

**Report to
Rapport au:**

**Community and Protective Services Committee
Comité des services communautaires et de protection
15 October 2020 / 15 octobre 2020**

**and Council
et au Conseil
28 October 2020 / 28 octobre 2020**

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Ward: CITY WIDE / À L'ÉCHELLE DE LA VILLE File Number: ACS2020-EPS-GEN-0008

SUBJECT: Community Safety and Well-Being Plan – Interim Report

OBJET: Plan de sécurité et de bien-être dans les collectivités – Rapport provisoire

REPORT RECOMMENDATIONS

That the Community and Protective Services Committee recommend that Council approve the Community Safety and Well-Being Plan priorities as outlined in this report.

RECOMMANDATIONS DU RAPPORT

Que le Comité des services communautaires et de protection recommande au Conseil d'approuver les priorités du Plan de sécurité et de bien-être dans les collectivités comme indiqué dans ce rapport.

EXECUTIVE SUMMARY

Assumptions and Analysis

The purpose of this interim report is to recommend five priorities for the City of Ottawa's first Community Safety and Well-Being (CSWB) Plan prior to undertaking the next steps in the development of the full Plan. The recommended priorities reflect information, input, and data obtained in the first phases of the plan's development, as further described below. A CSWB Plan is a community impact, long-term tool to address key social priorities, root causes of crime, social disorder and ill-health, and shared goals through multi-sectoral partnerships.

In addition to recommending the local priorities for the plan, this interim report presents the work completed for the first two phases of the CSWB development approach (Figure 2), namely data analysis and environmental scan and CSWB Plan priorities. It also provides the results of the first phase of public engagement that supports the determination of the CSWB Plan priorities. Finally, this report outlines the revised timeline resulting from the COVID-19 pandemic to develop the remaining components of the CSWB Plan.

The development of the CSWB Plan follows both the [Provincial Planning Framework](#) as well as the six-step development approach outlined in the Council approved [Community Safety and Well-Being Roadmap Report](#) (ACS2019-EPS-GEN-0011). In accordance with the *Safer Ontario Act, 2018*, Ontario's municipalities must prepare and adopt a community safety and well-being plan. The deadline for the completion of the final plan is currently under review due to the COVID-19 pandemic, and the Ministry of the Solicitor General will work with the Association of Municipalities of Ontario to determine a new deadline that will be set by regulation at a later date. At this time, staff anticipate presenting the CSWB Plan to committee and Council for approval in Fall 2021.

The recommended five priorities for the first Ottawa CSWB Plan are based on the feedback collected during the engagement activities. The priorities include one process priority that will support and integrate actions undertaken within four action priorities, as described in further detail in this report. The priorities are not listed in any particular order of importance.

Process Priority:

- a. Integrated and Simpler Systems.

Action Priorities:

- b. Discrimination, marginalization and racism;
- c. Financial security and poverty reduction;
- d. Housing; and
- e. Mental well-being.

The above-noted priorities were identified as both the most meaningful to the public and stakeholders, as well as the most effective to address root causes of crime, social disorder and harm in the first edition of the CSWB Plan, as noted further in this report. Given that the Plan is both a foundational strategy and a long-term journey that will address existing community safety and well-being issues, it is intended to be a living document that can respond to emerging issues that arise in the future. The Plan will present city-wide action strategies, not neighbourhood specific tactics.

The City's role is to develop partnerships and coordinate this collective impact plan, with future actions under the plan to be undertaken by the most appropriate department, service, partner or agency. This means the City of Ottawa may have some actions but will not assume full responsibility for the implementation of the plan. Furthermore, the plan will not duplicate any work already underway but rather, will complement, leverage, and build on work already occurring

The Crime Prevention Ottawa Board of Directors is serving as the Advisory Committee for the CSWB Plan in Ottawa, as approved by Council in the 2018 Governance Review Report. The Advisory Committee was consulted in the identification of the proposed plan priorities.

Financial Implications

The Province is providing no project specific funding to municipalities to develop the Community Safety and Well-Being Plan. There may be opportunities to apply for grants in the future. Staff will continue to monitor any opportunities for funding from other levels of government that might arise. There is no new funding in the municipal budget for community safety and well-being planning.

Public Consultation/Input

Collaboration with sector experts and community stakeholders, including respondents with lived and living experience, has been the cornerstone of the engagement process. Between March 3 and June 30, over 630 people provided input into the development of the CSWB priorities through in-person and virtual conversations, community toolkit submissions, emails, an online survey and stories, and councillor meetings. The engagement process provided an opportunity for the community to ensure that the CSWB Plan will focus on the priorities of Ottawa residents including Indigenous people, racialized people, people with disabilities, people living in poverty, people living in rural, suburban and urban communities, francophones, 2SLGBTQ+ people, older adults, immigrants and refugees, women and youth, business, as well as organizations that support and work with these groups. The engagement process spanned both before and during the first wave of COVID-19 closures, and renewed focus on the Black Lives Matters and Defund the Police movements.

The feedback gathered through the consultation and engagement process is at the core of the recommended CSWB priorities. Other data sources such as perception polling, an environmental scan of programs, services and initiatives and data collected from multiple sources provided supporting information to identify and to validate the recommended priorities.

BACKGROUND

Provincial Legislation

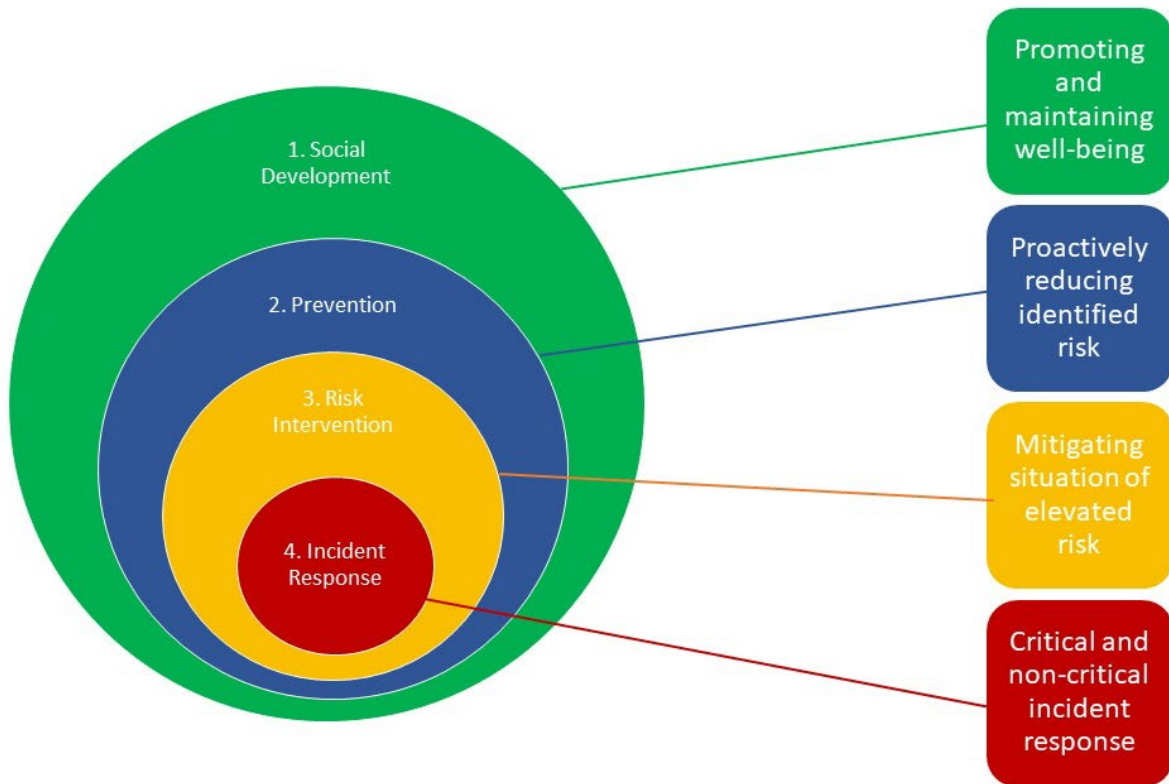
In 2018, the *Safer Ontario Act, 2018* mandated that all municipalities prepare and adopt a Community Safety and Well-Being (CSWB) Plan. The *Police Services Act, 2019* provides some direction on the content of the community safety and well-being plan, while also respecting that the approach to community safety and well-being planning will be unique to each community. A CSWB Plan is a community impact, long-term tool to address key social priorities, root causes of crime, social disorder and ill-health, and shared goals through multi-sectoral partnerships.

