

## COMMUNITY SAFETY AND WELL-BEING STRATEGY

### RECOMMENDATION

That Community and Public Services Committee recommend to City Council:

1. That the Community Safety and Well-being Strategy, as outlined in the May 16, 2022, Office of the City Manager report OCM00991, be approved.
2. That adjustments to the 2022 and 2023 operating budget, as outlined in Attachment 1 of the May 16, 2022, Office of the City Manager report OCM00991, be approved, with funding from the Edmonton Police Services funds within Financial Strategies.

### Report Purpose

#### **Council decision required.**

Council is being asked to approve the Community Safety and Well-being Strategy in order to align and support the long-term outcomes identified in ConnectEdmonton and The City Plan, as well as funding recommendations for community safety and wellbeing initiatives starting in 2022.

### Executive Summary

- Administration has refined its approach to Community Safety and Well-being (CSWB) based on the feedback of community, emerging needs (including those highlighted through the pandemic), direction from City Council and desired future state (including the transformational goal of becoming Canada's safest city by 2030).
- Administration has developed a CSWB Strategy, which includes a seven-pillar framework:
  - Anti-racism;
  - Reconciliation;
  - Safe and Inclusive Spaces;
  - Equitable Policies, Procedures, Standards and Guidelines;
  - Pathways In and Out of Poverty;
  - Crime Prevention and Crisis Intervention; and
  - Well-being.

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- The proposed CSWB Strategy is City-led but community driven, and takes a system-wide, city-wide approach to CSWB.
- The Strategy is strongly aligned to The City Plan — both through its advancement of the Big City Move of Inclusive and Compassionate and many of The City Plan values (belong, thrive, live, access, preserve and create).
- As the Strategy is implemented, it is anticipated that different pillars will have different needs at different times. Administration will take an agile, equitable approach to provide what is needed in order to advance both a particular pillar and the framework as a whole.
- Through the framework, Administration and its partners will achieve the overall intention of CSWB, which has been defined as:
  - Each person making Edmonton home feels a sense of purpose, safety, and stability, curated through connectedness to self, land, culture and each other and rooted in reconciliation, anti-racism, removal of systemic barriers and transformation of thinking, interacting and being.
- Through implementation of the CSWB Strategy, Edmonton will be positioned to become Canada's safest city by 2030 (as noted in cross-referenced Financial and Corporate Services report FCS00226, ConnectEdmonton Next Steps).
- There is \$8.4 million currently available from the Edmonton Police Services Funds held within Financial Strategies in 2022 on an ongoing basis, increasing to \$18.7 million starting in 2023.
- Administration has made funding allocation recommendations through CSWB business cases that align with the priorities identified by City Council and the community.

## REPORT

### Background

The CSWB Strategy is a roadmap for inclusive, connected and coordinated safety and well-being planning that is aligned to the values in The City Plan. Its success is a shared responsibility amongst all Edmontonians and City partners, including but not limited to other orders of government; social service and business sectors; and the broader community. The Strategy represents an interconnected and multifaceted ecosystem from a demographic, needs and desires perspective.

In looking at other jurisdictions, Administration learned of various safety and/or well-being work underway. Based on the research completed, Edmonton will be one of the first Canadian cities to take a system-wide approach to CSWB. While this is both exciting and daunting, the research highlighted gaps that Edmonton will need to address, including:

- Collection of disaggregated data,
- A better and shared understanding of how money in the CSWB ecosystem can be tracked to outcomes, and
- Systems that require evolution to meet community needs vs. communities being asked to adjust to current structures.

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Lastly, as referenced in the Financial and Corporate Services report, FCS00226 ConnectEdmonton Next Steps, and also at the May 16, 2022 Community and Public Services Committee meeting, Edmonton will be moving towards the transformational goal of becoming the safest city in Canada by 2030.

## CSWB Strategy

The overall intention of CSWB is that:

“Each person making Edmonton home feels a sense of purpose, safety, and stability, curated through connectedness to self, land, culture and each other and rooted in reconciliation, anti-racism, removal of systemic barriers and transformation of thinking, interacting, and being.”

