

City of Winnipeg

Community Safety Strategic Action Plan

September 2020

PREPARED BY
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Community Safety Strategic Action Plan

A citizen's, business owner's and visitor's perception of their safety and security is key to the health and continued growth of a city. Community safety is complex and difficult to define and the factors that contribute to safety, security and well-being are equally as complex, requiring a multi-faceted and integrated approach. The City of Winnipeg wants to execute a collaborative, broad-scaled and complete approach to safety, security and well-being in Winnipeg, resulting in healthy, crime-free neighborhoods.

MNP was retained to work with the City of Winnipeg and key stakeholders in the development of a practical, integrated community safety strategic action plan supported by a restructured municipal community safety and well-being policy and the appropriate governance and structural framework. In the year and a half since this engagement started, significant events have changed the focus of this work. COVID 19 has impacted almost every facet of people's lives and governments' general approach to governing and providing services. Because of the nature of municipal government and its direct relationship to citizens, the health, wellness, safety and economic impacts have been great. In addition, recent police related incidents in the United States, have given rise to global demands for a different approach to community safety and a better relationship between citizens and the police services that protect them. There has never been a better time for the City of Winnipeg to consider a renewed approach to community safety and well-being.

1 Why Change

The Community Safety Environment in Winnipeg

MNP initially conducted a high-level assessment of the current environment of community safety in Winnipeg. Data and information was gathered through:

- A review of background information, documents, statistics and annual reports
- Interviews with City of Winnipeg departments and the Winnipeg Police Service
- On-line survey distributed to 107 stakeholder groups
- Two stakeholder consultation sessions
- Mapping of relevant services

Community Safety Defined

It is important when assessing the existing environment and establishing a plan for community safety to be clear and to agree on its definition. In 2018, Dr. Chad Nilson was commissioned by the Community Safety Knowledge Alliance to write a report about the concept, current practices and policy alignment efforts surrounding the emerging community safety and well-being movement in Canada. Based on his extensive literature review, he concluded there is no accepted or standardized definition of 'community safety'. The most advanced definition of community safety and well-being is based on the premise that the elevation of risk factors leads to increases in vulnerability and harm, which, if not mitigated cycle back to re-elevate risk (a vicious circle). The approach relies on multi-sector collaboration of various human services designed 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.

'At Risk' has been defined based on the World Health Organization Model for understanding risk factors for crime at the individual, relationship, community and societal level.

Individual	• Personal and psychological characteristics • Substance abuse	• History of violence
Relationship	• Poor parenting • Violence between parents	• Low income • Delinquent peers
Community	• Poverty • Unemployment • High crime	• High mobility • High density • Drug trade
Societal	• Gender and income inequality • Norms supportive of violence	• Policies re school expulsion • Low prosecution of offenders

Community safety service has been defined 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. These services assist in ensuring safety and security in internal and external environments and/or addressing the root causes of crime while working towards wellness and productivity.

MNP developed a comprehensive pre-planning report in September 2019. It provides detailed information and is attached to this report. There were many positions and data to be considered but three common themes were identified that support the need to transform the approach to community safety and wellness.

1. Crime in Winnipeg is a significant concern and it doesn't appear to be getting better
2. Research has demonstrated and it is intuitive to conclude that investment in prevention prevents crime
3. There are numerous initiatives, projects and services focused on enhancing community safety without a cohesive, city-wide strategy and without an evidence-based understanding of what works

a) Crime in Winnipeg is a Significant Concern

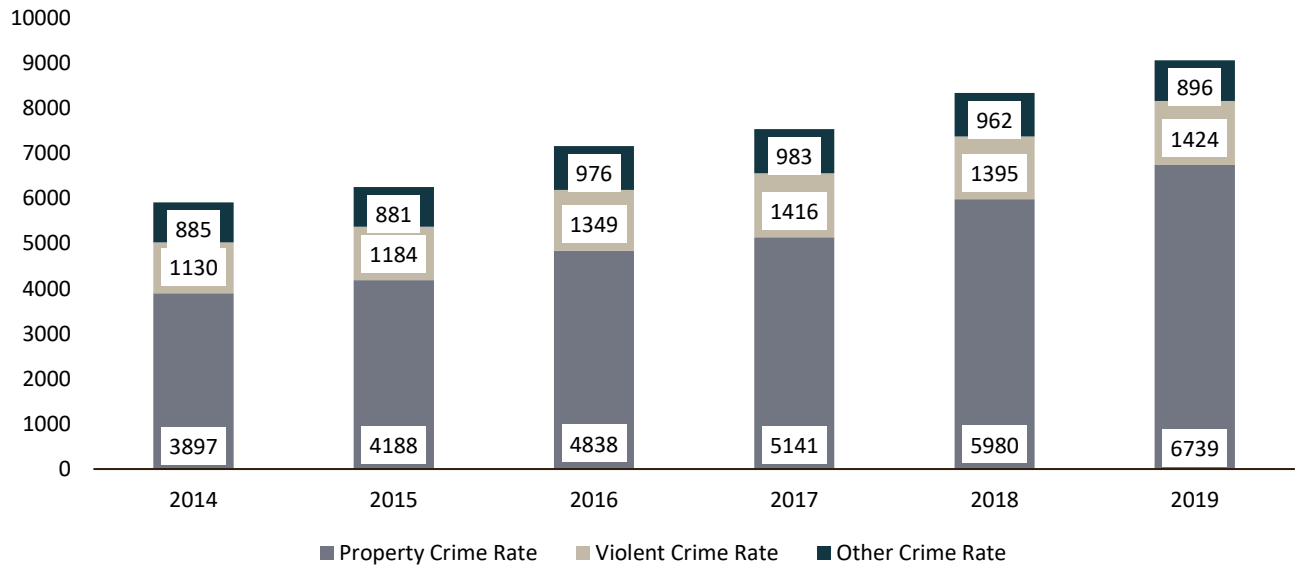
Violent and property crime rates in Winnipeg have been above the six- year average (2013-2018) since 2016. Specifically, violent crime piqued in 2017 when it was ten (10) per cent higher than the six-year average; while property crime piqued in 2018 at twenty-seven (27) per cent higher. Overall, violent and property crime rates in Winnipeg have been higher than the rest of Canada since 2013. However, in 2018 Winnipeg had only a one (1) per cent increase in violent crime compared to a three (3) per cent increase for the rest of Canada. Winnipeg had a fourteen (14) per cent increase in property crime compared to a two (2) per cent increase in the rest of Canada.

In 2018 there was a decrease in the violent crime severity index by three (3) percent in Winnipeg compared to an increase of two (2) per cent in the rest of Canada. Alternatively, due to the overall increase in property crimes in Winnipeg e.g. seventy-seven (77) percent increase in theft under $5,000, the total crime severity index increased by fourteen (14) per cent in 2018 compared to only two (2) per cent in the rest of Canada. Winnipeg has had a higher Total Crime Severity Index Score and Violent Crime Index Score since 2012.

With the release of 2019 data from Public Safety Canada scheduled for release in September of 2020, the best source of the most up to date crime rate information is the 2019 WPS Annual Statistical Report.

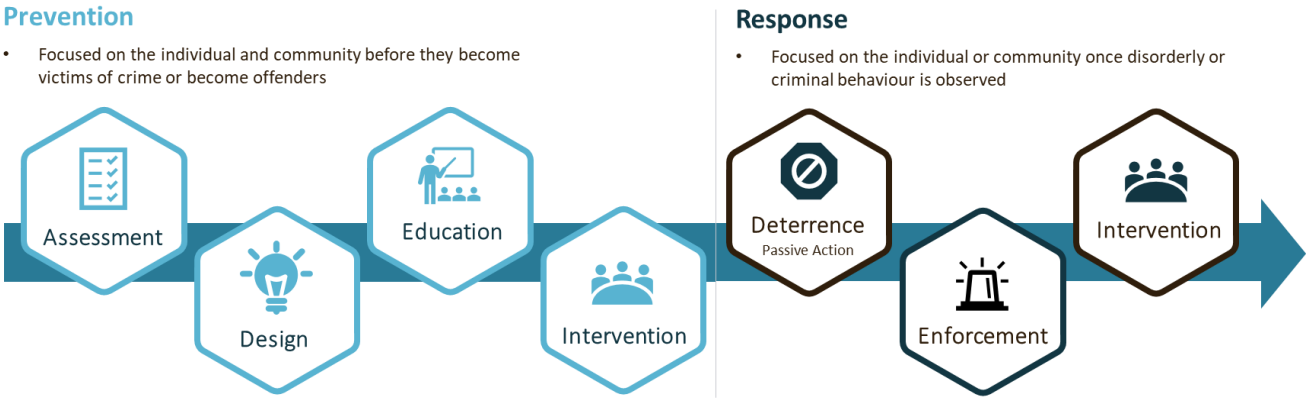
In general, the total crime rates in Winnipeg have increased in 2019 compared to 2018 continuing an upward trend since 2014. With that said, the total crime rate increase is primarily driven from a disproportionately large increase in property crimes compared to other crimes (e.g. violent, other).