The CSWB Plan will be evidence-based and will complement the work already underway across the city while promoting solutions unique to Ottawa for using existing resources and assets in a more innovative, effective and efficient way. The CSWB Plan will focus on local priorities, will identify strategies and actions for these priorities, and will set measurable outcomes. The Plan will consider long-term, multi-disciplinary efforts and investments to improve the social determinants of health (i.e., the conditions in which people are born, grow, work, live, and age such as education, early childhood

development, food security, quality housing, and so on) and thereby reduce the probability of harm and victimization.

A key resource to direct the development of the Plan is the [Community Safety and Well-Being Planning Framework: A Shared Commitment in Ontario](#). The Planning Framework outlines four areas of focus, as outlined in Figure 1. The four areas of focus include: 1) Social development which focuses on promoting and maintaining well-being; 2) Prevention which focuses on proactively reducing identified risk; 3) Risk intervention which focuses on mitigating situations of elevated risk; and 4) Incident response which focuses on critical and non-critical incident response.

Figure 1: Areas of Focus



Provincial guidance on CSWB plans recognizes the importance and value of each area of focus while also noting that community safety and well-being planning is meant to address root causes of crime, disorder, harm and ill-health. As such, social development initiatives and actions are the likely way to ensure that risks are mitigated. This requires a collaborative and collective action as well as ongoing reflection and analysis of the success of initiatives.

A CSWB Plan seeks to foster an inclusive community where everyone feels safe, secure and supported by a robust social safety net. The Plan is meant to be a collective impact plan, that is a collaborative approach across many sectors and agencies towards common priorities and objectives. This is particularly important as complex issues cannot be addressed by one agency or sector alone and require collective action.

The Ottawa Context

The [2019 – 2022 Term of Council Priorities](#) (ACS2019-ICS-ST-0003) sets a vision for the City where Ottawa is not only the best place in Canada in which to live, work and study, but is also a destination capital known around the world. Ottawa's Community Safety and Well-Being Plan is identified as an action under Thriving Communities as part the Strategic Priorities.

City Council approved a local [CSWB Plan Roadmap](#) for Ottawa in October 2019 (ACS2019-EPS-GEN-0011), including the vision, mission and guiding principles for the Plan, and the phased development approach to the plan's creation. The development approach is broken down into six cumulative phases as illustrated in Figure 2 with each providing more information to narrow the focus and develop a realistic and measurable plan. It is important to note that throughout each stage of the Plan's development, there will be opportunities for public engagement and input into the process. The CSWB development approach follows a cycle of continuous improvement, by which research and data will inform the planning process and will continually evaluate the effectiveness of the programs or initiatives and evolve as necessary to address the changing Ottawa context.

Figure 2: CSWB Development Approach



This interim report presents the work completed for the first two phases of the CSWB development approach as illustrated above, namely data analysis and environmental scan and CSWB Plan priorities. This report represents the first key milestone in the development of the CSWB Plan and is focussed on identifying priorities to narrow the scope of the Plan. It also provides the results of the first phase of public engagement activities that support the determination of priorities. This report outlines the anticipated revised timeline resulting from the COVID-19 pandemic to further develop the remaining components of the CSWB Plan. It is anticipated that the final CSWB Plan will be presented to Committee and Council in Q4 2021.

While City Council will ultimately approve the CSWB Plan, as required by legislation, it is anticipated that action items falling out of the Plan's priorities will be delivered by the most appropriate department, service, partner or agency. The [Crime Prevention Ottawa Board of Directors](#) serves as the CSWB Advisory Committee for the Plan in Ottawa, as approved by Council in the 2018 Governance Review Report, and provides strategic advice and feedback into the process.

The concept of a CSWB Plan is complex and includes a broad range of topics. The City of Ottawa, in consultation with the CSWB Advisory Committee, identified 20 topic areas to help focus the priority setting phase. Most of the topics are taken from the [Provincial CSWB Planning Framework](#) and others were added by the CSWB Advisory Committee

to help shape the conversation at the local level. The topics for consideration are presented in Table 1. It is recognized that all of these topics are important to Ottawa's safety and well-being, and that many of them are interconnected. However, it is not practical to develop a CSWB Plan that addresses all these topics at once. Therefore, the CSWB work completed to date has focussed on determining the priorities from this list that are most meaningful to the public and stakeholders, and that will be the most effective to address in the first edition of the CSWB Plan. The Plan is both a foundational strategy and a long-term journey that is intended to address existing community safety and well-being issues and be nimble to respond to emerging issues that arise in the future. The Plan will present city-wide action strategies, not neighbourhood specific tactics.

Table 1: CSWB Topics for Consideration

CSWB Topics for Consideration
Criminal Involvement
Discrimination, Marginalization, and Racism
Education and Skills Development
Emotional Violence
Employment
Family Support
Financial Security
Food Security
Housing
Mental Health and Cognitive Functioning
Mobility Safety
Physical Health
Pro-social / Positive Behaviour
Settlement Issues
Social Environment and Neighbourhood
Social Support Network and Social Isolation

CSWB Topics for Consideration
Street Level Violence and Gang Issues
Substance Use Issues
Systems Security
Victimization

The Province is not providing project specific funding to municipalities to develop the CSWB Plan. There may be opportunities to apply for grants in the future. Staff will continue to monitor any opportunities for funding from other levels of government that might arise.

There is no new funding in the municipal budget for community safety and well-being planning. Staff recognize that the City must be financially responsible and as such, community safety and well-being planning and any commitments to actions will be done within the approved Budget Directions for this term of Council. Financial considerations for implementation of the CSWB Plan will be forthcoming in a future report to Committee and Council.

In addition to the legislative requirements, the City of Ottawa has several policies, strategies and tools that provide direction to staff when developing and managing projects of the type of the CSWB Plan. Specifically, staff are considering the Project Management Framework, the Equity and Inclusion Lens, the Public Engagement Strategy, the Bilingualism Policy, Accessibility resources, and the Communications Policy in its work on the CSWB Plan.

