

# Community Safety Strategic Action Planning Project

## Stakeholder Engagement Summary

July 2021

### Background

The City of Winnipeg (City) is committed to healthy, crime-free neighbourhoods and a collaborative, broad-scale, and complete approach to safety and security. There are numerous public and private sector organizations, as well as community agencies, providing services designed to make communities safe and secure or address the root causes of crime. The Community Safety Strategic Action Planning Project will recommend ways in which these organizations can work better together and connect through the support of a new City-based community safety and wellbeing position.

### Engagement

MNP and the City reached out to 107 community-based program and service provider stakeholders in 2019 and 2020 to identify barriers and discuss opportunities to improve the delivery of community safety and wellbeing programs, services, and related initiatives. Stakeholders were invited to complete an online survey to better understand the specific community safety programs or services provided by organizations in Winnipeg.

Following the survey, two stakeholder workshops were held to allow for an in-depth discussion on the vision for community safety and the delivery of prevention services.

In addition to the workshops, a diverse, multi-sectoral Stakeholder Planning Group was brought together to discuss challenges, gaps and opportunities to determine impact on community safety in Winnipeg. The group met three times and consisted of:

- Three Indigenous leaders, including an Elder, a youth movement leader, and a leader from a grassroots women's organization
- Two community leaders working in areas of higher poverty on frontline community safety initiatives.
- Staff from Community Services, Winnipeg Police Service, Planning, Property & Development, and the Winnipeg Committee for Safety

Details on engagement opportunities are found in Table 1.

Table 1: Stakeholder Engagement Opportunities

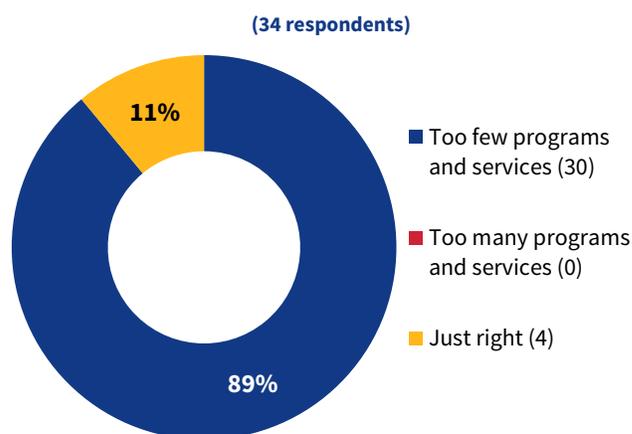
Date	Activity	Participation
September 26 – November 29, 2019	Online survey	34 respondents
November 14, 2019	Workshop #1	14 participants
November 21, 2019	Workshop #2	8 participants
February 6, 2020 March 20, 2020 May 21, 2020	Stakeholder planning group meetings	5 external participants

### Key Findings - Survey

Community service providers supported the definition of community safety and well-being, which not only includes deterrence and enforcement but also provides a wide variety of supports to individuals and families so they do not become involved in or victims of criminal behavior. Seventy nine percent (27 of 34) of survey respondents strongly agreed or somewhat agreed that funding should be focused on early intervention programs and services.

When asked about their perspective on the amount of safety programs and services available in their community, 89% (30 of 34) of survey respondents believed there are too few programs and services (Figure 1).

Figure 1: What is your organization's perspective on the amount of safety programs and services available in your community?



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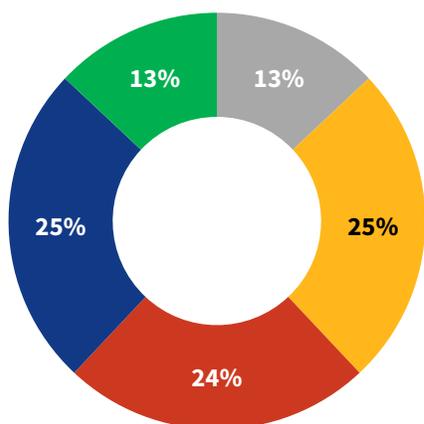
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Survey respondents were asked to list the top five community safety and well-being issues in their community. After categorizing the responses into themes, the top three responses were addictions, poverty, and justice. See Figure 2 and Table 2 for more information.