Figure 1: Violent, Property, and Other Crime Rates in Winnipeg Between 2014 and 2019



b) Investment in Early Interventions Prevents Crime

There is a continuum of community safety with prevention focused on the individual and community before they become victims of crime or offenders and response (deterrence and enforcement) once criminal or disorderly behaviour is observed.



More than 50 years of research confirms early interventions prevent crime. The Canadian Municipal Network on Crime Prevention (CMNCP) has published numerous documents demonstrating the benefits of investment in effective solutions, such as youth and family services, recreation and sports programming, enriched pre-

school and parenting programs and revised school curricula. One such study cited a return of $7 for every $1 invested. The majority of effective crime prevention programs and practices focus on youth, families, schools as well as addiction and mental health issues. One recent study titled *Quantifying the Life Cycle Benefits of a Prototypical Early Childhood Program,* estimated an internal rate of return of almost 14% with an associated benefit/ cost ratio of 7.3.

But in Winnipeg, like most North American municipalities, the majority of funding for crime prevention lies within the police budget. According to the Federation of Canadian Municipalities, municipal expenditures on public safety are unsustainable. It is critical to find different solutions. Having said that, it is very difficult to redirect policing funding to 'upstream' interventions because it often takes years to achieve desired outcomes. The City of Winnipeg provides funding for crime prevention on an annual basis. In 2019, almost $46,000,000 was spent on crime prevention. Approximately seventy-two percent (72%) is provided to the Winnipeg Police Service and twenty- eight per cent (28%) to Public Works. The budget funded community policing, street lighting and crime prevention initiatives. In comparison, three sources of municipal grants related to community safety expended only $5,600,000.

c) Limited Coordination Among Stakeholders and No Strategy to Enhance Community Safety and Well-Being

During the consultation phase of this project, there was a heightened focus on community safety, with significant concern about increased drug use fuelling criminal activity. The Winnipeg Police Service and a few councillors hosted community sessions to solicit input about how to enhance community safety.

Numerous sessions facilitated by different groups, without coordination and without consistent messaging causes confusion in the general public. The opportunity to explain the full spectrum of support from crime prevention to deterrence to enforcement is lost.

City of Winnipeg

The City of Winnipeg is both a service delivery organization and funder in the development of a safe and healthy city. The table below is a snapshot of municipal departments and services and their **primary** role on the community safety continuum.

Service Delivery Department/Division	Community Safety Continuum						
	Prevention				Response		
	Assessment	Design	Education	Intervention	Deterrence	Enforcement	Intervention
Community Services Department							
• Strategic Management and Business Support Services Division	●						
• Recreation Services Division	●	●	●	●			
• Library Services Division	●	●	●	●			

Service Delivery Department/Division	Community Safety Continuum						
	Prevention				Response		
	Assessment	Design	Education	Intervention	Deterrence	Enforcement	Intervention
• Community By-law Enforcement Services Division	●	●	●		●	●	
Planning, Property and Development	●	●					
Indigenous Relations							
Winnipeg Police Service			●		●	●	●

The Community Services Department and the Winnipeg Police Service play the most significant role and offer the most relevant services to community safety and wellness. The mandate and mission of the Community Services Department supports the broader view of community safety and wellness.

Mandate	Mission
The City of Winnipeg is a leader in delivering recreation services that build healthy communities. The City's role as a recreation and wellness leader and facilitator includes working together to address age, gender, ability and cultural barriers to participation.	To contribute to the overall wellbeing of our community through the provision of needs-based community development, recreation, leisure and neighbourhood support services.

It suggests that a healthy community:

- Provides a lot of options for use of personal and family leisure time
- Promotes community member gathering
- Offers educational and development opportunities outside the traditional education system
- Is clean, free of hazard and aesthetically pleasing
- Offers amenities, products and services appropriate to the character of the community

The Winnipeg Police Service (WPS) is a core community safety and crime prevention service provider.

Vision	Mission
A Culture of Safety for All	Build safe and healthy communities across Winnipeg through excellence in law enforcement and leadership in crime prevention through social development.

The Winnipeg Police Service has established four goals:

1. Less crime and victimization
2. Engaged communities

3. Effective and efficient service
4. Healthy organization

Notwithstanding the expectations of all members to positively influence and contribute to community safety, the WPS reports that many of the formal programs or services directly related to community safety reside in Division 51 Community Support.

Division 51 Community Support		
Cadet Unit Auxiliary force cadets	**School Engagement Unit** School Resource Officers School Education Officers	**Community Engagement Unit** Diversity and Crime Prevention Indigenous Partnerships Victim and Volunteer Services

Division 51 - Community Support is considered the primary outward-facing information and partnership interface with the citizens of Winnipeg. The Division provides information supports and services for partners such as citizen or community groups as well as facilitates community stakeholders and the WPS by coordinating assistance, partnerships and attendance at events. The Division is viewed as the navigational guide to connect community with the appropriate WPS connection point.

The objectives of the unit are:

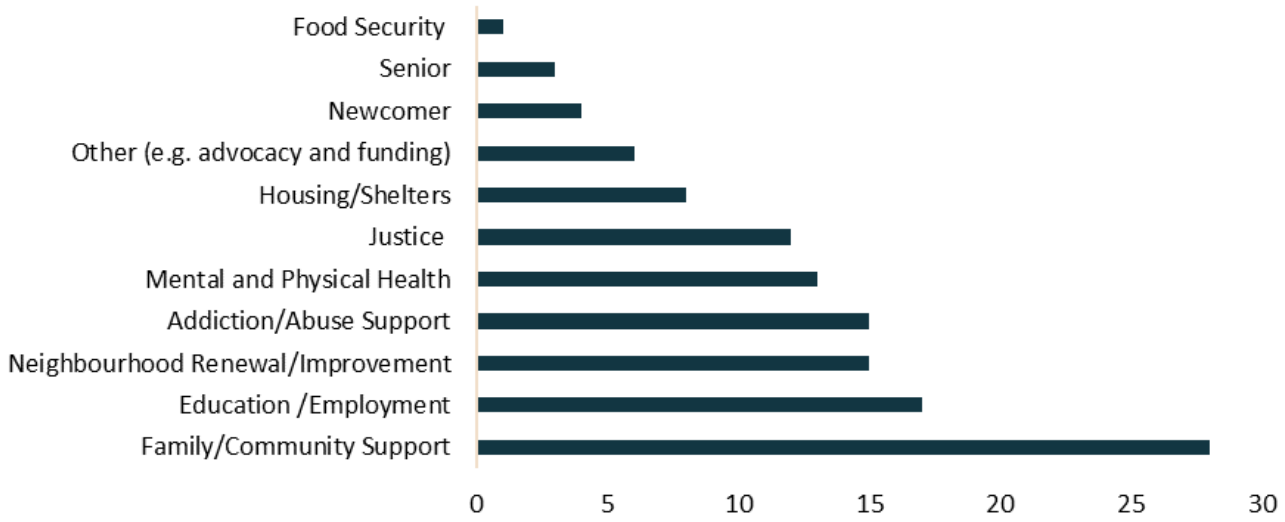
- To improve public safety
- To encourage and develop sustainable solutions to community problems
- To identify and suppress crime through intelligence-led, evidence-based activities
- To establish and maintain community partnerships

Community Safety Stakeholders

Winnipeg is not a homogeneous city. The needs differ across neighborhoods and communities and require customized responses and actions. As part of MNP's initial assessment, in addition to City of Winnipeg departments and provincial government departments, we attempted to identify all the players involved in community safety and well-being. There were several limitations to this assessment, that were identified early and addressed in recommendations for further action. ***The most significant barrier is the lack of comprehensive, credible and reliable data and information.***

By piecing together lists from previous consultations around community safety as well as information about grants provided by the City of Winnipeg, MNP was able to identify 162 stakeholders that have some connection to community safety and well-being. By reviewing publicly available information, we identified those who delivered services to clients, defined the types of service and the target clients. Detailed information is available in the pre-planning report. The graphic below is a very simplistic depiction of the service types.