COVID-19 Impacts

In March 2020, COVID-19 physical distancing measures were put in place to protect the health and safety of our community. These restrictions impeded the ability to continue face-to-face community engagement activities. As a result, on April 14, the Provincial government passed the *Coronavirus (COVID-19) Support and Protection Act, 2020*, which enabled the Solicitor General to prescribe a new deadline for the completion and adoption of CSWB plans past the original deadline of January 1, 2021. The Ministry of the Solicitor General will work with the Association of Municipalities of Ontario to determine an appropriate new deadline that will be set by regulation at a later date.

The CSWB Team developed a revised approach to engagement in response to COVID-19 impacts. The original CSWB Roadmap Report aimed to complete all public engagement activities by April 2020, and to use the feedback collected from these

activities to develop the CSWB draft priorities. This consultation phase was converted to only online and virtual methods and was extended until the end of June 2020 to allow for additional feedback and comments.

The ongoing COVID-19 response reiterates the importance of a comprehensive and robust CSWB Plan to support the community. The final CSWB Plan is intended to be nimble enough to respond to future emerging issues and changing priorities such as those seen during the recent COVID-19 situation.

The revised CSWB timeline outlined in the discussion section and presented in Document 1 reflects the anticipated revised legislative timelines and approach for moving forward into 2021 to finalize the CSWB Plan.

Black Lives Matter and Defund the Police Movements

The [City's Equity and Inclusion Lens](#) promotes a city for everyone, where we incorporate equity, diversity and inclusion into how we plan and deliver programs and services so we can remain relevant, meaningful and effective. Furthermore, the City is taking steps to address systemic racism through various means but more specifically, the Anti-Racism Secretariat. The development of this secretariat acknowledges that systemic racism exists, and that the City has a role and responsibility to fight against racism.

Events in Ottawa and around the world highlight the ongoing tension between racial minority communities and the police. Recently, these events have prompted residents around the world to propose to defund the police, and to re-prioritize funding from police services to re-invest in mental health and social infrastructure. The [Study in Blue and Grey: Police Interventions with People with Mental Illness: A Review of Challenges and Responses by the Canadian Mental Health Association](#) describes the factors that have traditionally resulted in police officers becoming the first responders for mental health crises and community issues. The [Centre for Addiction and Mental Health](#) is calling for a new direction in crisis care where the traditional approach of police responding to mental health crisis in the community is instead replaced with mental health professionals as first responders.

According to the report titled "[Mending Canada's Frayed Social Safety Net: The Role of Municipal Governments](#)," by the Federation of Canadian Municipalities, municipalities are shouldering the financial demands for social infrastructure (such as housing, emergency shelters, public transit, childcare, recreation and libraries) that supports quality of life, while provincial and federal governments retreat from traditional social

funding supports. The report looks at the growing need for social services in 24 urban communities, and the increasing burden on municipal governments. The result for residents includes long waiting lists for affordable housing; making do with welfare payments that do not cover all of their basic needs; and struggling to get to work, find childcare or afford recreation programs.

Around the world and in Canada, municipalities are facing public pressure to reduce their law enforcement budgets in an effort to reallocate funds to social infrastructure. The [Black Lives Matter](#) and [Defund the Police](#) movements claim that the \$41 million per day that is being spent on Canadian policing is not creating safer, more secure communities, but rather that this funding can be reallocated to create safer and more secure societies.

Through the CSWB engagement process, respondents voiced their lived and living experience of violence and racism in Ottawa and shared their ideas on how we may improve the local experience. Respondents proposed to defund the police, and to re-prioritize funding from police services to re-invest in mental health and social infrastructure in particular for mental health crises and community conflicts. Feedback highlighted the need to focus on systemic racism to lead to long-lasting solutions. Respondents suggested that the police should not be the lead to respond to mental health crises situations.

Valuable input was received through this dialogue on gaps within the community related to racism, mental health and social infrastructure. This feedback was integrated into the data set used to generate the CSWB Plan's priorities and will also be considered when developing the strategies for addressing the Plan's priorities in the next phase of the Plan's development.

With regards to the movement to defund the police, a municipal council has limited authority over the size and mandate of police services in the municipality by virtue of the *Police Services Act*. The City Solicitor provided a detailed explanation of the role of municipal government over the delivery of police services in the [Inquiry Response OCC 20-15](#). The inquiry response notes that "In establishing an overall budget for the board, Council is not required to adopt the estimates submitted by the Board, though the Act prohibits it from approving or disapproving specific items within the estimates. If the police services board is not satisfied that the budget established for it by Council is sufficient to maintain an adequate number of police officers or other employees of the police force, or to provide the police force with adequate equipment or facilities, the Board may request that the Ontario Civilian Police Commission determine the question

on a hearing. It should also be noted that the Ontario Civilian Police Commission retains the ultimate authority to approve of the abolition or reduction in the size of the police service, if doing so would require termination of the employment of any member of the police service.” Due to the limited authority of City Council over the police mandate and budget process, the CSWB Plan is not positioned to provide direct recommendations related to defunding the police. Feedback collected through the CSWB consultation process relating to defunding the police was shared with Ottawa Police Services to assist in their future budget and process discussions.

As the CSWB Plan evolves, CSWB staff will continue to apply an anti-racism lens and will work to remove barriers based on race. Staff will continue to work with city initiatives related to anti-racism, including but not limited to the City’s new Anti-Racism Secretariat.

Data Collection and Analysis

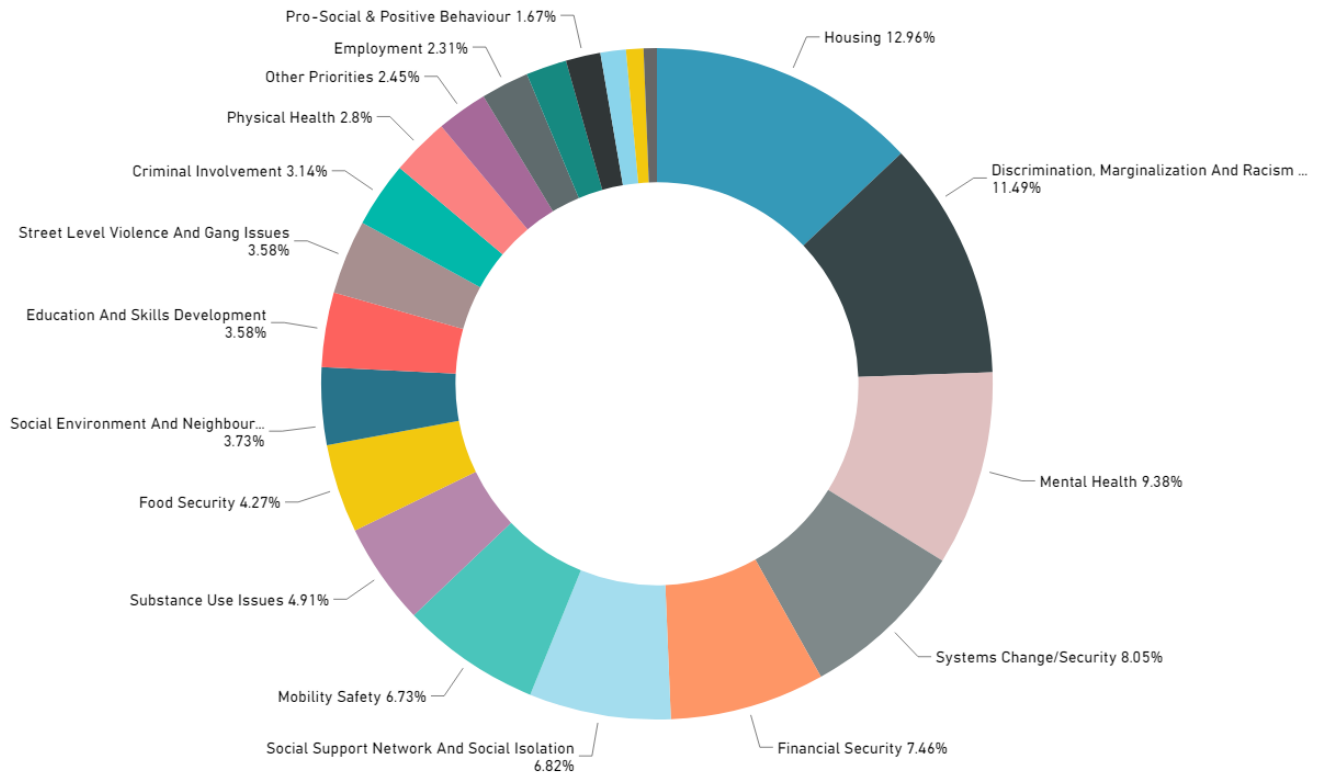
The following data sources (including public engagement input) have been compiled and analyzed to determine the proposed CSWB priorities. Analysis methods for each data source are explained in this section.

