**Agenda – Council – December 14, 2023**

**Report – Executive Policy Committee – December 5, 2023**

**Item No. 8 Building Safer Communities Fund: Projects and Intermediaries**

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On December 5, 2023, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the following to Council:

1. That the following list of Building Safer Communities Fund projects and proponents submitted by the Public Service to Public Safety Canada on August 31, 2023 (the "Intermediaries") be confirmed and ratified:

    A. Anishiative Inc.- Strong Hearts Project - $342,300;

    B. Community Helpers Unite Inc. - Jarvis Ave Overnight Safe Space - $456,510;

    C. Downtown Community Safety Partnership Inc. - Exit Support - $ 247,000;

    D. Elmwood Community Resource Center Inc. - Reach-Out Drop-in Program - $401,399;

    E. General Council of Winnipeg Community Centres Inc. - New Community Program and Recreation Connector - $76,900;

    F. Immigrant and Refugee Community Organization of Manitoba, Inc. - Youth Empowerment Mentorship Project - $207,399;

    G. Ma Mawi-Wi-Chi-Itata Centre Inc. - Circle of Belonging - $389,034;

    H. Resource Assistance for Youth, Inc. - Grow Ops Enhancement for Gang and Justice-Involved Youth - $260,025;

    I. Spence Neighbourhood Association Inc. - Supporting Reintegration - $289,502;

    J. Spirit Horse Initiative Inc. - Spirit Horse Initiative Phase I - $272,966;

    K. Holistic Ongoing Opportunities Development-Facilitation and Management Services Inc. - $320,740.

**Report – Executive Policy Committee – December 5, 2023**

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

2. That as the City of Winnipeg has entered into a funding agreement with Public Safety Canada for the Building Safer Communities Fund, a Building Safer Communities Fund Grant be approved and funded and awards provided to each of the Intermediaries as outlined in Recommendation 1.

3. That the grants for the Intermediaries be for 100 percent of Building Safer Communities Fund eligible costs up to the maximum grant value in Recommendation 1.

4. That the City enter into, execute and deliver a grant agreement with each of the Intermediaries and such other agreements as determined necessary by the Director of Legal Services and City Solicitor to implement the intent of the foregoing (the "Ancillary Agreements").

5. That authority be delegated to the Chief Administrative Officer to negotiate and approve the terms and conditions of the grant agreements with the Intermediaries and the Ancillary Agreements, in accordance with this report and such other terms and conditions deemed necessary by the Director of Legal Services and City Solicitor to protect the interests of the City.

6. That the Public Service be directed to work with the Intermediaries with the aim to ensure that all selected projects are managed and delivered on time and within their respective budgets.

7. That the Public Service be directed to report back to the Executive Policy Committee within one year of the conclusion of the Building Safer Communities Funding period of April 30, 2026.

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

**Agenda – Council – December 14, 2023**

**Report – Executive Policy Committee – December 5, 2023**

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On December 5, 2023, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

COUNCIL DECISION:

On July 21, 2022, Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That the Public Service be directed to submit an initial proposal to Public Safety Canada for the Building Safer Communities Fund (BSCF).

2. That subject to the approval of the application by Public Safety Canada, authority be delegated to the Chief Administrative Office to enter into a multi-year contribution agreement with the Federal Government for the adjudication and management of the BSCF.

3. That, subject to the approval of the application by Public Safety Canada, Council approve the incremental term FTE(s) associated with the delivering of this federal program, to be completely funded by the BSCF.

4. That, subject to the approval of the application by Public Safety Canada, authority be delegated to the Chief Administrative Officer to lead an Expression of Interest process to solicit potential grant recipients and enter into grant agreements, with successful applicants based on the recommendations of the review committee.

5. That, subject to the approval of the application by Public Safety Canada, the Public Service report back to the Executive Policy Committee by December 2023 with a summary of the successful grant recipients for the BSCF as approved by Public Safety Canada.

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

# ADMINISTRATIVE REPORT

**Title:** Building Safer Communities Fund: Projects and Intermediaries

**Critical Path:** Executive Policy Committee - Council

## AUTHORIZATION

| Authors | Department Head | CFO | CAO |
|---|---|---|---|
| A. Forest<br>C. Brens | C. Fernandes | C. Kloepfer | M. Jack |

## EXECUTIVE SUMMARY

Led by Public Safety Canada (PSC), the Building Safer Communities Fund (BSCF) is intended to address gun and gang violence by supporting prevention and intervention initiatives in jurisdictions across Canada. In 2022, PSC identified Winnipeg as a priority municipality as part of the BSCF to address gun and gang violence. PSC identified a total of $4,544,138 available for Winnipeg over four years beginning in spring of 2022. Due to delays by PSC, the City, along with municipalities across the country, have not been able to access the full amount identified in 2022. As a result, the available amount has been reduced to $4,089,723.