Figure 2: All Identified Stakeholders in Winnipeg by Service Type



GIS Mapping

MNP also completed a GIS mapping exercise of stakeholders and their primary service categories by area of the city. There were several additional comparisons by area of the city including crime rates and socioeconomic risk indicators. MNP found that based on the limited data we had and without being able to conduct a valid comparison to need:

- Stakeholders delivering education or employment support are concentrated in the core of the city with the service area covering most of downtown, Point Douglas, Lord Selkirk, and West Broadway. There are individual facilities services in small areas across the south and west of the city, as well as a pocket of services further north than the main concentration. The general concentration of education and employment services illustrates the necessity for mobility to access current service providers and could provide evidence for a need to distribute these services more evenly across the city
- Services focused on family and youth have a wider concentration within the core, and better distribution across the city. The main service area covers a geographic area from Wolseley to Point Douglas and further north on Main St. and west past Keewatin St. There are a number of isolated service providers in the west end, south east, and between Henderson Hwy. and Lagimodière Blvd.
- The downtown core from Point Douglas to River-Osborne and across to Wolseley and the West End are relatively well serviced by stakeholders focused on health, physical and mental. With the exception of a single facility, the rest of the city is seriously underserviced.
- Similar to health and mental health, the service area for stakeholders addressing issues related to housing and shelter is concentrated in the urban core resulting in a shortage of service providers elsewhere in the city. This disproportionately impacts anyone struggling with housing and shelter who currently lives and/or works outside the urban core.
- There are issues relating to equity of access to services. Individuals living further from the core service areas will have less ability to access necessary services that could reduce the impact of risk on future criminality or victimization. The neighbourhoods of Windsor Park. St. Boniface, Pembina strip,

Chevrier, Heritage Park and Sturgeon Creek all experience elevated risk with limited access to potentially mitigating services.

Critical Finding

There is no 'single source of truth' that:

- Identifies the organizations, committees, initiatives and working groups involved in the planning, governance and delivery of services on the community safety continuum
- Describes the primary mandate, primary clients and the services of these entities
- Quantifies the need/demand and 'connects the dots' between the demand and the related services
- Defines how success is measured and what indicators are used to monitor and report
- Identifies the funding source, the amount of funding and the expectations attached to this funding

A valid and credible assessment would require detailed information about the organization, the services provided, the coverage area, the target client, participant volume, participant outcomes and information about funders and funding expectations. Without a solid understanding of these organizations or groups, their purpose, the services, target individuals, capacity and funding, good evidence-based decisions can not be made about where to commit valuable time, energy and funding. As well, without clear definitions of expected outcomes and how they will be measured, you cannot determine what is and is not working, however structured and formal or flexible and informal.

This information is not publicly available and not necessarily collected and shared between different funders. MNP attempted to collect this information via the on-line survey, but the nature of the survey and surveys in general, did not ensure a complete picture.

2 Input from Community Safety Stakeholders

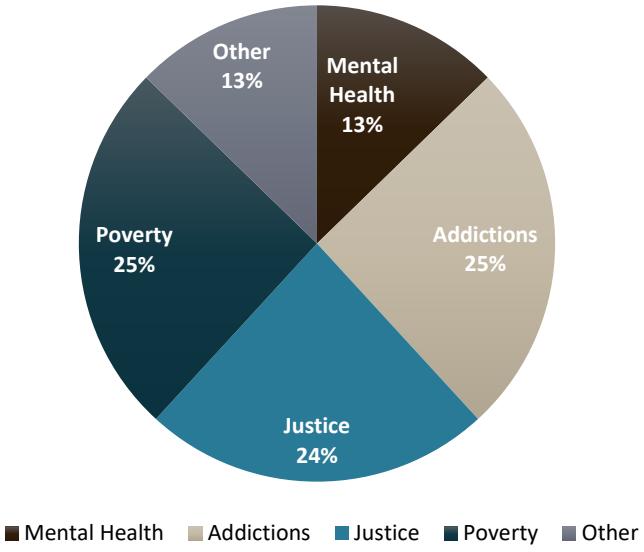
A questionnaire was designed and distributed to 107 community safety stakeholders. The first part of the questionnaire requested information about the stakeholder including their mandate, services, target client and funding. The second part requested perspective and feedback about community safety funding and granting practices and collaboration opportunities. MNP received 37 responses. This response rate is acceptable for a traditional survey but is not optimum for collecting and confirming stakeholder information.

MNP also facilitated two community stakeholder consultation sessions. Attendance was 14 for the first session and 8 for the second.

The findings of the survey and the two consultation sessions should be considered directional and not conclusive. A summary of the feedback is below:

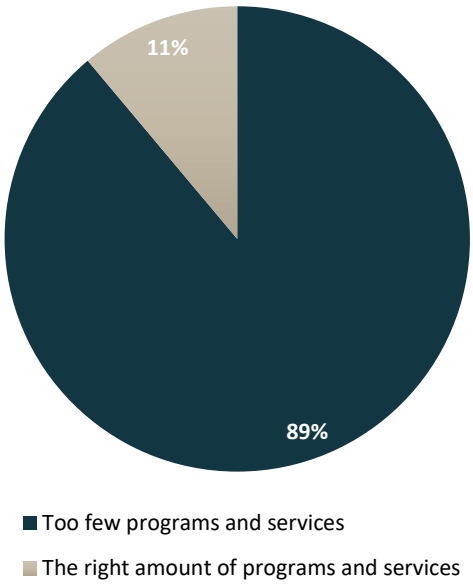
When asked what are the top five community safety and well-being issues in your neighborhood/ community:

Community Safety Issue	Common Categorized Responses
Mental Health	• Lack of mental health services • Trauma and discrimination
Addictions	• Lack of addiction treatment services
Justice	• Discrimination, racism, gentrification • Family instability • Safe spaces to reduce violence to women and girls
Poverty	• Lack of affordable/quality housing • Lack of financial security
Other	• Inadequate infrastructure • Isolation



When asked their perspective on the amount of safety programs and services available in their community:

Reasons for Gaps in Current Programs or Services	
Mental Health	• Lack of mental health services • Trauma and discrimination
Addictions Treatment Support	• Lack of addiction treatment services (Detox centres, harm reduction, education, etc.) • More focus on root causes
Funding	• Lack of funding
Poverty	• Lack of affordable/quality housing • Lack of financial security • Lack of 24/7 Safe Spaces • More access to programs and services (transportation, more open community spaces)
Other	• Inadequate infrastructure • Isolation • Safety



When asked if what, if any, barriers exist to effective collaboration and planning with other organizations serving the same client group, “competition for limited funding opportunities” was the most common response, followed by:

- Existing collaboration methods do not focus on program and service best practice,
- Limited alignment of service mandates, and
- Absence of formal communication and collaboration channels.