“What We Heard” Report

Collaboration with sector experts and meaningful engagement with community stakeholders, including respondents with lived and living experience, was the cornerstone of the engagement process. The What We Heard report presented in Document 2 summarizes all input from resident and stakeholder engagement activities. In total, over 630 residents and stakeholders contributed their ideas between March 3 and June 30 through in-person and virtual conversations, community toolkit submissions, emails, an online survey and stories, and ward councillor meetings. The engagement process provided an opportunity for the community to provide input so as to ensure that the CSWB Plan responds to the needs of Ottawa residents including Indigenous people, equity seeking groups, racialized people, people with disabilities, people living in poverty, people living in rural, suburban and urban communities, francophones, 2SLGBTQ+ people, older adults, immigrants and refugees, women and youth, business, as well as organizations that support and work with these groups. The engagement process spanned both before and during the first wave of COVID-19 closures, and renewed focus on the Black Lives Matters and Defund the Police movements. The consultations followed the City’s Equity and Inclusion Lens and the Public Engagement Strategy.

All consultation feedback outlined in the What We Heard Report was coded according to the appropriate theme, and all participation was given equal weight in terms of the analysis. The themes were summarized and categorized to align, where possible, with the Council approved Topics for Consideration outlined in Table 1. Once summarized, the highest counts indicated a general theme of interest for this data set. The analysis also identified other topics that did not fall within the established list of CSWB topics for consideration. Figure 3 depicts the ranking of CSWB topics based on the engagement activities.

Figure 3: Ranking of CSWB priorities based on engagement activities



The ranking of CSWB topics based on the engagement activities are as follows:

- Housing (12.96%)
- Discrimination, Marginalization and Racism (11.49%)
- Mental Health (9.38%)
- Systems Change/Security (8.05%)
- Financial Security (7.46%)

- Social Support Network and Social Isolation (6.82%)
- Mobility Safety (6.73%)
- Substance Use Issues (4.91%)
- Food Security (4.27%)
- Social Environment and Neighbourhood (3.73%)
- Education and Skills Development (3.58%)
- Street Level Violence and Gang Issues (3.58%)
- Criminal Involvement (3.14%)
- Physical health (2.8%)
- Other (2.45%)
- Employment (2.31%)
- Victimization (1.96%)
- Pro-Social and Positive Behaviour (1.67%)
- Family Support (1.23%)
- Emotional Violence (<1%)
- Settlement Issues (<1%)

The engagement feedback demonstrates the complexity and connection between issues and confirms that community safety and well-being issues are shared responsibilities among all members of the community and require an integrated approach among partners to tackle root causes and to address collective goals. The top priorities from the engagement results were then overlaid with additional data and consultation input as outlined below to determine the final priorities that are recommended in this report.

Perception Polling

Hill + Knowlton Strategies completed [perception polling](#) to provide an assessment of how respondents perceive community safety and well-being in Ottawa. Nineteen of the 20 Topics for Consideration were assessed through the polling. The research was

undertaken in October and November 2019 and consisted of an online survey of residents and one-on-one interviews (face-to-face and over the telephone) with stakeholders. Between September 30 and November 8, 2019, a total of 1,677 respondents participated in the survey and 8 stakeholders, who represent relevant organizations involved the development of the plan, were interviewed. Respondents of the poll were a representative sample of the demographics of Ottawa. Survey data and stakeholder data was considered separately in the analysis that can be found in the [perception polling report](#). More than half surveyed (55%) responded positively that community safety and well-being planning will lead to a more efficient and effective use of resources across Ottawa, and, ultimately, to a higher level of safety and well-being in the community.

In the perception poll, respondents were asked to rank the perceived impact of each topic on themselves, their neighbourhood and the city. According to the results of the perception polling, the top five topics perceived to impact respondents the most were: criminal activity, street and gang violence, mental health, housing security, and physical health. The approach used in the perception poll differs from that of the online survey, which asked respondents to identify what issues related to safety and well-being should be addressed first in the CSWB Plan. Since the surveys were asking different questions, the data sets cannot be compared or combined. The perception polling was meant to gather information about how the public felt each topic impacted them personally, in their neighbourhood and in Ottawa as a whole and why the public felt this way (based on media, personal experience or access to services, programs and initiatives). In general, residents feel the Plan will have a greater impact, and more positive impact, on the broader community than themselves and their family (with high impact ranging from 24% personal to 39% community and positive impact ranging from 31% personal to 39% community). The stakeholders interviewed stated that the critical elements affecting community safety and well-being are deeply interconnected and suggested that a root-cause approach to addressing these issues would be the best and most efficient way to tackle them all. The CSWB Advisory Committee agreed with these statements. The perception polling was then used to assist in framing questions and understanding each issue for the engagement activities that followed.

The feedback from respondents who completed the perception polling as well as the Advisory Committee is that while criminal activity and street and gang violence has a high impact on the community, it is the root causes of these issues that need to be addressed first in the CSWB Plan. This is in line with one of the core principles of the CSWB planning process which is to focus on root causes of social determinants of

health. Criminal activity and street and gang violence are not root causes, but rather are outcomes that are caused by root causes such as poverty, housing security, substance use and mental health. The ranking and comments provided through the perception polling served to validate the priorities determined based on the public engagement feedback. These comments will also serve to inform the development of the action plan during the next phase. The perception polling results will form a baseline for performance measures in the future to assess the effectiveness of the Plan's implementation.

Ottawa By The Numbers Report

CSWB staff compiled the Ottawa By the Numbers Report (Document 3) to provide a snapshot in time for the realities of Ottawa. This report summarizes basic data for Ottawa, including crime statistics, education requirements, health information, mental health information, by-law response information and much more. The report contains both independent analysis of data as well as data from prepared reports on specific topics.