**Figure 2: What are the top five community safety and well-being issues in your neighborhood/community?**

(34 respondents)



■ Mental Health ■ Addictions ■ Justice ■ Poverty ■ Other

**Table 2: What are the top five community safety and well-being issues in your neighborhood/community?**

Safety Issue	Example Responses
Mental Health	<ul style="list-style-type: none"> <li>Lack of mental health services</li> <li>Trauma and discrimination</li> </ul>
Addictions	<ul style="list-style-type: none"> <li>Lack of addiction treatment services</li> </ul>
Justice	<ul style="list-style-type: none"> <li>Discrimination, racism, gentrification</li> <li>Family instability</li> <li>Safe spaces to reduce violence to women and girls</li> </ul>
Poverty	<ul style="list-style-type: none"> <li>Lack of affordable/quality housing</li> <li>Lack of financial security</li> </ul>
Other	<ul style="list-style-type: none"> <li>Inadequate infrastructure</li> <li>Isolation</li> </ul>

When asked what the ideal role of the City is in supporting community safety programs and services collaboration, survey respondents' most common responses were:



**1. Collaboration network facilitator and administrator**



**2. Performance measurement system provider/data caretaker**



**3. Impartial grant distributor and monitor**



**4. Online collaboration channel funder and caretaker**

The top barriers to effective collaboration and planning with other organizations serving the same client group identified by survey respondents were:

1. Competition for limited funding opportunities
2. Existing collaboration methods do not focus on program and service best practices.
3. Limited alignment of service mandates
4. Absence of formal communication and collaboration channels

Survey respondents were presented with a list of potential methods to enhance the delivery of community safety programs and service. Figure 3 outlines respondents' agreement with each method. While most methods had strong support, all respondents indicated that they strongly agreed or somewhat agree with using community-based knowledge to inform service delivery.