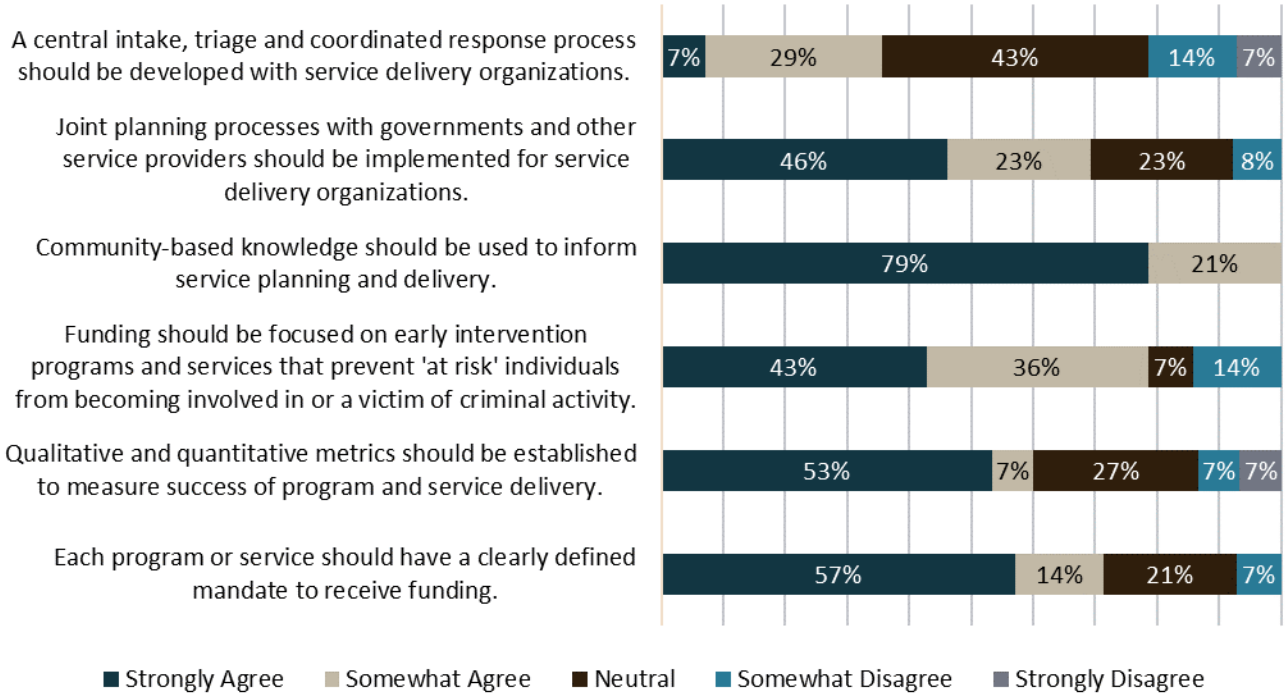
When asked what the ideal role of the City of Winnipeg is in supporting community safety programs and services collaboration, “collaboration network facilitator and administrator” was the most common response followed by:

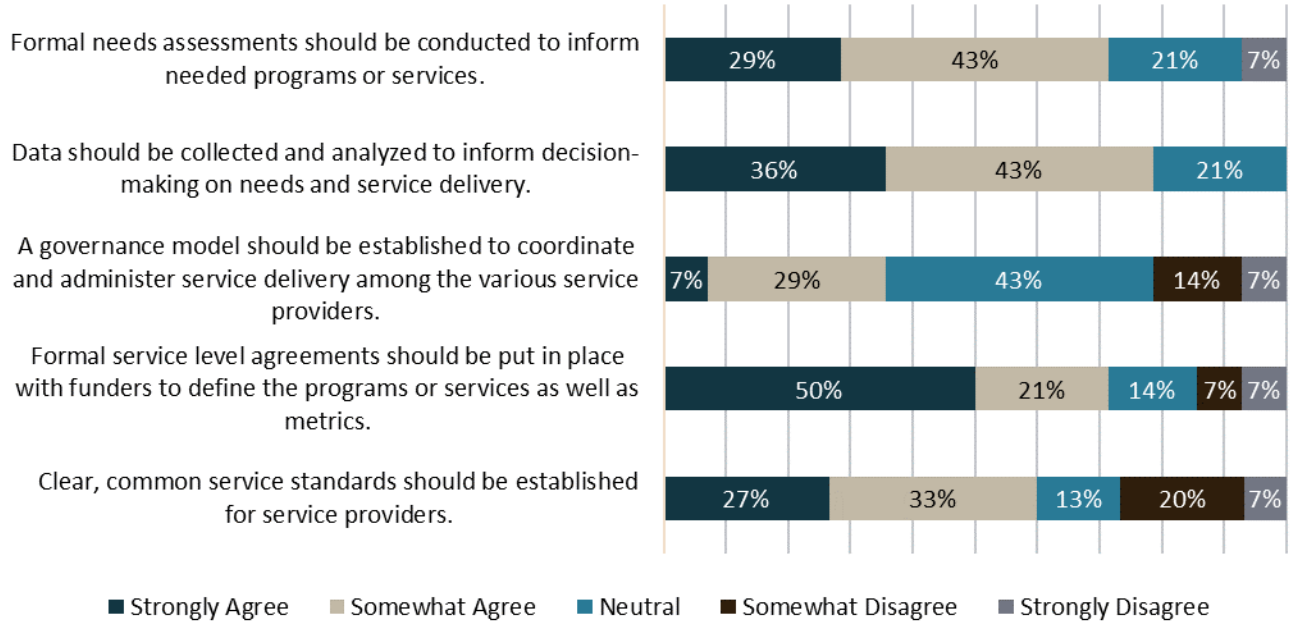
- Performance measurement system provider/ data caretaker
- Impartial grant distributor and monitor and
- Online collaboration channel funder and caretaker.

When asked what the ideal role of the Winnipeg Police Service is in supporting a community safety program and service collaboration, the most common response was “acting as a program and service endorser to the public for those activities that the WPS believes effectively address community safety” followed by:

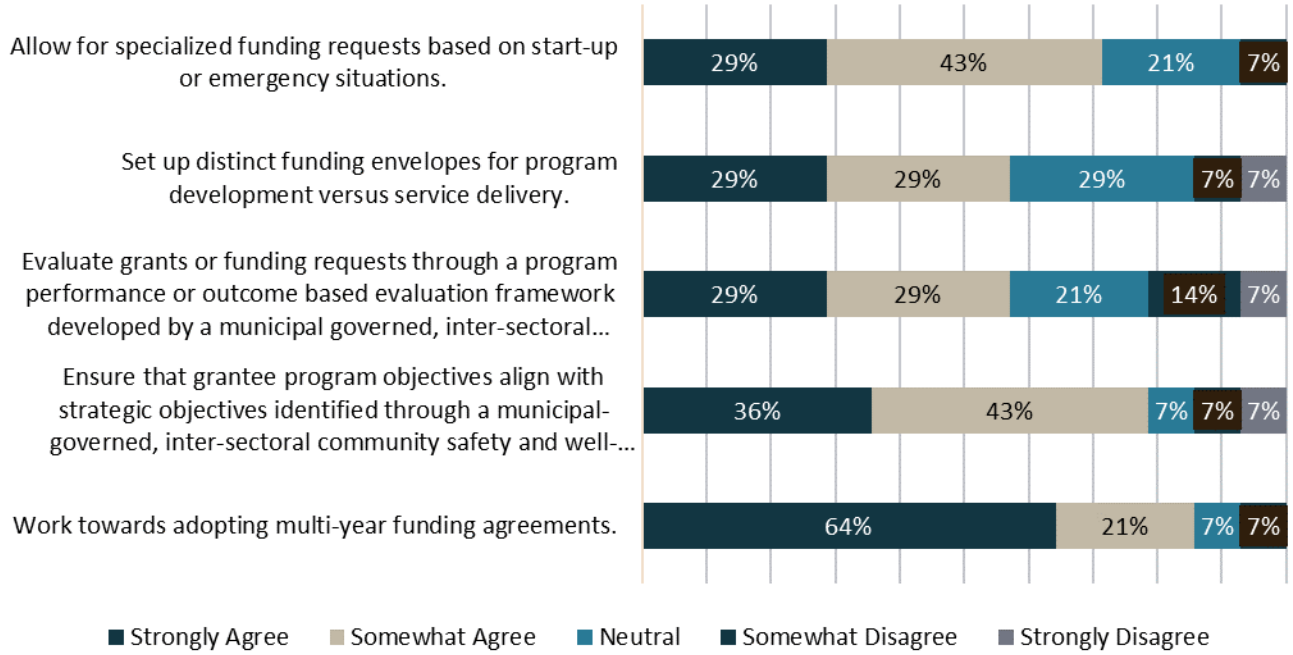
- Acting as a data sharing liaison
- Providing representation on an organizational board, program and service planning group or collaboration network
- Providing technical support for programs and services

Ways to Enhance Program Delivery





Ways to Improve Grant Funding and Contract Process



Ways to Improve Grant Funding and Contract Process

Overall Funding	Service Model and Assessment

• Provide multi-year, core funding as single-year grants make it difficult to deliver on priorities and report on outcomes
  ○ Remove penalties for lesser results within a shorter period
• Adjust funding levels based on scope and scale of services provided
• Create a central entity that controls all funding to organizations
• Focus less on reimbursement and "head count" based grants
  ○ Smaller organizations that may not be able to fund projects up front
  ○ Organizations better tailored to suit specific needs may not receive referrals
	• Redesign incentive model to focus on collaboration and objective reporting of outputs/outcomes
	• Create a formal assessment outcome-based evaluation process that values organizations delivering a better quality of service
	• Provide support for non-profit organizations and those operating on evenings and weekends
	• Prevent overlap of services and competition between providers
	  ○ Implement a full scale review of services provided from each organization
	  ○ create a funding pool for sources dedicated to different program categories

Planning Group Work

To enhance stakeholder engagement, a planning group of key community stakeholders was created. The group met three times, one in person and two virtually. MNP facilitated these meetings. The planning group identified the following major challenges, gaps and opportunities when considering community safety in Winnipeg.