The Ottawa By the Numbers Report provides demographic information and data related to CSWB topics of consideration and root causes that supplement our understanding of current state and trends in Ottawa. This data was not included in the weighting to determine CSWB priorities. The trends identified in this report validate that the chosen priorities are, in fact, significant issues that affect the community.

Environmental Scan and Program Mapping

The CSWB team conducted an environmental scan and program mapping in an effort to inventory the existing programs and services within the community that support the various aspects of community safety and well-being.

The priorities were validated through discussions with departments to ensure the CSWB priorities align with major corporate initiatives and avoid duplication of efforts. Community-level plans will also be considered as the Plan is developed (i.e. Integrated Neighbourhood Service Teams, OPS' Neighbourhood Response Teams, and Community Development Framework).

The environmental scan and program mapping data was not included in the weighting to determine CSWB priorities, however it provides supporting information to understand and verify the current status of the priority issues in the Ottawa context. This data will support the next steps in the CSWB planning process and will play an integral role in

the determination of gaps within the priority areas. This work will ensure there is no duplication of effort as the CSWB Plan is being developed. To date, staff have compiled an inventory of over 2,680 programs and services available in Ottawa through the City and community partners. This will continue to be assessed throughout the development process to identify any changes.

COVID-19 has had a significant impact on many community programs and services. Consequently, many programs and services have either been scaled back drastically to adhere to COVID-19 safety protocols, cancelled or relegated to virtual formats. Unfortunately, virtual formats often create additional barriers for residents, such as lack of access to digital technology. These impacts will be considered during the gaps assessment to be completed in the next phase of the Plan's development.

Current Initiatives

One of the core concepts of the CSWB planning process is that it will complement the work already underway across the city while promoting solutions unique to Ottawa and using existing resources and assets in a more innovative, effective and efficient way. The CSWB has researched and developed relationships with initiatives linked to community safety and well-being and will continue discussions to ensure the CSWB Plan is aligned. Related initiatives, research and programs include but are not limited to:

- [10-Year Housing and Homelessness Plan](#);
- Anti-Racism Secretariat;
- City of Ottawa Reconciliation Action Plan;
- City of Ottawa Strategic Plan;
- Community Economic Development Grants Program;
- [Everyone Counts: Ottawa's 2018 Point-In-Time Count](#);
- Human Needs Task Force;
- Integrated Neighbourhood Service Teams;
- [Mental Health of Ottawa's Black Community Research Study](#);
- [Murdered and Missing Indigenous Women and Girls Calls for Justice](#);
- [Official Plan](#);

- [Older Adult Plan 2020-2022](#);
- [Ottawa Child and Youth Initiative](#);
- [Ottawa Community Action Plan: Comprehensive Mental Health and Substance Use Strategy – Focus on Opioids](#);
- Ottawa Police Service’s Neighbourhood Response Teams;
- Ottawa Public Health’s Neighbourhood Cluster Response Team;
- [Ottawa Public Health Reconcili-Action Plan](#);
- [Protecting Our Community's Health | Ottawa Public Health's 2019-2022 Strategy](#)
- [Rural Economic Development Strategy and Action Plan](#);
- [Strategic Road Safety Action Plan](#);
- Status of Mental Health in Ottawa During the COVID-19 Pandemic report;
- United for All; and
- [Women and Gender Equity Strategy](#).

Municipal Scan

To inform the CSWB process, staff completed a review of those Ontario and Canadian municipalities that have completed a community safety and well-being plan or similar type of plan. This review provided information on development process, public engagement activities, the key themes of their plans, implementation strategies, governance and performance measurement.

Past City Engagement Activities

Previous engagement activities completed by other City departments (i.e. Homelessness & Housing Strategy; Women & Gender Equity Strategy, etc.) were analyzed to understand feedback that is related to CSWB priorities. In total, 28 engagement reports were reviewed to extract themes and information to help inform the development of the CSWB Plan.

CSWB Advisory Committee

The Advisory Committee, the [Crime Prevention Ottawa \(CPO\) Board of Directors](#) as established by the 2018 Governance Report, met six times since the inception of the Ottawa CSWB initiative in June 2019 to provide strategic advice and feedback into the determination of the priorities for the CSWB Plan. Crime Prevention Ottawa's Terms of Reference were amended to include responsibility as the Community Safety and Well-Being Plan's Advisory Committee at Council on June 26, 2019 (ACS2019-CCS-CPS-0005). CPO expanded its membership to ensure it meets the legislative requirements and membership related to community safety and well-being issues.

The Advisory Committee supports the proposed CSWB priorities as outlined in this report. The Advisory Committee advocates that the CSWB Plan focus on root causes of safety and well-being. The members view the CSWB Plan as both a foundational strategy and a long-term journey that will leverage the great work that is already happening in the community and will be nimble to react to emerging issues as they arise. Feedback from the Advisory Committee has been included as part of the recommendations of this report.

DISCUSSION

CSWB Plan Priorities

It is evident from the public and stakeholder engagements that all of the Topics for Consideration (Figure 3) are important to the safety and well-being of the community, and that many of the topics are interconnected, such that an improvement in one area will benefit one or many of the other topics. Respondents to our engagement activities also emphasized the importance of focussing on root cause issues, not short-term band-aid solutions. It is not feasible for the CSWB Plan to address all of the topics at one time in an effective or efficient manner. For that reason, five priorities were selected for the first CSWB Plan. The five priorities will address the most urgent root causes of safety and well-being as noted by the respondents to our engagement activities. It is expected that by addressing these root causes, other aspects of community safety and well-being will benefit. The [Provincial Planning Framework](#) notes that "communities that invest heavily in social development by establishing protective factors through improvements in things like health, employment and graduation rates, will experience the social benefits of addressing the root causes of crime and social disorder." The recommended priorities aim specifically to address inequities in the system and benefit those residents who are impacted the most or are the most vulnerable. The priorities were validated with the CSWB Advisory Committee prior to finalizing this report. The

development of the CSWB priorities were guided by the Council-approved [CSWB vision, mission and guiding principles](#).

The recommended five priorities for the first Ottawa CSWB Plan are based on the feedback collected during the engagement activities. The priorities include one process priority that will support and integrate actions undertaken within four action priorities, as described below. The priorities are not listed in any particular order of importance.