On July 21 2022, Council approved the recommended approach from the Public Service to initiate an Expression of Interest (EOI) process to seek BSCF grant recipients to deliver projects in Winnipeg. It further recommended that the Public Service report back to the Executive Policy Committee by December 2023 with a summary of the successful grant recipients for BSCF as approved by Public Safety Canada.

In consultation with Legal Services, it was determined that Council approval is required to approve individual grant recipients, the amount of the funding, and to enter into grant agreements with each.

The Public Service received 29 expressions of interest and sought guidance from a representative advisory committee to review and prioritize projects. Following this review, the Public Service worked alongside organizations to complete a full proposal for submission to PSC and recommended 12 projects, including one internal to the City, totaling $3,602,382. This proposal was submitted to PSC on August 31, 2023, and is pending their approval. The ongoing administration, research and network development elements of the City's BSCF will be taken on by the Community Development Division, within the Community Services Department, at a total cost of $487,341. This, combined with the 12 projects, draws down the full available amount.

Council approval of the Recommendations of this report will allow the Public Service to move forward to prepare the necessary grant agreements with each of the external recommended grant recipients. BSCF Intermediaries will then be able to expediate the execution of the agreements and release of funds once Public Safety Canada approval is received.

## RECOMMENDATIONS

1. That Council confirm and ratify the following list of Building Safer Communities Fund projects and proponents submitted by the Public Service to Public Safety Canada on August 31, 2023 (the “Intermediaries”):

    A. Anishiative Inc.- Strong Hearts Project - $342,300;
    B. Community Helpers Unite Inc. - Jarvis Ave Overnight Safe Space - $456,510;
    C. Downtown Community Safety Partnership Inc. - Exit Support - $ 247,000;
    D. Elmwood Community Resource Center Inc. - Reach-Out Drop-in Program - $401,399;
    E. General Council of Winnipeg Community Centres Inc. - New Community Program and Recreation Connector - $76,900;
    F. Immigrant and Refugee Community Organization of Manitoba, Inc. - Youth Empowerment Mentorship Project - $207,399;
    G. Ma Mawi-Wi-Chi-Itata Centre Inc. - Circle of Belonging - $389,034;
    H. Resource Assistance for Youth, Inc. - Grow Ops Enhancement for Gang and Justice-Involved Youth - $260,025;
    I. Spence Neighbourhood Association Inc. - Supporting Reintegration - $289,502;
    J. Spirit Horse Initiative Inc. - Spirit Horse Initiative Phase I - $272,966;
    K. Holistic Ongoing Opportunities Development-Facilitation and Management Services Inc. - $320,740.

2. That, as the City of Winnipeg has entered into a funding agreement with Public Safety Canada for the Building Safer Communities Fund, a Building Safer Communities Fund Grant be approved and funded and awards provided to each of the Intermediaries as outlined in Recommendation 1.

3. That the grants for the Intermediaries be for 100 percent of Building Safer Communities Fund eligible costs up to the maximum grant value in Recommendation 1.

4. That the City enter into, execute and deliver a grant agreement with each of the Intermediaries and such other agreements as determined necessary by the City Solicitor / Director of Legal Services to implement the intent of the foregoing (the “Ancillary Agreements”).

5. That authority be delegated to the Chief Administrative Officer to negotiate and approve the terms and conditions of the grant agreements with the Intermediaries and the Ancillary Agreements, in accordance with this report and such other terms and conditions deemed necessary by the City Solicitor / Director of Legal Services to protect the interests of the City.

6. That the Public Service be directed to work with the Intermediaries with the aim to ensure that all selected projects are managed and delivered on time and within their respective budgets.

7. That the Public Service be directed to report back to the Executive Policy Committee within one year of the conclusion of the Building Safer Communities Funding period of April 30, 2026.

8. 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 21, 2022, Council concurred in the recommendations of the Executive Policy Committee and adopted the following:

4. That, subject to the approval of the application by Public Safety Canada, authority be delegated to the Chief Administrative Officer to lead an Expression of Interest process to solicit potential grant recipients and enter into grant agreements, with successful applicants based on the recommendations of the review committee.

5. That, subject to the approval of the application by Public Safety Canada, the Public Service report back to the Executive Policy Committee by December 2023 with a summary of the successful grant recipients for the BSCF as approved by Public Safety Canada.