Well-Integrated Drug Trade and Distribution Fuelling Crime and Violence

This is a complex issue that has several interrelated impacts. The accessibility to drugs causes wide-spread addictions and behaviors related to this, that vary widely. The need to feed the addiction causes some individuals to engage in criminal behavior, either to personally access money or for organized groups who will provide access to their drug of choice.

At the organizational level, the sale and distribution of illegal drugs by gangs and organized crime is competitive and violence is used as a method of protecting their enterprise. In both cases, the planning participants believe that the underlying causes of addictions as well as attraction to criminal enterprises must be addressed. Systemic racism, lack of belonging or purpose, youth unemployment or disenfranchisement, culture of apathy or disconnection, lack of role models, unequal distribution of wealth and inequality were some of the root causes identified.

The Normalization of Crime for Those With Disabilities

It is believed that people that face challenges related to mental health or cognitive disabilities are more likely to be victimized. Because they face feelings of powerlessness, lack of hope, limited positive role models or parenting support systems, victimization by crime opportunists becomes easier.

Lack of Safe Housing for Victims of Abuse

This was also identified and clarified. This is a combination of limited affordable housing, affordable housing that is in poor, often dangerous, physical condition and a lack of 'safe' housing for victims of various types of abuse. The planning group believe there is a much more serious problem than is recognized concerning the abuse of women and children. Emphasis has been placed on addressing domestic violence but there is a lack of response to sex trafficking.

Lack of Recreation and Sporting Opportunities Where They are Needed

It was felt that community centres should be the "hub" of the community and that participation in recreation activities and sports is the best way of engaging youth and giving them avenues of belonging that doesn't involve criminal organizations. They feel the City is no longer managing these centres and they are often empty with no relevant programming. They believe this model needs to be invigorated.

Focus on School Attendance and Youth Employment Opportunities

Participants believe there has been a dramatic decrease in enforcement of school attendance. The priority of ensuring children and youth attend school every day not only ensures that they have the same opportunities as other children but that they have something meaningful to do every day, they are exposed to different types of sports and recreation and they have a support system that can identify issues before they become problems.

As well there is a belief that the private sector has a responsibility to provide summer employment to inner-city and north end youth.

Disconnected Network Working in Silos

There are many organizations and initiatives focused on community safety. However, they are working in silos with limited coordination and sharing of information. There is an opportunity to create meaningful connections and integration between City departments, the City departments and the WPS, the City and community organizations and the WPS and community organizations. The focus should be on prevention not enforcement. Information should be shared freely.

Also, because there will always be limited funding, there needs to be a consistent and ongoing process of evaluating the performance of these organizations/ initiatives and directing appropriate levels of funding to them.

Need for Co-ordination So Services Are Accessible and Available When Needed

Many of the services needed to keep communities safe and assist individuals are only open in daytime hours. There was a question of whether there needs to be more or refocused services. Part of an inventory of services and an evaluation against need, should be their hours of operation. It was also suggested that a unique contact number to get information about these services and how to access them would be helpful.

Red Tape Creating Barriers

Many of the regulations and by-laws enforced by the City are barriers to effective community mobilization. Consideration is desired to viewing opportunities through a 'common sense' lens and reviewing all regulations and by-laws that restrict innovative approaches.

The following is a practical, integrated community safety strategic action plan followed by a municipal community safety and well-being policy and the appropriate governance and organizational structure framework.

A New Simpler Vision and Policy for Winnipeg

The planning group were aware of the City of Winnipeg's LiveSafe policy and vision. They felt that a renewed vision is needed that is easy to understand and ensures everyone can relate to it.

An equitable and inclusive city where all communities feel safe and supported to live meaningful lives.

The Need for Guiding Principles

The planning group believes that a new approach to community safety and wellness requires guiding principles for its development and implementation. The following were suggested principles reflecting the input from all members of the planning group.

The Value of People	We believe in the inherent value and dignity of the person and their right to be treated with respect.
Community Safety Continuum and Equity-Based Resource Allocation	We acknowledge that there is a continuum of safety with initiatives focused on prevention, addressing root causes of criminal behavior and victimization, to deterrence to enforcement after a crime has been committed. Support and funding will be balanced and equitable.
Inclusivity	We will reflect the communities we serve in decision- making, solutions development and the support for initiatives and programs. We recognize that the decisions about community safety and well-being must be made and must reflect the lived experience of the people who are the community.
Transparency and Candor	We will be honest about the issues we face, the information and data we share and the need to rebuild trust with all communities and individuals
The Uniqueness of Communities	We recognize that community and neighborhood involvement is critical to addressing the unique challenges and opportunities of each. A 'one size fits all' approach won't work.
Accessibility	We know that information is critical to accessibility of services. We will build strong, simple and clear communication of what, how, where and why services are offered and decisions are made.
The Community Safety and Well-Being Lens	All decisions about programs we fund, services we provide and infrastructure we build will consider the broader definition of community safety and well-being

Anti-Oppression and De-Colonization	Societal inequities and systematic discrimination shall be acknowledged, understood and addressed. We will resist and undo the forces of colonialism and re-establish Indigenous Nationhood.

3 What Other Jurisdictions Are Doing

Irvin Waller is a leading researcher on crime prevention as well as Community Safety Centres of Responsibilities with much of his work providing the conceptual parameters for the Canadian Municipal Network on Crime Prevention (CMNCP). In accordance with Irvin Waller's research, the CMNCP defines a Community Safety Centre of Responsibility as an institution that facilitates strategic community-government relationships utilizing evidence-based crime prevention to optimize available resources in diagnosing, mobilizing, implementing, and evaluating crime prevention policies and programs.

The purpose of a Centre of Responsibility is to be the impetus for strategic investments and efforts to reduce victimization and improve community safety by facilitating public, private, and not-for-profit organizations. In most cases, the primary function of the Centre of Responsibility is to develop and sustain a strategic community safety plan through the following, cyclical and iterative process:

1) Collecting and analyzing data to define the problem(s) and determine the risk factors causing the problem(s).
2) Facilitate the collective action from available resources to solve the identified problem(s) in accordance with evidence-based practices.
3) Provide continuous oversight for the implementation of the determined solution.
4) Evaluate the implemented solution to provide feedback information for decision makers to establish success of the solution.

Over the past 20 years, there has been an increasing number of Community Safety Centres of Responsibilities across Canada that vary in their design and governance structure however predominately have the following characteristics:

- Administered directly by the municipality or region, or by an entity that maintains a direct funding and/or reporting relationship to the municipal or regional government for which it serves.
- Administered, at least partially, by paid employees.
- Primarily dedicated to supporting community efforts to address community safety through the office's direct or indirect provision of services.
- Administratively exclusive with no direct reporting relationship with the police service
- Services a population of 50,000 or more.

Generally, the increasing number of municipal Centres of Responsibility in Canada is due to the growing support and acceptance that:

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 that provides them with key insights and access to local issues that are not always available to higher levels of government. For instance, the City of Winnipeg has been able to work with and encourage community-based initiatives that lead residents to play a key role in maintaining their own neighbourhood and instilling a sense of ownership. A successful example is that of the Bear Clan Patrol.