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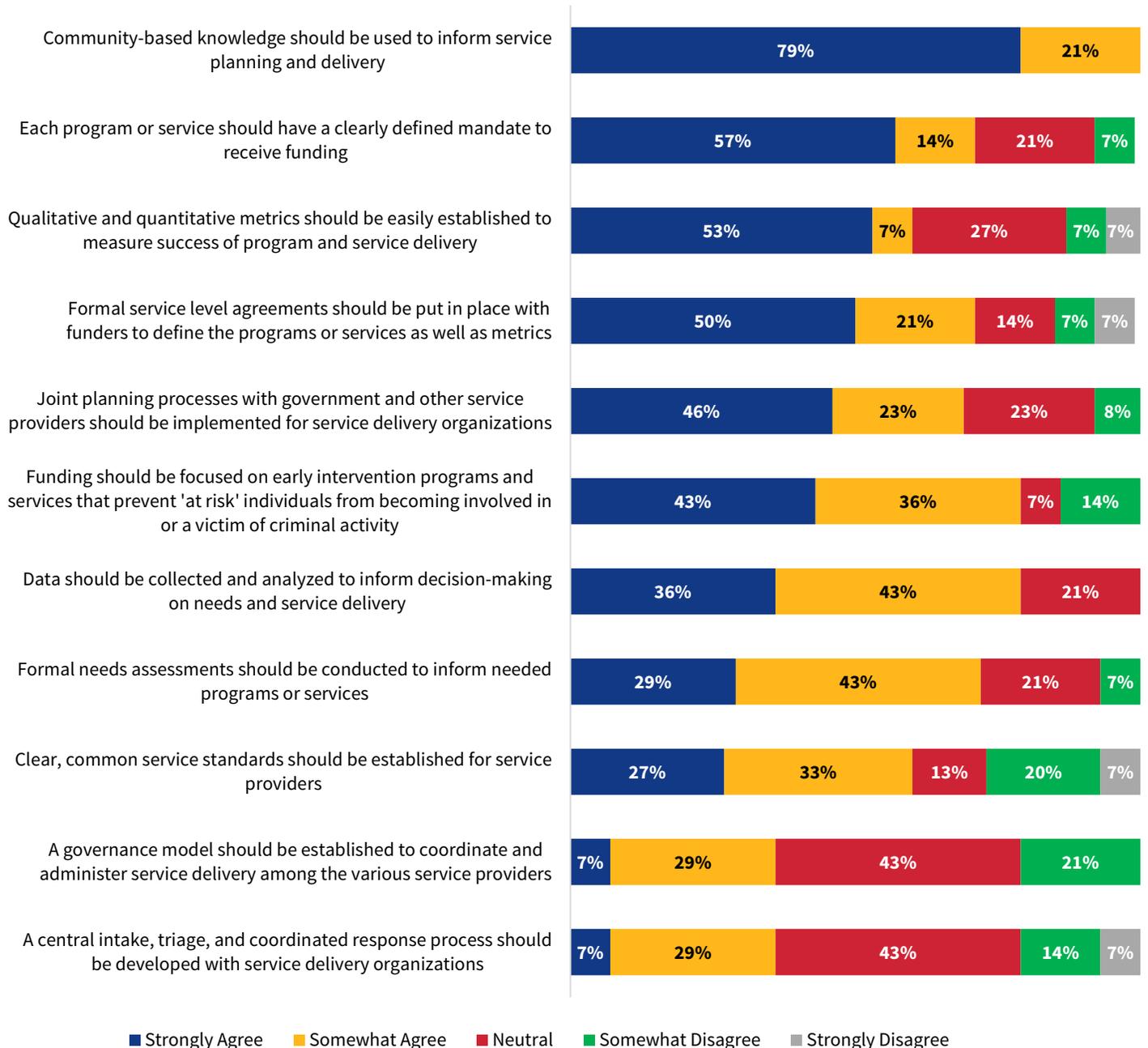
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## Stakeholder Engagement Summary

July 2021

**Figure 3: What are the top five community safety and well-being issues in your neighborhood/community?**

(34 respondents)



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### Key Findings – Stakeholder Workshops

Workshop participants noted that there are too few community safety programs and services available in communities that need them. In particular, participants noted the following areas in Table 3.

**Table 3: Gaps in community safety programs and services**

Area	Gaps in Programs
Program facilities	<ul style="list-style-type: none"><li>• Culturally safe spaces</li><li>• Inner-city spaces and recreation facilities</li><li>• After-school programming for children and youth</li><li>• Supervised drug consumption sites</li></ul>
Hours of operation	<ul style="list-style-type: none"><li>• 24-hour safe spaces</li><li>• Off-hours mental health supports</li></ul>
Community involvement	<ul style="list-style-type: none"><li>• Volunteer or social programs</li><li>• Neighbourhood watches</li><li>• Life skills training and supports</li></ul>
Other programs	<ul style="list-style-type: none"><li>• Health food programming</li><li>• Supports for those people living with disabilities</li><li>• Safety education.</li></ul>

### Key Findings - Stakeholder Planning Group

The planning group identified the following major challenges, gaps and opportunities when considering community safety in Winnipeg:

#### Challenges:

- Well-integrated drug trade and distribution fueling crime and violence
- The normalization of crime for those with disabilities
- Red tape creating barriers
- Disconnected network working in silos

#### Gaps:

- Lack of safe housing for victims of abuse
- Lack of recreation and sporting opportunities where they are needed
- Focus on school attendance and youth employment opportunities

#### Opportunities:

- Need for co-ordination so services are accessible and available when needed
- A new simpler vision and policy for Winnipeg

### How Key Findings Were Considered

The feedback provided by survey, workshops and Stakeholder Planning Group was critical to uncovering community-level concerns regarding the state of community safety in Winnipeg.