In consultation with Legal Services, the ability to approve individual grant recipients and the amount of the funding that each recipient should receive can only be achieved in two ways: either the delivery of an administrative report seeking Council approval for individual grant recipients, or through the creation of a program by-law for that purpose which also requires Council approval. This authority may not be delegated to the Chief Administrative Officer or other representative of the Public Service, as was done in Recommendation 4 above. As such, this report is seeking Council approval for the above-noted grant recipients and funding amounts, and to enter into grant agreements with each.

## IMPLICATIONS OF THE RECOMMENDATIONS

Upon approval of the recommendations, the City will prepare the necessary grant agreements for execution after PSC approves the proposed projects. Funding will be released to the Intermediaries as outlined in Recommendation 1 for project delivery upon entering into a grant agreement. It is important to note that an agreement for the Recreation Services Division within Community Services is not required; however, the Department will be subject to the same requirements as the other Intermediaries.

There are a number of risks associated with entering into Intermediary grant agreements for the selected projects. Although the BSCF contribution agreement with PSC allows for the City to provide funding to third-party Intermediaries to carry out projects, the terms of the agreement indicate that the City shall remain at all times primarily liable to PSC for the fulfillment of all obligations under the contribution agreement. The City could be required to repay grant funds to PSC in the event that any of the final projects of the Intermediaries fail to meet the requirements of the BSCF funding agreement or in the event that an Intermediary breached any other term of the agreement, including reporting requirements.

Although the City will enter into third-party agreements with the Intermediaries setting out their responsibilities, this ultimate responsibility to PSC would remain with the City in the event that an Intermediary was unable to repay any required amount of their individual grant. This risk will

be mediated by the City of Winnipeg's management of the projects delivered by Intermediaries through the Project and Research Facilitator.

An additional risk is that the City would have no external insurance coverage in the event that the City makes any accidental or intentional errors in fulfilling reporting requirements to PSC as the City is self-insured for such issues. The City can require in its grant agreements with the third-party Intermediaries that they are required to purchase errors and omissions insurance; however, their coverage would be void in the event that an Intermediary intentionally made a misrepresentation, in which case the City would be held liable by PSC as per the BSCF Contribution Agreement.

It is the City's responsibility to ensure the successful completion of the projects.

## HISTORY/DISCUSSION

Public Safety Canada (PSC) launched the Building Safer Communities Fund (BSFC) in 2022 to support municipalities and Indigenous communities in developing community-based prevention and intervention strategies and initiatives to tackle gun and gang violence. Public Safety Canada identified Winnipeg as a priority municipality, with up to $4,544,138 identified for community-based projects in Winnipeg based on its population and crime severity index.

Winnipeg's allocation was originally as follows; unspent annual allocation cannot be rolled into subsequent years.

Year 1 – April 1, 2022 to March 31, 2023 - (10 percent): $454,413 (amount no longer available)
Year 2 – April 1, 2023 to March 31, 2024 - (35 percent): $1,590,448
Year 3 – April 1, 2024 to March 31, 2025 - (35 percent): $1,590,448
Year 4 – April 1, 2025 to March 31, 2026 - (20 percent): $908,827

Following Council recommendations in July 2022, the Community Services Department (CMS), on behalf of the City, submitted an initial proposal to PSC that included two principal activities: hiring a Project and Research Facilitator to administer the fund and launching an expression of interest (EOI) process to solicit proposals from community organizations. This initial proposal was submitted to PSC in August 2022.

PSC delivery of BSCF has been slower than anticipated in most jurisdictions. Due to significant delays, the City of Winnipeg only finalized its contribution agreement on June 7, 2023; well into Year 2 of this four-year program. On January 18, 2023, the Chief Administrative Officer sent a request to Canada's Minister of Public Safety requesting Winnipeg's Year 1 BSCF allocation be rolled into subsequent years. To date there has been no response to this request.

The joint public announcement for the Winnipeg Building Safer Communities Fund took place on May 19, 2023, concurrent with the public launch of the call for expressions of interest. By the closing date of June 16, 2023, the Public Service received 29 expressions of interest and convened a representative Advisory Committee to review and prioritize projects. The Advisory Committee selected projects based on the Committee's extensive knowledge and experience and a set of established criteria, which were developed collaboratively with the City. The Committee evaluated different aspects of each project, including its effectiveness, importance, relevance to the BSCF objectives and priorities, and value for money. Additional criteria included the current capacity of applicants to implement projects and their recent work.