2) Research has established that strategic, collaborative, and evidence-based crime prevention and community safety efforts are cost-effective and lead to desired outcomes and impacts. For instance, the auto-theft initiative in Winnipeg utilized a multi-faceted approach that reduced auto-theft by 76% over a three-year period and provided a return on investment of $5 for every $1.

   Research has also shown to effectively and efficiently implement programs/initiatives to prevent crime and increase community safety, Centres of Responsibilities should ideally:

   - Receive consistent funding from municipalities, in addition to provincial and federal levels of government.
   - Have the capacity, generally through a board of directors, to influence key municipal figures such as the chief of police, city managers and executive directors of community-based organizations.
   - Have a permanent and well-trained staff who utilize data collection and analytics to identify and evaluate collective efforts to prevent crime and improve community safety.
   - 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 following table provides summary information about different models across Canada.

Crime Prevention Ottawa (CPC)	Waterloo Region Crime Prevention Council (WRCPC)	Thunder Bay Crime Reduction Council (TBCRC)	Surrey Crime Prevention Society (SCPC)	REACH Edmonton
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.	Develop a community safety and crime prevention strategy as well as annual work plan.	Provide leadership that promotes effective community partnerships through the development of education and initiatives designed to reduce crime and victimization.	In one generation, REACH Edmonton has a mandate to: significantly reduce crime rates in Edmonton; increase citizens' sense of safety; and engage the citizens of Edmonton in crime prevention activities.
Municipally appointed board providing strategic direction to the CPC acted upon by an Executive Director that is accountable to City of Ottawa.	Regionally appointed board provides strategic direction to the WRCPC acted upon by an Executive Director that is accountable to the Region of Waterloo.	43 member council selected by municipal appointment, invitation, as well as virtue of position e.g. Metis Nation of Ontario and Chief of Police, that provide strategic direction acted upon by an Executive Director that is accountable to the City of Thunder Bay.	Not-for-profit organization governed by a board of directors selected by invitation that provide strategic direction to the SCPC acted upon by an Executive Director that is accountable to the board.	Not-for-profit organization governed by a board of directors that are elected by voting members and provide strategic direction, acted upon by an Executive Director that is accountable to the board.
Funding crime prevention programs, conducting research, and developing educational material.	Conducting research, facilitating community engagement and mobilization, as well as advocating against discrimination and marginalization.		Facilitating educational events for youth as well as organizing and managing community safety patrols.	As a backbone organization, REACH Edmonton provides: overall strategic direction with stakeholders; facilitates dialogue between partners; manages data collection and analysis; handles communication and community outreach activities/events; and identifies and coordinates the application for funding opportunities.
Approximately $1.5 million dollars provided by the City of Ottawa for operations and funding services. In total there are 3 full-time staff that are all municipal government employees.	Approximately $727,000 provided exclusively by the Region of Waterloo Government. In total there are 6 full-time staff that are all municipal government employees.		Approximately, $600,000 that includes municipal and provincial funding in addition to individual and corporate donations. In total there are 11 full-time staff that are employed by the SCPC.	Approximately, $4,000,000 that includes municipal, provincial, and federal funding. In total there are 12 full-time staff members and up to 5 project specific staff members (casual or part-time employees) that are employees of REACH Edmonton.

4 Recommendations

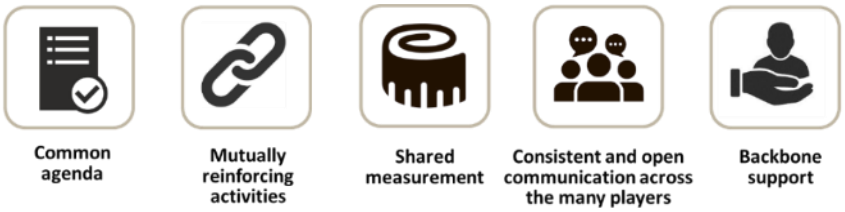
MNP provides the following recommendations based on an assessment of the community safety environment in Winnipeg, stakeholder feedback and an understanding of models in other Canadian jurisdictions. Many of these recommendations are interconnected so we caution selecting only some of the recommendations without understanding the impacts on others.

Recommendation # 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.

By acting on this recommendation, individuals and communities will be empowered to actively engage with the public sector and community agencies to implement customized actions, programs and services that promote community safety and wellbeing.

Supporting Objectives

a. *Establish a collective impact planning framework resulting in a practical, aligned action plan*



b. *Integrate and align the plans of the City of Winnipeg and its departments' plans and related initiatives of other levels of government, community agencies and the private sector*

The action plan must be informed by and align to the numerous plans, strategies and reports in various stages of implementation. Some of these include (not exhaustive):

- Our Winnipeg and City of Winnipeg departmental plans
- Indigenous Community Plan
- Transportation Master Plan
- End Homelessness
- Winnipeg Police Board and Winnipeg Police Service Strategic Plans
- Tri-Government Task Force on Illicit Drugs
- Provincial Health and Addictions Strategy
- Newcomer Welcome and Inclusion Policy
- Downtown Safety Partnership
- Infrastructure Plan

c. *Update the existing LiveSafe Policy to reflect community stakeholder suggestions for a vision for the City and guiding principles*

d. *Establish a Community Safety and Well- Being Integration Centre (CSWIC) with a clear mandate and a practical and responsive governance model*

This is not meant to be an additional level of bureaucracy or an oversight body but an integrator, coordinating the initiatives and activities of individuals, groups and agencies, City of Winnipeg departments, other levels of government and the private sector. It will collect, consolidate, analyze and disseminate data and information to support evidence-based decision-making, alignment and resource allocation.

Additional information about the concept of this Centre is provided in Section 6.

e. *Build data collection and analytics capacity in the Community Safety and Well-Being Integration Centre to provide and widely disseminate accurate and current data, information and insights to inform evidence-based decision-making and resource allocation.*

- Develop and continuously update community safety stakeholder profiles including mandate, services, target clients, funding and results
- Develop and maintain a shared, current and comprehensive database of information related to community safety initiatives and actions, incidences of crime and victimization and issues concerning community safety and wellbeing
    - Coordinate with WPS the analysis of crime and victimization statistics by neighborhood
    - Document formal strategies and informal actions and their effectiveness
    - Document gang activity, "slum landlords", drug activity
- Develop and continuously update neighborhood risk profiles based on an assessment of environmental safety issues (poor lighting, surface parking lots etc.), mental well-being calls, demographic and crime information
    - Maintain updated contact lists of groups active in crime prevention
    - Identify new issues and strategies and actions and ensure communication with these groups
    - Continuously update problem addresses, multiple problem buildings

f. Further build community and resident capacity and capability to actively participate in enhancing their community safety and well-being

- Establish/ revive, leverage funding for and provide training for community/ neighborhood associations to be the 'eyes and ears' of the community and to connect the residents to community safety organizations and agencies
- "Demystify", through user friendly communication systems, the methods of reporting the full spectrum of criminal and disorderly behavior and enabling low income residents and people with language barriers to participate in making their communities safer
- Engage the sectors of the economy (see something, say something) that have frequent contact with people at all times of the day and night, in the identification and reporting of criminal behavior
    - Set up a tip line (to accommodate various languages) for taxi drivers and workers in the hotel, restaurant and bar sectors

- Utilize the public transit system to identify and report criminal behavior and to act as a temporary safe space for victims
- Develop a highly responsive and modern communication safety network between neighborhoods, public safety organizations and community agencies
- Develop and execute a multi-faceted promotion campaign (social media, flyers, bus billboards, town halls) targeted to high crime neighborhoods and encouraging residents to take control of their neighborhoods
    - Contact methods to identify and report drug dealers, violence against women, child sexual abuse, dumped garbage, slum housing



Recommendation #2: Invest in recreation and leisure facilities to be the center 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.

Much of the infrastructure already exists and should not be confined to City of Winnipeg facilities. Publicly funded infrastructure should be optimized and programming and supported partnerships should efficiently and cost effectively support prioritized recreation, and sports programming in high needs areas, with a focus on supporting indigenous, newcomer and low income children, youth and families.

