engagement and mobilization, and advocating against discrimination / marginalization.	Providing strategic direction, facilitating dialogue, managing data collection and analysis, handling community outreach, and identifying and coordinating funding application processes.
Resources	Approximately $1,500,000 provided annually by the City of Ottawa for operations and funding services, employing three municipal full-time staff.	Approximately $727,000 provided annually by the Region of Waterloo Government, employing six regional full-time staff.	Approximately $4,000,000 provided annually (including municipal, provincial, and federal funding), employing 12 full-time staff and up to five project-specific staff.

CMNCP Practitioner Guide

Since the time of this project's initiation, the CMNCP has developed and published a Practitioner Guide on Crime Prevention and Community Safety & Well-Being Planning (Attachment B). This guide is based on feedback from municipal community safety experts across Canada and includes a detailed breakdown of the stages and best-practice elements involved in the development of community safety and well-being plans. The new CSW position will reference this Practitioner Guide when developing a community safety and well-being action plan.

Consultant-led Project

To help form recommendations to advance the LiveSAFE policy statement and further promote community safety-focused collaboration, the Department secured funding in 2018 through the Destination Marketing Reserve to hire a consultant to complete a community safety audit, gap analysis and community safety strategic action planning document. The goal of this project was to evaluate the effectiveness of current City of Winnipeg community safety programs and opportunities, identify gaps and make recommendations for future municipal community safety activities and resourcing.

Consultant Community Safety Audit

The consultant-led community safety audit (Attachment C) revealed several important findings that help demonstrate the current state of community safety in Winnipeg and that identify best practices from other Canadian municipalities. Locally, the audit focused on identifying community stakeholder-led services and at-risk geographies, and aligned these services and geographies with local crime statistics ("Community safety service" is defined here as a program or service that directly provides activities, processes and outputs designed to support children, youth, and adults 'at risk' of becoming involved in crimes or becoming victims of crime). The audit identified 162 local stakeholder agencies as either 'direct service providers' or 'support providers' who provide services associated with or linked to community safety in Winnipeg.

Among other document highlights, the audit noted specific geographic locations in Winnipeg that are underserved by existing services; that a gap exists with City of Winnipeg investment in upstream community safety activities; and that a large number of services in Winnipeg are being provided independently of one another without a cohesive, city-wide strategic plan that aligns community safety efforts towards achieving mutually defined goals.

Consultant Strategic Action Plan

The consultant's Strategic Action Plan document (Attachment D) identified three reasons why the City of Winnipeg should consider in strategizing long-term solutions to community safety and well-being. These reasons are based on the results of the community safety audit:

1. Crime in Winnipeg is a significant concern for citizens;
2. Investment in early intervention prevents crime;
3. Currently, there is limited coordination among stakeholders to address community safety on a city-wide scale, and no city-wide action plan exists to enhance community safety and well-being.

The Strategic Action Plan document made several observations regarding the current state of community safety in Winnipeg by capturing a variety of community safety stakeholder views through a survey and focus group engagement process as well as through a consultant-led City of Winnipeg / community stakeholder Planning Group. More information on the composition of these stakeholder groups is provided below and in the consultant's stakeholder engagement summary, found on the project's webpage here: Link

Further engagement with community stakeholders and individuals is required to build on the strategic directions and action items identified through earlier processes. In addition, this report does not address the issue of systemic discrimination within the City but does acknowledge that significant work is needed to identify how trust between all levels of government and Winnipeg's First Nations, Metis Nation, Inuit, Black, Racialized and Religious Minority communities can be rebuilt. In March 2021, the City launched its inaugural Anti-Racism Week, and acknowledged the existence of systemic racism within all levels of government, identifying the need to work

collaboratively both internally and with community stakeholders to address racism and seek long-term tangible actions. The City of Winnipeg's Anti-Racism Week in 2021 provided an opportunity to start this process; future work is required to be done in partnership with community agencies in order to leverage training, tools, processes, structures, initiatives and partnerships to increase trust and collaboration. One such initiative is the upcoming Equity, Diversity and Inclusion policy and strategy report that will be submitted by the Public Service to the Human Rights Committee of Council in Fall 2021, in addition to further anti-racism events and learning.

Consultant Recommendations

The consultant made five key recommendations to address a broad range of community safety-related issues. These recommendations will be considered by the Department's CSW position and the Public Service as a whole, either directly through Department service objectives or indirectly through ongoing inter-sectoral collaboration opportunities and strategic planning processes:

1. Develop and sustain a high-impact collaborative network facilitated and coordinated by a community safety and well-being integration centre and functioning in a collective impact planning environment (the Downtown Community Safety Partnership represents one version of this Integration Centre concept that targets one geographically-specific area of Winnipeg.);
2. Invest in recreation and leisure facilities to be the centre of community safety and well-being with targeted, accessible and culturally relevant recreation and sports programming for low income children and youth in high crime areas (the Winnipeg Recreation Strategy, to be heard in Fall 2021, has incorporated development goals that are based in part on better serving low income communities. Also, the Poverty Reduction Strategy's Goal #6 is focused on ensuring that all City Services are equitable, inclusive and accessible, with several individual Actions aligning with this particular consultant recommendation.
3. Reassess the City's approach to addressing crises from those with mental health and addictions issues and expand upon existing models to pair mental health supports/social workers and law enforcement where and when they are needed (the Department has had one Community Crisis worker FTE dedicated to supporting the Winnipeg Police for many years. Also, the City's participation in the Bloomberg Harvard City Leadership Initiative "identified opportunities to recast and reimagine the integration and operation of existing services within the Winnipeg Police Service and the Winnipeg Fire Paramedic Service: the Vulnerable Persons Unit (VPU) and the Emergency Paramedic in the Community (EPIC) program. These two services represent paradigm shifts in the dispatch of emergency services and is currently being explored by those departments".);
4. Provide municipal funding for community programs and services focused on prevention and based on community priorities, defined needs and desired outcomes (the City has implemented the four-year [2020-2023] Community Safety and Crime Prevention Program as one successful example of funding being directed towards upstream community safety initiatives.);
5. Invest in safe and affordable housing with a focus on the vulnerable (the Poverty Reduction Strategy includes a life pole goal that targets the City actively planning for and partnering on affordable housing.).

In addition to the above consultant recommendations, two additional goals were documented by Project Planning Group participants and will be incorporated into the future community safety and well-being action plan:

1. Increased youth engagement, mentorship, training and employment opportunities targeted at marginalized young people including Indigenous and newcomer youth;
2. Emphasizing the City's commitment to reconciliation through the Truth and Reconciliation Commission's Calls to Actions and the Missing & Murdered Indigenous Women and Girls Calls to Justice.

Where the above recommendations are deemed to be beyond the scope of the City's authority and/or service oversight, the Public Service will collaborate with other levels of government and community stakeholders to address these goals and develop meaningful solutions.

LiveSAFE Community Safety and Well-being Position

The new CSW position is currently in the recruitment stage and, when filled, will be dedicated to advancing collaborative, upstream community safety and well-being services and measures in Winnipeg and fulfilling the LiveSAFE policy statement through a community development approach. The CSW position will work directly with the community on a city-wide scale and be integrated into existing community safety initiatives such as the DCSP through direct involvement with committees, programs and collaborations that are developed through an upstream community safety lens. The Department's experience and knowledge in the field of community development and community safety, gained through regular, ongoing collaboration with other civic departments, agencies and local community stakeholders as well as through regular dialogue with experts from other Canadian jurisdictions, makes the Department well-prepared to lead CSW position oversight and activities dedicated to community safety and well-being.

The CSW position aligns with the LiveSAFE policy statement's stated purpose of introducing an "interconnected crime prevention strategy for Winnipeg that is focused on collective action" as well as OurWinnipeg 2045's Goal #4: 'Good Health and Well-being. The CSW position will use a community development approach to:

- Develop, coordinate and evaluate short, medium and long-term department community safety and well-being planning that reinforces community safety principles outlined in the OurWinnipeg; City of Winnipeg's LiveSAFE policy statement; Poverty Reduction Strategy; Newcomer Welcome and Inclusion policy; Equity, Diversity and Inclusion policy; and Winnipeg Recreation Strategy.
- Lead and work with internal and community stakeholders to develop, strengthen and facilitate inter-departmental, inter-sectoral, collective impact-based community safety collaborations. This includes working closely with the Winnipeg Police Service and other key internal and external stakeholders such as the office of the City Economist, the Innovation and Technology Department, the Winnipeg Committee for Safety and the DCSP to gather necessary supports as well as pertinent data sets to realize the resource's full departmental and organizational obligations.
- Work with both internal and external stakeholders to identify how issues of trust between municipal government and Winnipeg's First Nations, Metis, Inuit, Black, Racialized and Religious minorities communities can be addressed and remedied. This work is required to be done in partnership with community stakeholder agencies.

The CSW position is being funded with existing Department budget and FTE resources.

FINANCIAL IMPACT

Financial Impact Statement

Date: **August 27, 2021**

Project Name:

Policy Statement

COMMENTS:

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

"Original signed by K.Lemoine"

Kelly Lemoine, CPA, CA
Manager, Finance and Administrative Services
Community Services Department

CONSULTATION

This Report has been prepared in consultation with:

- Winnipeg Committee for Safety
- City Economist, Office of the CAO
- Winnipeg Police Service
- Downtown Community Safety Partnership

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg (2011) - Direction 01-2: Safety and Security

OurWinnipeg 2045, Goal #4: Good Health and Well-being (subject to Council's 3rd reading):

- Proactively identify and address threats to community safety and well-being.
- Facilitate a culture of safety and crime prevention across the City and community, by building trusting relationships to enable collaborative action.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

N/A

SUBMITTED BY

Department: Community Services
Division: Strategic Management and Business Support Services
Prepared by: Jeff Honey
Date: August 27, 2021
File No: CMS-2020-17

Attachments:
Attachment A: LiveSAFE Policy and Strategic Action Framework

Attachment B: CMNCP Community Safety and Well-being Practitioner Guide

Attachment C: Consultant Community Safety Audit / Pre-Planning Report

Attachment D: Consultant-led Strategic Action Plan document