The Committee provided guidance to the Public Service to proceed with priority projects. Meetings were held with the community organizations whose projects proceeded to the next step, and they were supported in the submission of a full application including greater detail on schedules, activities, outcomes and detailed budgets.

The full application was submitted to PSC on August 31, 2023. PSC approval is pending.
For complete details and history about BSCF, please see the *Building Safer Communities Fund: Initial Proposal Overview* Administrative Report received by Council on July 21, 2022. A list of the 12 projects recommended to PSC is outlined below, including recommended funding levels, and the timeframe for the delivery of the project.

- **Anishiative Inc. - Strong Hearts Project:** A project to engage, heal, motivate and provide weekly support to Indigenous youth through activities that focus on cultural, kinship, and emotional development: **$342,300 (2023-2026)**

- **Community Helpers Unite Inc. - Jarvis Ave Overnight Safe Space:** Expansion of community kitchen into a 24/7, accessible drop-in safe space for young people, with programming to build skills for independent living through volunteerism, job placements and mentorship: **$456,510 (2023-26)**

- **Downtown Community Safety Partnership Inc. - Exit Supports**: Enhancing the Clean Slate program by adding an exit support and case management mechanism for transitional periods for youth: early-initiation gang involvement, aging out of the youth care system or the justice system. **$247,000 (2023-25)**

- **Elmwood Community Resource Center Inc. - Reach-Out Drop-in Program:** A culturally safe, trauma-informed drop-in delivery model for recreation and physical activities, cultural and arts programs and community engagement for youth. **$401,399 (2023-26)**

- **General Council of Winnipeg Community Centres Inc. - New Community Program and Recreation Connector:** Project to focus on four key inner-city community centres to review the current state of programming and engagement, identify gaps and opportunities, and introduce new community-led programming for youth: **$76,900 (2023-24)**

- **Immigrant and Refugee Community Organization of Manitoba, Inc. - Youth Empowerment Mentorship Project:** Integrating a prevention-based model into core programs through targeted mentorship and psychosocial life skill building with at-risk newcomer youth through 1-1 supports at group and individual level: **$207,399 (2023-26)**

- **•Ma Mawi-Wi-Chi-Itata Centre Inc. - Circle of Belonging:** Development of training curriculum through broad consultation and delivery of group programming with cultural activities and one-on-one supports for Indigenous youth: **$389,034 (2023-25)**

- **Resource Assistance for Youth, Inc. - Grow Ops Enhancement for Gang and Justice-Involved Youth**: Employment-focused support program for justice-involved and gang-involved youth with one-on-one case management support, casual employment shifts, and internal referrals to avoid and exit gangs: **$260,025: (2023-26)**

- **Spence Neighbourhood Association Inc. - Supporting Reintegration:** This program enhances participants' ability to navigate employment and transitions out of gangs through tattoo removal, mentorship and cultural activities: **$289,502 (2023-26)**

- **Spirit Horse Initiative Inc. - Spirit Horse Initiative Phase I:** Project to support self-determination and community connection amongst participants by engaging young people in various action-based therapeutic techniques: **$272,966 (2023-26)**

- **Holistic Ongoing Opportunities Development-Facilitation and Management Services Inc:** Engaging at-risk and vulnerable youth with organized basketball activities, coaching, mentorship and cross-cultural events and relationship-building. **$320,740 (2023-25)**

There is an additional internal project that will be delivered by the City's Recreation Services Division:

- **City of Winnipeg - Recreation Services: Youth Gang Intervention Project**: A partnership with the Manitoba Youth Centre to support gang prevention and intervention through recreation and structured physical activity programs: **$338,608 (2023-26).** From this funding, $294,808 will be used for staff salaries and benefits to deliver the new program, while $43,800 will be used for program supplies and materials over the duration of the program.

The administration, research and network development elements of the City's BSCF will be done by the Community Development Division:

- **City of Winnipeg – Community Development Division**: Fund administration, project and research facilitation, monitoring and evaluation, capacity building and network of collaboration: **$487,341 (2023-26).** From this funding, $349,256 will be used for administrative staff salaries and benefits, $85,000 will be leveraged from professional consultant costs, $32,009 will be used for operational costs including recruitment, training, travel, supplies and materials, and the remaining $21,076 will be used to support engagement with external participants including costs associated with meals and refreshments, honoraria and other similar expenditures. All of the above amounts represent the total costs for each area for the duration of the granting program.

It is important to note the staff identified above for the City's Recreation Services and Community Development Divisions, as well as the associated salary and benefit costs, are for temporary Full Time Equivalents (FTEs) only, for the duration of this Federal granting program.