Supporting Objectives

a. *Conduct an internal analysis of recreation and sports programs as well as infrastructure to identify opportunities and gaps and determine how to deliver and resource high quality programs in high crime areas*

b. *Introduce initiatives and provide funding to associations / organizations that build and utilize volunteer capacity to support enhanced programming*

c. *Develop a funding pool to support accessible, free or low-cost programming in high needs areas*

d. *Conduct an inventory of publicly funded infrastructure, location and their usage (community centres, arenas, sports fields, schools, libraries) and identify opportunities to optimize their usage through partnerships and reimagined programming*

    - Equity between high and low crime areas
    - Provide professional support to improve capacity and capability in needed areas
    - Identify sports/ activities of particular interest to Indigenous residents
    - Ensure inventory and analysis considers human resourcing needs and opportunities to provide highly qualified personnel in high needs areas and supporting evening and weekend access as well
    - Consider other recreation activities including learning and practicing music, computer access, gaming
    - Develop twinning between low crime area community centres and high crime community centres

e. *Prioritize funding (new build, maintenance) to infrastructure and programming based on improving equity and addressing highest need*

- Same standards across the city
- Prioritize bringing poor condition facilities up to standard before new investment

Recommendation #3: Transform the approach to 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.

There is significant work being done in Manitoba to transform the approach to issues of chronic substance abuse and mental health. The concept is widely supported and law enforcement recognizes that they are not trained to deal effectively with these issues and many incidents do not require the involvement of a police officer.

Supporting Objectives

a. *Work closely with the Winnipeg Police Service and the Government of Manitoba to develop and fund a resourcing and service delivery model to enable mental health/ social workers to work with law enforcement where (areas of the city) and when (not just 9 to 5) they are most needed*

b. *Work with the Winnipeg Police Service, the Winnipeg Fire and Paramedic Service, the Government of Manitoba and community groups to design and implement a renewed response to non-criminal incidents in neighborhoods*

c. *Align responses to emergency situations and calls for service to the new strategies addressing mental health, public intoxication and chronic substance abuse issues*

d. *Prioritize funding* to services that support individuals with chronic substance abuse issues

Recommendation #4: Provide municipal funding for community programs and services focused on prevention and based on community priorities, defined needs and desired outcomes.

Supporting Objectives

a. *Establish criteria for the distribution of municipal funding to support community safety and well -being programs and services (including grants)*

b. *Establish a process to define needs and gaps in service and align funding to these needs*

c. *Prioritize services that are accessible and available when needed (Prioritize services that are offered outside of traditional hours of operation)*

d. *Design a system of monitoring, reporting and evaluation to substantiate ongoing funding*

e. *Optimize the use of resources by making funding decisions based on a fulsome understanding of all funding provided to agencies and funders' expected outcomes*

A recommendation for a revised municipal grant administration process based on the above recommendations is included in Section 5.

Recommendation #5: Invest in safe and affordable housing with a focus on the vulnerable

Supporting Objectives

a. *Prioritize and ensure responsive by-law enforcement of unsafe and criminal enterprise buildings ("slum landlords") as well as derelict buildings*

b. *Establish and widely communicate clear methods of reporting infractions (incorporate with de-mystification and communication of other reporting mechanisms)*

c. *Engage cooperating landlords in the eviction of drug dealers and other criminals*

5 Recommended Grant Administration Process

The City of Winnipeg and its agencies provide a wide variety of grants to support community organizations in the delivery of services to Winnipeg communities. However, there are not common standardized criteria for eligibility or prioritization, a central records system or formal evaluation requirement. The City of Winnipeg will consolidate its grant funding processes, establish and utilize objective criteria for evaluation of submissions, execute a more rigorous assessment process, integrate funding with other funding organizations and implement stronger reporting requirements. Funding will be directed to programs and services that address the "preventative" or upstream end of the community safety spectrum.

The following describes the renewed grant administration process, designed to support the implementation of the previous recommendations.

Funding will be consolidated from all City of Winnipeg departments, agencies and committees and an integrated approach to the receipt of applications, assessment, approvals and monitoring will be introduced. Funding dedicated to community safety and wellbeing will be redirected from existing crime prevention funding.

Eligibility

Organizations will be eligible for this funding if they:

- Offer a program or service operating within the city boundaries
- If it meets the definition of a community safety service (previously defined)
- If the target client meets the definition of "at risk"

Funding will be provided for:

- Programs or services
- Core operating

Criteria for Evaluation

Submissions will be evaluated by a Review Committee based on the following criteria:

- Alignment to the vision, strategic directions and priorities of the Community Safety Strategic Action Plan
- Demonstration that the service addresses a need not served by another community or public agency
- Demonstration that the service or program is not funded by another level of government or through other charitable agencies or if so, what portion of the service is left unfunded
- The capability and capacity to deliver including the strength of their volunteer capacity
- Ability to articulate and measure service/program goals, expected outputs and expected outcomes
- If previously funded, reported results

Application/ Proposal Process

Applications/ proposals will be submitted by September 30th. The content of these submissions must include:

- Legal name and operating organization
- Addresses of administrative office and all service delivery locations
- Names and qualifications/ experience of board of directors and executive
- Brief description of the mandate and all programs and services delivered by the organization
- Human resource capability and capacity including the strength of volunteers
- Identification of all revenue sources and amounts
- Details of annual operating budget
- Description of programs/ services seeking funding
- Description of how these services meet criteria
- Funding requested and a detailed budget of what this funding will support
- Evaluation plan- Goals, measures, targets

Applicants will be submitted to the Community Safety and Well-Being Integration Centre and all details of the submission, including submission date, will be recorded in the grant administration system.

Proposals will be reviewed for completeness. If information is missing or incomplete the organization will be contacted to resolve. Proposals will be evaluated by the Review Team, ranked based on criteria and documented either recommended for approval, further development or decline. The results will be provided to the CAO's office for final approval.

Agreement Development

Organizations will be notified of the results of the evaluation process via letter and the agreement will be developed and provided for signature. The content of this agreement will be discussed with each organization prior to finalization of the agreement. The agreement will address:

- The purpose and use of the funding
- Start and end dates
- Service expectations, goals, objectives, measures, outputs and outcomes
- Financial and program reporting requirements
- Payment submission frequency and requirements
- Renewal requirements

Monitoring

This funding is being provided to address the opportunities and challenges related to the safety and wellbeing of Winnipeg communities. The City of Winnipeg must evaluate its impact and our progress towards goals. All grants provided by the City of Winnipeg will be monitored throughout the year and the results documented. Monitoring will include (not exhaustive):

- Financial expenditures and submission of payments
- Program/ service volumes and progress against goals

- Capacity and capability of the organization to deliver

6 Community Safety and Well-Being Integration Centre

There are numerous organizations, formal and informal, working on initiatives along the community safety continuum previously described. However, they are for the most part, operating in silos and without a cohesive, understandable strategy. This is very confusing to both the organizations and the general public. It also results in expenditure of resources, both financial and people, without prioritization, without understanding if there is duplication of effort and without knowing if they are effective and meeting needs.

MNP is recommending the establishment of a Community Safety and Well Being Integration Centre. It will:

- Develop and implement a community safety strategic action plan based on the recommendations of this report
- Create a highly responsive and collaborative network of public and community agencies positioned to execute the community safety strategic action plan
- Collect, analyze and distribute the data and information needed to make evidence-based decisions
- Administer funding to community agencies and initiatives
- Coordinate and disseminate the full range of communications to the public, demonstrating a united voice

Governance

Governance of the Centre should be structured to enable flexibility and responsiveness and to allow access to a wide variety of funding. It is recommended that it be created as an "arms length" entity, similar to Centre Venture or Economic Development Winnipeg. The City of Winnipeg will provide funding to this entity, held accountable through a funding agreement. The reporting relationship should be established to demonstrate the importance and priority of community safety and well-being.

It is recommended that a Board of Directors (seven to nine members) be established to govern the Centre that have the following capabilities:

- An understanding and appreciation of the full spectrum of community safety
- Effective representation of all providers of community safety and wellness services
- Prudent financial stewardship
- Political and business acumen

Consideration should also be given to the creation of a community advisory committee consisting of major community stakeholders and individuals with "lived experience". They will provide advice and guidance to the Board of Directors and management of the Centre regarding client needs and priorities.