Key themes from the stakeholder engagement opportunities were incorporated into the City's strategic action planning document through the creation of eight guiding principles:

1. The Value of People
2. Community Safety Continuum and Equity-Based Resource Allocation
3. Inclusivity
4. Transparency and Candor
5. The Uniqueness of Communities
6. Accessibility
7. The Community Safety and Well-Being Lens
8. Anti-Oppression and De-Colonization

### Next Steps

The community safety strategic action planning project consists of two phases; Phase 1: Project Initiation, Data Collection and Stakeholder Engagement, and Phase 2: Development of community safety and wellbeing recommendations. A strategic action planning document will be presented to Council in fall 2021.

### Appendices

Appendix A – MNP Engagement Results

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## **Appendix A – MNP Engagement Results**

## Input from Community Safety Stakeholders

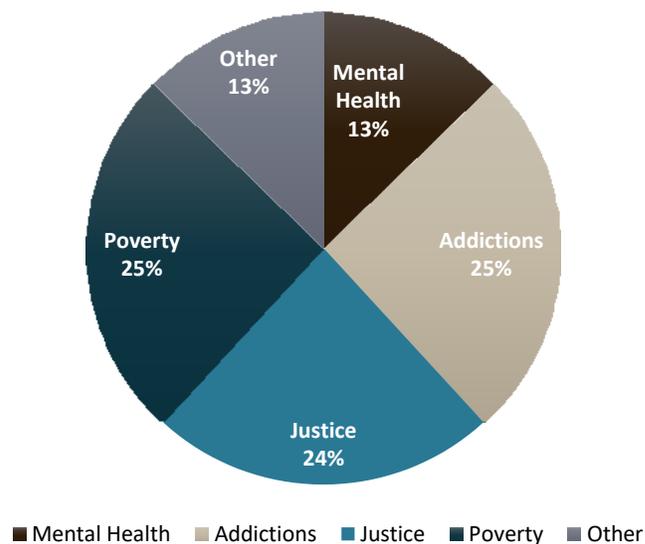
A questionnaire was designed and distributed to 107 community safety stakeholders. The first part of the questionnaire requested information about the stakeholder including their mandate, services, target client and funding. The second part requested perspective and feedback about community safety funding 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:

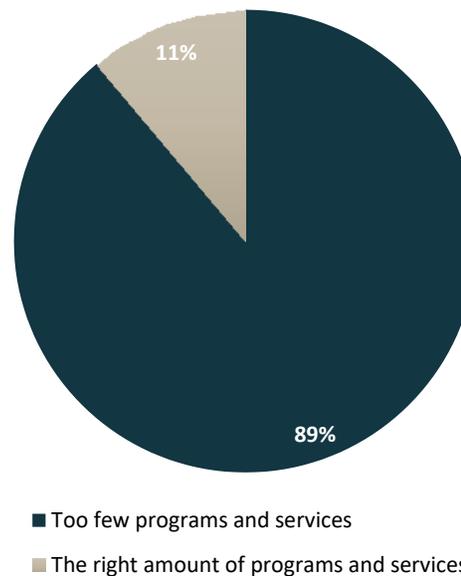
When asked what are the top five community safety and well-being issues in your neighborhood/ community:

Community Safety Issue	Common Categorized Responses
<b>Mental Health</b>	<ul style="list-style-type: none"> <li>Lack of mental health services</li> <li>Trauma and discrimination</li> </ul>
<b>Addictions</b>	<ul style="list-style-type: none"> <li>Lack of addiction treatment services</li> </ul>
<b>Justice</b>	<ul style="list-style-type: none"> <li>Discrimination, racism, gentrification</li> <li>Family instability</li> <li>Safe spaces to reduce violence to women and girls</li> </ul>
<b>Poverty</b>	<ul style="list-style-type: none"> <li>Lack of affordable/quality housing</li> <li>Lack of financial security</li> </ul>
<b>Other</b>	<ul style="list-style-type: none"> <li>Inadequate infrastructure</li> <li>Isolation</li> </ul>