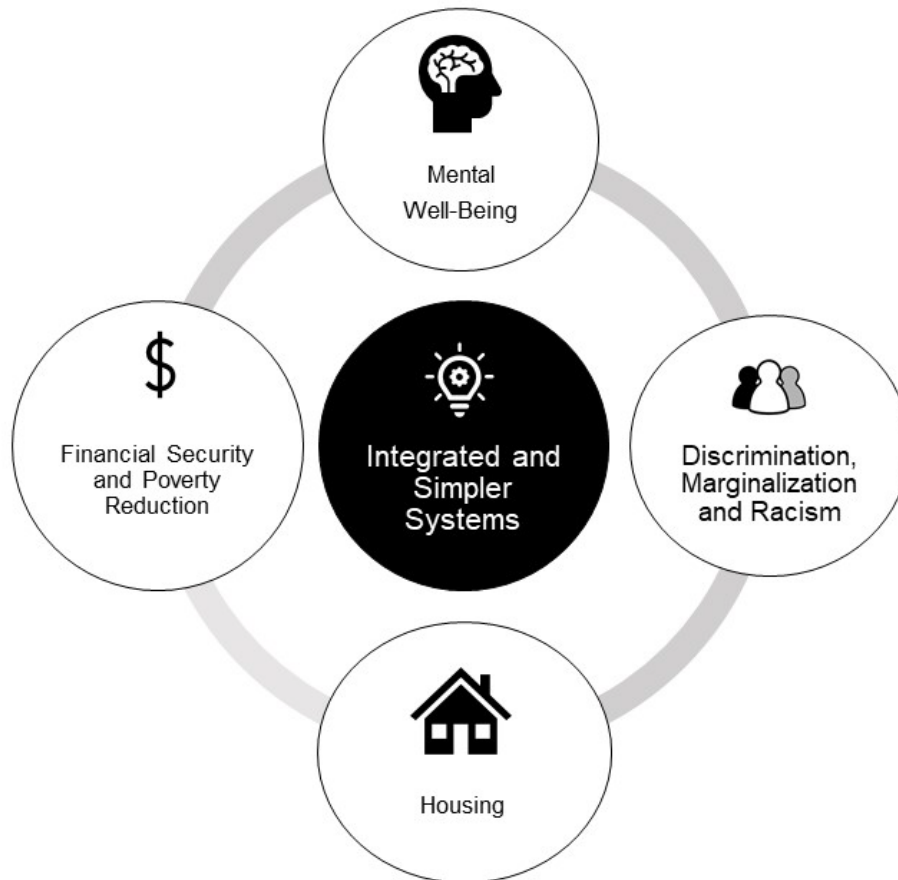
Process Priority:

- a. Integrated and Simpler Systems

Action Priorities:

- b. Discrimination, marginalization and racism;
- c. Financial security and poverty reduction
- d. Housing;
- e. Mental well-being.

Figure 4: CSWB Plan Priorities



The recommended priorities are further discussed below, including a summary of the data in support of these priorities, and common themes heard for each topic.

a. Integrated and Simpler Systems

Residents and stakeholders alike asked for more integrated and simpler systems, where we work together as one team, making services more accessible and streamlining the system for everyone. This process priority is a central element that will support and integrate actions undertaken within the four action priorities outlined below.

Integrated and simpler systems is about how agencies work together to deliver their programs and services, and includes the communication, processes, policies and finances needed by Ottawa's organizations for enhanced collaboration, planning and action. This topic ranked as the fourth priority in the engagement results by over eight

percent of respondents. In addition, the factors within this category were consistently mentioned by respondents as a gap within each of the other top priorities. Integrated and simpler systems was not included in the perception polling.

Themes mentioned for this topic included the need for resources for community teams, and ineffectiveness of social systems. In the latter portion of the engagement activities, we saw an increase in comments referring to the role of police. This feedback coincides with the events that occurred in the United States surrounding the death of George Floyd by a police officer. The predominant themes and sentiments emerging from these responses were trust lost, defunding, militarization and victimization. Respondents also suggested that mental health practitioners are better to respond to mental health calls rather than police.

Issues that impact the safety and well-being of communities are often complex and require collective involvement, effort and action from multiple partners. Residents and stakeholders alike noted that a culture shift is required to address systemic issues, remove barriers and eliminate silos amongst community care organizations, resulting in increased community partnerships and more effective and efficient delivery of programs and services. The name for this priority has been changed from “systems security” to “integrated and simpler systems” to better reflect the goals and objectives identified by engagement respondents.

Respondents identified the need to develop a data governance model to collect, store, maintain and share data for the benefit of program development and delivery. Further, respondents recommended the development of easy to use tools and services to enable the community to develop and implement unique solutions. Feedback suggested that a multi-layered approach to the strategic development and implementation of policy, programs and services would align goals and objectives, reduce overlap, eliminate gaps and improve effectiveness of community care. Stakeholders recommended that a coordinated case management process amongst multiple agencies would benefit both those providing and accessing services. Stakeholders also mentioned that an enhanced coordination and collaboration between services would strengthen the collective impact on identified community safety and well-being priorities, more efficiently deploy resources and address emerging issues. Respondents noted that sustainable funding is needed to ensure longevity of programs and services in the community, while ensuring that the funding is distributed to alliances that take a collaborative approach to service delivery.

It is intended that the future CSWB model allows for flexible, action-oriented processes to identify and respond to a wide range of community and system-level issues that impact safety and well-being in Ottawa. As outlined in the Provincial Planning Framework, emphasis should be placed on proactive, upstream solutions to mitigate increased demand for emergency and crisis-driven services. Collaboration amongst community partners is essential to provide insight into the identification of issues, seek input from community leaders, contribute expertise, engage in solutions, and measure and report on progress and achievements.

As part of the development of this proposed priority, staff will consider lessons learned from the Human Needs Task Force that successfully built community partnerships to address COVID-19 emerging issues.

b. Discrimination, Marginalization and Racism

Based on the public engagement activities, discrimination, marginalization and racism ranked as a priority for 11.49% of respondents. Women, LGBTQ people, racialized people and youth most frequently identified this as a priority. Discrimination, marginalization and racism was ranked eleventh in the perception polling with 48% of respondents identifying it as a priority.

During the consultation period, themes related to this topic included the need for better promotion of services and programs, improved coordination amongst service providers, and improved consultation with diverse and marginalized groups. Lived and living experience related to discrimination, marginalization and racism was shared widely by respondents through the online engagement. Respondents living on low income or in poverty shared their experience of the stigma and discrimination they encountered in the community. Feedback was received on anti-black racism, the relationship with the police and the policing model, de-fund the police and investment in social services to address root cause issues. The lived and living experience stories highlighted the interconnectedness of this priority and the role it plays as a root cause impacting other topics for consideration such as employment, mental well-being, and victimization.

The Indigenous community reflected on themes related to intergenerational trauma, and historical and ongoing relationships with government. It is important to this community that, through the development of the CSWB Plan, the City continues to build relationships with local Indigenous partners, and that the principles and commitments of the City of Ottawa Reconciliation Action Plan and the Missing and Murdered Indigenous Women and Girls (MMIWG) Inquiry Report be reflected in the CSWB action plan.

The CSWB team will continue to work with the new Anti-Racism Secretariat, the Women and Gender Equity Strategy and the Ottawa Aboriginal Coalition to develop the strategic objectives and action plan related to this priority.

c. Financial Security and Poverty Reduction

Financial security was ranked as the fifth priority by 7.46% of respondents to the engagement activities. Women, LGBTQ people, persons with disabilities, and older adults most frequently identified this as a priority. Financial Security ranked as thirteenth in the perception polling. Themes related to this topic included affordability of housing and transportation, stable income opportunities, living wage and social supports. Respondents noted the need to increase the Ontario Disability Support Program (ODSP). Responses during COVID-19 indicated financial impacts due to chronic unemployment, especially amongst youth. Lived and living experience highlighted the interconnectedness of this topic with other priorities such as housing, discrimination, marginalization and racism, and mental well-being.