The Community Safety and Wellness Integration Centre Mandate

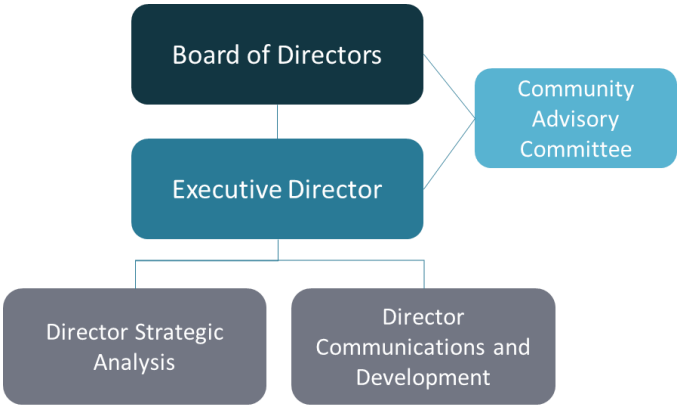
- To coordinate and champion collaboration between community agencies, all levels of government, City of Winnipeg departments and the numerous initiatives related to community safety and well-being

- To be the “single source of truth” -collect, consolidate, analyze and disseminate information and data related to crime, victimization, initiatives, community safety stakeholders and their mandates, services, clients and results and identify needs and gaps in the entire system
- To provide funding to community organizations to support the delivery of prioritized services
- To lead community safety and well-being awareness and education activities and campaigns focused on the general public and community safety stakeholders

Community Safety and Well-Being Integration Centre- End State High Level Organizational Structure

The following is a graphical depiction of the high-level organizational structure of the Centre when it has fully evolved. It is anticipated that the first year to 18 months will be focused on the hiring of the Executive Director, the development of the community safety strategic action plan and the establishment of the Board of Directors and the Community Advisory Committee. The subsequent years will be focused on the effective implementation of the strategic action plan.

Community Safety and Well Being Integration Centre – End State



Roles and Responsibilities

Executive Director

This is a critical role to the establishment of the Centre and the successful implementation of the strategies designed to create a safe and healthy city. The City of Winnipeg and the Board of Directors will rely on this individual to effectively lead this new organization and create the conditions for great coordination and collaboration.

Key Accountabilities of This Position

Strategic and Operational Planning

- In collaboration with the City of Winnipeg departments and key community stakeholders, create a practical strategic action plan to achieve the policy goals of the City of Winnipeg
- Develop and implement a system and processes that will identify and monitor trends, events and issues that may impact community safety and wellness and achievement of goals and objectives

- Develop and implement a process to identify and define the ongoing needs along the full spectrum of community safety
- Develop and implement a system and processes to identify and mitigate all risks to achievement of goals
- Establish key performance measures and targets and a system to collect, analyze and report progress against these measures as well as important insights about community safety and wellness
- Translate the vision, mission, values and strategic directions of the strategic plans into concrete, specific, understandable and measurable operational and individual contribution plans, ensuring employees, stakeholders and partners understand how they contribute in the system

Stakeholder and Public Relations

- Establish and maintain collaborative ongoing relationships with City of Winnipeg departments, community safety stakeholders, other levels of government and potential funders
- Facilitate collective impact and "hub" planning and table sessions to solve community safety and wellness issues
- Lead the dissemination of information and the implementation of awareness/ education sessions to inform the community about community safety and how they can contribute
- Participate in cross governmental/ intergovernmental initiatives regarding safety and wellness

Board of Directors Support

- Advise and assist the Board of Directors in the development of policies, strategic goals and priorities and new initiatives in response to identified needs as well as provide current information about a changing environmental landscape
- Ensure formal written documentation including reports, background information and briefing materials are prepared and presented to the Board of Directors as required to support decisions and the development of policy and direction as well as to ensure the Board is appropriately informed of progress
- Implement the policies and strategy set by the Board

Operational, Financial and Human Resource Leadership

- Develop and organizational structure based on the mandate and strategic directions and ensure qualified staff are hired and retained in all positions
- Establish an annual budget and forecast and an ongoing process to report on the financial health of the Centre
- Ensure an awareness of all potential sources of revenue for the Centre and community stakeholders (or in-kind contributions) and proactively submit proposals/ requests to receive one time or ongoing funding
- Develop and implement a fair, objective, seamless grant administration process aligned with the community safety strategic action plan and based on evidence-based needs and the efficacy of the services
- Develop business cases for change such as for new services or expanded mandate

Director, Strategic Analysis

Key Accountabilities of the Position

Operational Planning

- Work closely with the management of the Centre to develop and implement the strategic action plan
- Develop and implement an ongoing process of identifying the data and information needs of the Centre, community stakeholders, the City of Winnipeg, other levels of government and the general public
- Collaborate with other organizations to determine what information they collect, how they analyze and present information, where there are gaps and how the Centre may enhance or complement

Operational Leadership

- Determine the technology, equipment and materials requirements to fulfill the mandate of the centre and cost effectively procure them
- Develop a short and long-term resourcing plan aligned with the strategic action plan
- Co-ordinate with the Winnipeg Police Service and other reporting organizations to provide information, analysis and trend identification about crime and victimization in Winnipeg
- Develop and maintain current, reliable neighborhood risk profiles
- Develop and maintain community safety stakeholder profiles, statistics and funding information as the basis for future resourcing decisions and gap analysis
- Develop and maintain a system to collect and report on performance measures
- Work closely with the director of communication and development to effectively package and disseminate this information

Director, Communication and Development

Key Accountabilities

Operational Planning

- Work closely with the management of the Centre, to develop and implement the strategic action plan
- Develop and implement an ongoing process of identifying the education and awareness needs of the general public as well as the development needs of each community to fully participate in the safety and wellness needs of their communities
- Collaborate with other organizations to ensure a complete understanding of related education and awareness initiatives and coordinate to address gaps and avoid duplication

Operational Leadership

- Determine the materials, advertisement and distribution requirements to fulfill the mandate of the centre and cost effectively procure them
- Develop a short and long-term resourcing plan aligned with the strategic action plan
- Identify the ongoing information needs of community safety and wellness partners and consistently and regularly publish and disseminate information and insights
- In collaboration with other community safety organizations, create public awareness campaigns about key safety and wellness issues

- Co-ordinate the development and delivery of education and skill development sessions to increase the capacity and capability of Winnipeg to actively and effectively participate in community safety and wellness initiatives

Estimated Funding for the Creation and Ongoing Operations of the Centre

Initial funding for the start-up of the Centre will be realized by redirecting existing City of Winnipeg crime prevention funding. In the first year, one of the key priorities will be to explore and secure resources for its ongoing operation. Sources of potential funding include:

- City of Winnipeg crime prevention funding
- Provincial funding
- Federal funding
- Private sector donations or resources
- Civil forfeiture funds

The potential for secondments from partner organizations will be explored. For example, individuals in the Winnipeg Police Service Community Support Unit, City of Winnipeg Community Services, Manitoba Families, Manitoba Justice as well as community agencies could be considered.

The following are high level estimates of start-up costs and ongoing operational costs.

Start-Up Costs

Cost Category	Description	Estimated Amount
Salaries and Benefits	Executive Director salary and benefits	$150,000
Leasehold Improvements	• If space is not provided within City of Winnipeg facilities, a space will need to be secured and leasehold improvements made • Approximately 1500 square feet	$75,000
Office Furniture and Equipment	Desks, photocopier and printers, general office equipment	$10,000
Technology- Hardware and Software	• Software systems set-up and development • Hardware and software *Including crucial data analytics platforms*	$100,000
Professional Services	Governance and strategic support, legal and communications and marketing	$100,000
	Total	**$435,000**

The ongoing operational costs will depend on a number of factors including when additional staff are brought on board, if secondments are utilized and “in kind” contributions are made and if space is provided in the City of Winnipeg or partner organizations. The following are high level estimates only.

Ongoing Operations

Cost Category	Description	Estimated Amount
Salaries and benefits	• Assuming two additional management level positions within the second year	$330,000
Building and Insurance	• Insurance (Property and liability) • Rent ($15 per square foot) • Repairs and maintenance ($1.50 per square foot) • Utilities ($2.50)	$43,500
Equipment and supplies	• $750 per staff member	$2,250
Technology	• IT, telephone, licenses, technical support	$50,000
Communications and Marketing	• Professional services, supplies	$20,000
Professional Services	• Audit, legal	$10,000
Board of Directors	• Meeting expenses • Insurance	$12,500
	Total	**$468,250**