- Recreation Services Division:
  - 0.91 FTE Recreation Technician D (one staff)
  - 0.93 FTE Recreation Technician C (four part-time staff)

- Community Development:
  - FTE Project and Research Facilitator (WAPSO – one full-time staff)

As these FTEs are temporary and fully-funded, additional authorization is not required at this time. Further, these staff will be hired to directly support, administer, and lead the delivery of new programs and services connected to the BSCF, and will not have capacity to take on or support any other work or City initiatives.

## FINANCIAL IMPACT

# Financial Impact Statement

**Date:** October 30, 2023

**Project Name:**

Building Safer Communities Fund: Projects and Intermediaries

**First Year of Program** **2023**

| | 2023 | 2024 | 2025 | 2026 | 2027 |
|---|---|---|---|---|---|
| **Capital** | | | | | |
| Capital Expenditures Required | $ - | $ - | $ - | $ - | $ - |
| Less: Existing Budgeted Costs | - | - | - | - | - |
| Additional Capital Budget Required | $ - | $ - | $ - | $ - | $ - |
| **Funding Sources:** | | | | | |
| Debt - Internal | $ - | $ - | $ - | $ - | $ - |
| Debt - External | - | - | - | - | - |
| Grants (Enter Description Here) | - | - | - | - | - |
| Reserves, Equity, Surplus | - | - | - | - | - |
| Other - Enter Description Here | - | - | - | - | - |
| Total Funding | $ - | $ - | $ - | $ - | $ - |
| Total Additional Capital Budget Required | $ - | | | | |
| Total Additional Debt Required | $ - | | | | |
| **Current Expenditures/Revenues** | | | | | |
| Direct Costs | $ 1,590,448 | $ 1,590,448 | $ 908,827 | $ - | $ - |
| Less: Incremental Revenue/Recovery | 1,590,448 | 1,590,448 | 908,827 | - | - |
| Net Cost/(Benefit) | $ - | $ - | $ - | $ - | $ - |
| Less: Existing Budget Amounts | - | - | - | - | - |
| Net Budget Adjustment Required | $ - | $ - | $ - | $ - | $ - |

**Additional Comments:**

Direct costs represent the total value of Building Safer Communities Fund ($4,089,723) over the three year period 2023 - 2025 to be allocated to the 12 projects and associated administrative costs as outlined in the report. The incremental revenue/recovery represent the total funding provided to the City of Winnipeg from Public Safety Canada to administer the Building Safer Communities Fund (BSCF) program.

There are no net financial implications to the City of Winnipeg to administer the Building Safer Communities Fund program.

*Ozzy Garrett, CPA, CGA - Oct 30, 2023*

Ozzy Garrett, CPA, CGA
Manager of Finance
Community Services Department

## CONSULTATION

This Report has been prepared in consultation with:

- Legal Services (as to legal matters)
- Corporate Finance

## OURWINNIPEG POLICY ALIGNMENT

**Goal: Leadership and Good Governance**
Objective 3: Achieve community-responsive service delivery through an aligned, integrated, collaborative and results-oriented organizational culture.

**Goal: Good Health and Well-being**
Objective 1: Enable access to basic needs for good physical and mental health.
Objective 3: Proactively identify and address threats to community safety and well-being.

4.3 Proactive Health Intervention
Utilize social determinants of health to understand and achieve poverty reduction, crime prevention and harm reduction. Practice early intervention and engage in community partnerships that fully leverage wrap-around supports, recreation and resources, and enable opportunities for all, and especially for those who are systemically disadvantaged.

4.6 Community Safety
Facilitate a culture of safety and crime prevention across the City and community, by building trusting relationships to enable collaborative action.

4.7 Community Safety
Provide capacity to prepare, mitigate, assess risk, respond to and recover from the impacts of climate change, extreme weather, human or natural emergencies, disasters, and diseases, to promote community resilience within a changing hazard landscape.

**Goal: Social Equity**
Objective 3: Build social cohesion through community development solutions, coordinated, effective partnerships, and responsive service delivery.

## WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Consideration was given as to whether this report connects to the Winnipeg Climate Action Plan (CAP), and it was determined that the CAP is not applicable to this specific report.

## WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

**GOAL 4** - Community Well-Being Supports for those in Greatest Need are Increased.

**GOAL 8** - Equity in Community Safety is Increased through Collaboration.

## SUBMITTED BY

| | |
|---|---|
| Department: | Community Services |
| Division: | Community Development |
| Prepared by: | Andrée Forest, Chris Brens |
| Date: | 2023-10-27 |
| File No: | CMS-2023-8 |