The [10-Year Housing and Homelessness Plan](#) identifies a strong link between poverty, the risk of homelessness and living with mental and physical disabilities. The 10-Year Housing and Homelessness Plan states that people living with disabilities are twice as likely to live below the poverty line which places them at increased risk of homelessness. By addressing financial security and poverty reduction as a root cause in the CSWB Plan, it is expected that other aspects of community safety and well-being may benefit in our community.

Due to the emphasis placed on poverty reduction by respondents, the scope of this priority has been expanded to now be titled “financial security and poverty reduction”. Action items to be developed in the next phase will seek to help bridge the gap toward financial independence and well-being.

The CSWB team will continue to consult with Planning Infrastructure and Economic Development and look for opportunities to enhance existing initiatives such as the Rural Economic Development Strategy and Action Plan and the Community Economic Development Grants Program to inform future action items. The Community and Social Services Department will also be engaged related to their work with low income neighbourhoods.

d. Housing

Housing was selected as the top priority by 12.96% of respondents and nearly all equity groups in the engagement activities, often by a large margin over the next highest priority. Women, LGTBQ people and older adults most frequently identified housing as a priority. Housing scored as the fourth priority in the perception polling as noted by 58% of respondents. Although Indigenous people did not rank housing as a high priority in the CSWB engagement activities, it is identified in the [Everyone Counts: Ottawa's 2018 Point-In-Time Count](#) report that 24% of people experiencing homelessness self-identified as Indigenous people.

Themes heard related to housing included accessibility and affordability. Respondents noted that alternate transportation was required to connect housing with employment and recreation, the housing wait list needs to be reduced, and homelessness needs to be addressed. Some other notable issues included: access to greenspace, 15-minute neighborhoods and communities, and the City's process to consult with residents on new developments. Respondents noted the lack of a housing strategy to develop diverse affordable and subsidized housing options rather than expensive new builds.

Council's recent declaration of an [Affordable Housing and Homelessness Emergency and Crisis](#) represents a call to action and sets the foundation for increased efforts to improve housing conditions through the [10-Year Housing and Homelessness Plan](#), the Official Plan, inclusionary zoning, and the 15-minute neighbourhood concept, as well as related projects such as the regulatory regimes approved by Council through the Rental Accommodations Study. These existing strategies and initiatives provide a comprehensive and robust approach to address the local housing spectrum. At this time, staff do not anticipate that the CSWB Plan will include any further action items or strategies directly related to housing. This reinforces the principle that the CSWB Plan will complement, leverage and build on work already occurring and will not duplicate existing initiatives. Nevertheless, this priority may benefit from the work that is completed on the other priorities since they address root causes that influence the housing sector such as mental well-being, integrated and simpler systems and financial security and poverty reduction. Furthermore, housing will be an important performance indicator as staff develop the CSWB evaluation plan which will be developed in partnership with CSSD and other stakeholders from existing metrics. The CSWB Plan is intended to be nimble and able to react to address any emerging needs in the area of housing should they arise over the plan's implementation horizon.

e. Mental Well-Being

Mental health and cognitive functioning was ranked as a priority by over nine percent of the respondents of the engagement activities. Women, LGBTQ and racialized people most frequently identified this as a priority. Mental health issues ranked as a high priority for over 61% of residents and third overall for those who participated in the perception polling.

During the engagement period, themes about the need for increased awareness of available programs and services, support through all stages of mental health crisis, counselling and harm reduction support, social support and personal safety were heard. Respondents also identified that additional work is required to bring organizations together and strengthen City leadership in the area of mental health and well-being. Feedback was received through comments focussed on anti-black racism, with an emphasis to re-prioritize funding from the police budget and redirect it instead toward social services and well-being programs to address root cause issues such as mental health programming. There was feedback suggesting that the role of police in responding to mental health crisis calls in the community should be re-evaluated, and that trained mental health professionals should take the lead as first responders in these situations.

Based on the issues identified by the public as important within this category, the name of this priority has been revised to “mental well-being. The themes heard during the CSWB engagement activities related largely to mental well-being (depression, anxiety, resilience, stigma), while no comments were received related to cognitive functioning (learning/memory impairment, problem solving, decision making, and attention). Based on the lack of focus on cognitive functioning in the engagement feedback, cognitive functioning was removed from this priority.

Respondents noted the root cause of mental well-being as an important factor for other critical elements that affect community safety and well-being. When discussing mental well-being, respondents noted the inter-connection of mental health and substance use.

According to the [Ottawa Community Action Plan](#), it is common for people to experience co-occurring mental health problems and problematic substance use. The Ottawa Community Action Plan also notes that positive mental well-being, which is associated with better overall health, resilience and the ability to cope with life’s challenges, is an important protective factor in preventing the onset or worsening of mental health disorders and problematic substance use.

The [Comprehensive Mental Health and Substance Use – Focus on Opioids Strategy Findings from Consultation](#) notes that the approach to diagnosis and treatment is not

sufficiently integrated, so clients receive fractured care: one place for mental health; another for problematic substance use; another for physical health; another for social services such as housing; and so on. The Focus on Opioids Strategy Findings Report also states that facilitating the integration of harm reduction approaches and practices across sectors will serve to remove barriers, decrease stigma and provide unique opportunities to engage populations at increased risk of overdose and other harms from substance use. The Focus on Opioids Strategy Findings Report states that the stigma attached to mental health and problematic substance use impacts both the person experiencing problematic use and their loved ones, as well as the ability of organizations to raise funds, and the willingness of politicians to stand behind these issues. The Focus on Opioids Strategy Findings Report also notes that problematic substance use is typically one of many issues with which clients are grappling (may be a precursor to, or an outcome of other issues such as a mental health disorder), and which need to be addressed in a more integrated fashion.

Substance use as a priority ranked eighth in the engagement results and sixth in the perception polling. Based on the co-morbidity of substance use and mental health as described above, substance use will be included as a component of the mental well-being category. Ottawa Public Health staff supports the merging of substance use into the new priority of mental well-being.

Social support network and social isolation ranked sixth in the engagement results and fourteenth in the perception polling. Youth and older adults noted that social isolation during the COVID-19 pandemic impacted their mental well-being. It was also noted in the engagement activities that stigma related to poverty and discrimination, marginalization and racism led to social isolation and impacted mental well-being. Social isolation will be considered when developing the action items to support mental well-being.