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

Reasons for Gaps in Current Programs or Services	
<b>Mental Health</b>	<ul style="list-style-type: none"> <li>Lack of mental health services</li> <li>Trauma and discrimination</li> </ul>
<b>Addictions Treatment Support</b>	<ul style="list-style-type: none"> <li>Lack of addiction treatment services (Detox centres, harm reduction, education, etc.)</li> <li>More focus on root causes</li> </ul>
<b>Funding</b>	<ul style="list-style-type: none"> <li>Lack of funding</li> </ul>
<b>Poverty</b>	<ul style="list-style-type: none"> <li>Lack of affordable/quality housing</li> <li>Lack of financial security</li> <li>Lack of 24/7 Safe Spaces</li> <li>More access to programs and services (transportation, more open community spaces)</li> </ul>
<b>Other</b>	<ul style="list-style-type: none"> <li>Inadequate infrastructure</li> <li>Isolation</li> <li>Safety</li> </ul>



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.

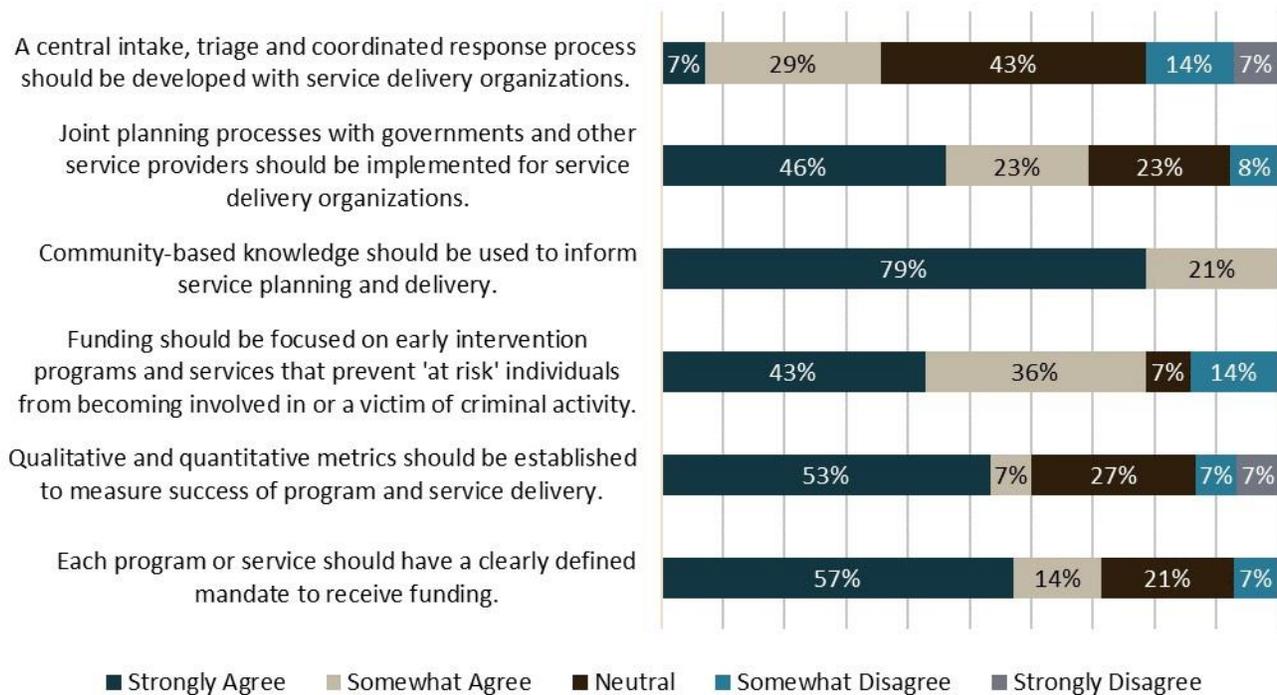
When asked what the ideal role of the City of Winnipeg is in supporting community safety programs and services collaboration, “collaboration network facilitator and administrator” was the most common response followed by:

- 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



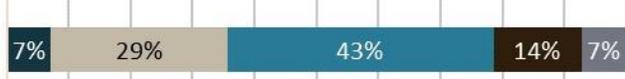
Formal needs assessments should be conducted to inform needed programs or services.



Data should be collected and analyzed to inform decision-making on needs and service delivery.



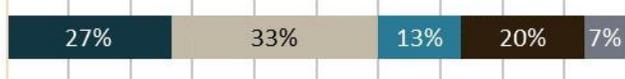
A governance model should be established to coordinate and administer service delivery among the various service providers.



Formal service level agreements should be put in place with funders to define the programs or services as well as metrics.



Clear, common service standards should be established for service providers.



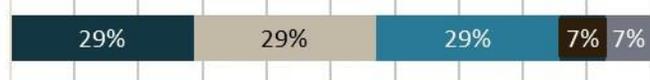
■ Strongly Agree ■ Somewhat Agree ■ Neutral ■ Somewhat Disagree ■ Strongly Disagree

### Ways to Improve Grant Funding and Contract Process

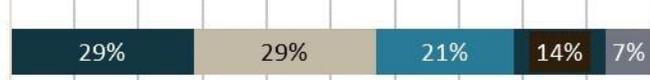
Allow for specialized funding requests based on start-up or emergency situations.



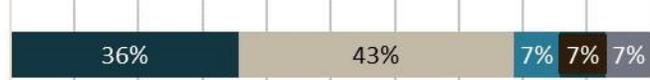
Set up distinct funding envelopes for program development versus service delivery.



Evaluate grants or funding requests through a program performance or outcome based evaluation framework developed by a municipal governed, inter-sectoral...



Ensure that grantee program objectives align with strategic objectives identified through a municipal-governed, inter-sectoral community safety and well-...



Work towards adopting multi-year funding agreements.



■ Strongly Agree ■ Somewhat Agree ■ Neutral ■ Somewhat Disagree ■ Strongly Disagree

## Ways to Improve Grant Funding and Contract Process

Overall Funding	Service Model and Assessment
<ul style="list-style-type: none"> <li>• Provide multi-year, core funding as single-year grants make it difficult to deliver on priorities and report on outcomes               <ul style="list-style-type: none"> <li>○ Remove penalties for lesser results within a shorter period</li> </ul> </li> <li>• Adjust funding levels based on scope and scale of services provided</li> <li>• Create a central entity that controls all funding to organizations</li> <li>• Focus less on reimbursement and “head count” based grants               <ul style="list-style-type: none"> <li>○ Smaller organizations that may not be able to fund projects up front</li> <li>○ Organizations better tailored to suit specific needs may not receive referrals</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Redesign incentive model to focus on collaboration and objective reporting of outputs/outcomes</li> <li>• Create a formal assessment outcome-based evaluation process that values organizations delivering a better quality of service</li> <li>• Provide support for non-profit organizations and those operating on evenings and weekends</li> <li>• Prevent overlap of services and competition between providers               <ul style="list-style-type: none"> <li>○ Implement a full scale review of services provided from each organization</li> <li>○ create a funding pool for sources dedicated to different program categories</li> </ul> </li> </ul>

### 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.

<b>The Value of People</b>	We believe in the inherent value and dignity of the person and their right to be treated with respect.
<b>Community Safety Continuum and Equity-Based Resource Allocation</b>	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.
<b>Inclusivity</b>	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.
<b>Transparency and Candor</b>	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
<b>The Uniqueness of Communities</b>	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.
<b>Accessibility</b>	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.
<b>The Community Safety and Well-Being Lens</b>	All decisions about programs we fund, services we provide and infrastructure we build will consider the broader definition of community safety and well-being

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**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.

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