Revised Timeline and Next Steps

The timeline for the completion of the remaining components of the CSWB Plan was revised to reflect the decision by the Province to revise the deadline for the CSWB Plan due to the COVID-19 impacts. Document 1 outlines the revised anticipated timeline, which may require additional adjustments once the final Provincial deadline is established. This timeline follows the original CSWB Roadmap approved by Council, as illustrated in the CSWB Development Approach shown in Figure 2, and includes the following components:

- **Strategies:** The next phase will involve consultation and research to determine the strategic objectives for each priority, and the most effective or promising means to address each priority. As previously mentioned, the Community Safety and Well-Being Plan is a community plan where the City, community agencies and residents all have a role to play, as such, identifying lead agencies to undertake the identified actions is an important part of this phase. Lessons learned from successful community initiatives, such as the Integrated Neighbourhood Service Team and the COVID Human Needs Task Force, will inform the development of the CSWB strategies by providing examples for relationship development to avoid overlap and address gaps.
- **Evaluation Plan and Performance Measures:** The legislation requires that performance measures are developed for the plan, and that performance is monitored accordingly. As such, during this phase staff will develop an evaluation plan and performance measures with the lead agency in question for any actions. Evaluation must be kept in mind as goals and strategies are developed.
- **Implementation Plan:** The implementation plan sets out how each action, strategy or initiative will be executed. Each lead agency will be responsible for the implementation details for their own action, strategy, or initiative. The implementation plan will include a proposed governance structure to administer the plan once it is approved by Council, and a schedule for future reporting to Council on progress of the CSWB Plan's action items. The Implementation Plan will also consider the financial and human resources required to implement the proposed actions, and solutions to secure these resources.
- **Approval of the final CSWB Plan:** The final CSWB Plan will be presented to Community and Protective Services Committee and Council for consideration and approval prior to the revised Provincial deadline. Financial considerations for implementation of the Plan will be presented to Committee and Council at the same time and will be included in the 2021 budget deliberation process. The approved CSWB Plan will then be submitted to the Province. Implementation of the CSWB Plan will begin after approval of the plan by the Province and is intended to be nimble to reflect any changes occurring in the Ottawa context, in legislation or changes that might be required based on the performance measures.
- **Public and Stakeholder Engagement:** Beginning in late fall 2020, the next public and stakeholder engagement period will collect input into the above noted

components. Themed implementation teams will work closely with community partners to determine roles going forward and develop a process and timeline for the ongoing implementation and evaluation of the CSWB Plan. Engagement activities will be multi-channeled and will be adjusted appropriately to reflect evolving COVID-19 related public health procedures. Due to the distinct experience of Indigenous people, it is imperative that Indigenous communities continue to be engaged in a manner that ensures Indigenous people are engaged in the decision-making process to build strong, trusting relationships as a foundation for the action plan. The Crime Prevention Ottawa Board of Directors will continue to serve as the CSWB Advisory Committee to provide guidance and strategic advice to the development of the Plan.

RURAL IMPLICATIONS

There are no specific rural implications associated with the recommendations in this report. Rural communities were considered and addressed as part of the public engagement strategy to date and will continue to be engaged throughout the development of the plan itself.

CONSULTATION

The Community Safety and Well-Being Plan is a community plan and as such meaningful engagement with a broad audience is a cornerstone of the plan's development. The CSWB project team applied the Equity and Inclusion Lens and the Public Engagement Strategy when designing the engagement and outreach activities. Advertising and promotion of the engagement activities have been multi-channeled, inclusive and accessible.

The What We Heard Report (Document 2) presents all input from resident and stakeholder engagement activities. In total, over 630 residents and stakeholders contributed their ideas between March 3 and June 30 through in-person and virtual conversations, community toolkit submissions, emails, an online survey and stories, and councillor meetings. Due to the COVID-19 pandemic, many in-person sessions were cancelled and replaced with virtual sessions. The City for All Women Initiative (CAWI) was contracted to host sessions in the community. Lived and living experience was also collected through the story feature on the project website and through emails. The engagement process spanned both before and during the first wave of COVID-19 closures, and renewed focus on the Black Lives Matters and Defund the Police movements. Perception polling provided valuable information on how respondents currently perceive safety and well-being in Ottawa.

The Advisory Committee, the [Crime Prevention Ottawa \(CPO\) Board of Directors](#), met six times since the inception of the CSWB initiative in June 2019 to provide strategic advice and feedback into the determination of the priorities for the CSWB Plan. The Advisory Committee supports the proposed CSWB priorities as outlined in this report. The Advisory Committee advocates that the CSWB Plan focus on root causes of safety and well-being. The members view the CSWB Plan as both a foundational strategy and a long-term journey that will leverage the great work that is already happening in the community and will be nimble to react to emerging issues as they arise. Feedback from the Advisory Committee has been included as part of the recommendations of this report. The priorities were also validated through discussions with city departments to ensure the CSWB priorities align with major corporate initiatives and avoid duplication of efforts.

Engagement activities were advertised through a citywide distribution list of local service providers, organizations and elected officials. Care was taken to ensure that this distribution included organizations and stakeholders connected with a wide range of demographics and vulnerable populations. This information was included in stakeholder newsletters, email messages and webpages. Additionally, staff advertised to the public through corporate channels such as social media, press release and posters at all City community centres, client service centres and libraries.

LEGAL IMPLICATIONS

There are no legal impediments to implementing the recommendations of this report.

Under the *Police Services Act* (PSA), there are legislated requirements for the development of the Community Safety and Well-Being (CSWB) Plan, as well as the membership of the advisory committee. The strategy as outlined in this report has considered these legislated requirements. Staff have indicated that the Board of Directors of Crime Prevention Ottawa, which acts as the CSWB advisory committee, has expanded its membership to ensure it meets the legislated membership requirements for an advisory committee pursuant to subsection 145(3) of the PSA. The PSA also requires that CSWB preparation occur in consultation with the advisory committee, members of the public including youth, members of racialized groups and of First Nation, Inuit and Métis communities, and community organizations, including First Nation, Inuit and Métis organizations and community organizations that represent youth or members of racialized groups (subsection 145(6) of the PSA). Section 146 of the PSA requires that the CSWB Plan identify risk factors in the municipality and further, that it identify which risk factors the municipality will treat as a priority to reduce. This

report indicates which priorities were selected as a result of consultation with members of the public and community groups within the City of Ottawa.

As to the deadline for the completion and adoption of the CSWB Plan, on April 14, 2020, the provincial *Coronavirus (COVID-19) Support and Protection Act, 2020* was enacted and thereby amended the Police Services Act to allow the Province to prescribe a new deadline for the completion and adoption of CWSB plans past January 1, 2021. As stated in this report, the Solicitor General has communicated that her office will work with the Association of Municipalities of Ontario to determine a new deadline date, to be set by regulation.

RISK MANAGEMENT IMPLICATIONS

The risk implications associated with this report have been identified and explained in the report and are being managed by the appropriate staff.

FINANCIAL IMPLICATIONS

The provincial government has not committed to providing any funding relating to this project at this time. Any financial impacts associated with this phase of the project will be absorbed within the 2020 and 2021 Operating Budgets of the Emergency and Protective Services Department.

ACCESSIBILITY IMPACTS

There are no accessibility impacts associated with the recommendations of this report. Accessibility will be considered throughout the development of the CSWB Plan. Staff consulted with the Accessibility Office. Information was shared with the Accessibility Advisory Committee on how to participate in the engagement activities, and an update on the CSWB Plan was presented to the Accessibility Advisory Committee in June 2020. CSWB staff will continue to engage with the Accessibility Advisory Committee through future engagement activities.

TECHNOLOGY IMPLICATIONS

There are no technology implications associated with the recommendations in this report.

TERM OF COUNCIL PRIORITIES

The Community Safety and Well-Being Plan is a strategic action under the Thriving Communities priority of the 2019-2022 Strategic Priorities of Council.

SUPPORTING DOCUMENTATION

Document 1 – Community Safety and Well-Being Plan Revised Timeline

Document 2 – What We Heard Report

Document 3 – Ottawa By the Numbers

DISPOSITION

Community Safety and Well-Being staff will undertake the next steps for the plan's development as set out in the Council-approved CSWB Roadmap, as revised and described in this report, and will also implement any direction received as part of the consideration of this report.