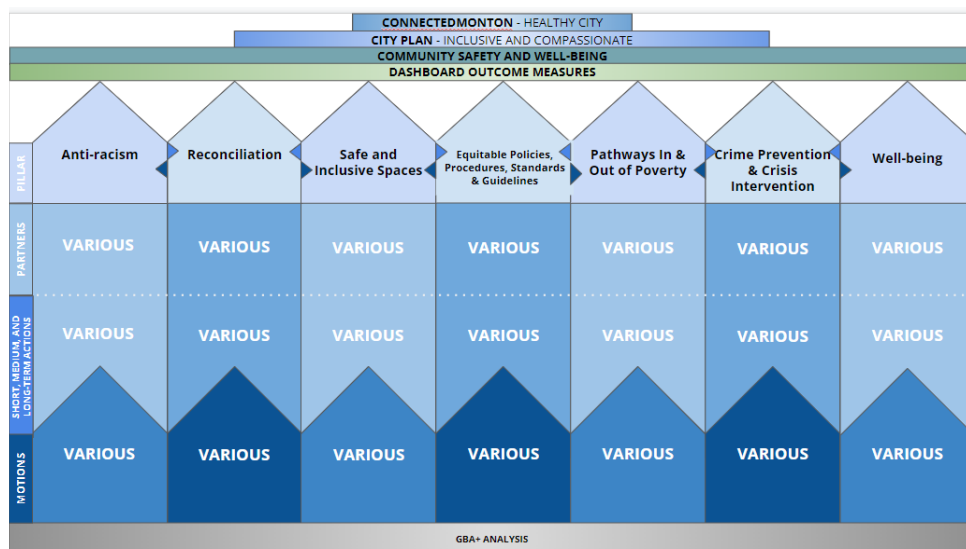
This is a commitment that involves many partners who share a desire to place:

- a deliberate and concerted effort to put community at the center of the model,
- a citywide perspective that ensures those living in any part of the city have equitable access to resources, and
- funding and resources in order to bring strategy to life.

The CSWB Strategy outlined in this report aims to do all three, with a view that this is a strategy that can only remain relevant by being attuned to the changing needs of local, national and international society. Administration took a deliberate perspective to define CSWB for *each person making Edmonton home* as we want individuals to feel safe in our city no matter where they are from or how long they are staying.

The strategy has been informed by a number of sources, including but not limited to City Council direction (priorities and motions); feedback from community (conversations with over 80 people from over 40 organizations); alignment to CSWB Task Force recommendations, partner strategies and the strategic direction and actions outlined in ConnectEdmonton and The City Plan.

The strategy is underpinned by a seven-pillar framework as further described in Attachment 2, CSWB Framework. Together, these pillars form the foundation by which CSWB can be advanced in Edmonton. The pillars are interdependent and represent the essential elements for success.



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The seven pillars are:

- Anti-racism;
- Reconciliation;
- Safe and Inclusive Spaces;
- Equitable Policies, Procedures, Standards and Guidelines;
- Pathways In and Out of Poverty;
- Crime Prevention and Crisis Intervention; and
- Well-being

Although the framework is City-led, it is community-driven with collaboration essential to each pillar. This means, in order to advance the strategy in partnership with community, an iterative, integrated, and equitable approach must be taken with each pillar.

## Methodology and Measures

As described in the cross-referenced Office of the City Manager report, OCM00888, CSWB - Methodology and Results, Administration used several tools to build the CSWB Strategy. Change narratives and logic models were used for each pillar:

- Change narratives identify the conditions that need to change and are typically focused at a systems level.
- Logic models identify how to make the changes and typically focus on the program/implementation level.

Administration used the Culturally Responsive Indigenous Evaluation (CRIE) Model (Bowman & Cram, 2015) for the reconciliation pillar as it combines western practices with Indigenous paradigms to create a blended approach to evaluation. Indigenous paradigms, or research methodologies, have been described as the fundamental belief that knowledge is relational, shared with all creation, and therefore cannot be owned or discovered.

CSWB outcomes were developed based on the change narratives and logic models. The long-term outcomes were tested through several rounds of conversations with community partners. Actions that could support progress towards an outcome were identified and assessed against six principles to determine if they would be appropriate for the CSWB Framework. Those principles include:

- community led
- data informed
- equity based
- person centered
- safety or well-being focused, and
- trauma informed.

Administration also completed an extensive interjurisdictional scan of Canada's major cities and municipalities within the United States who have CSWB work underway and/or have demonstrated early success in this space. The research validated the importance of root cause analysis and made clear that due to the multi-dimensionality of CSWB, collaboration is a major

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tool in establishing shared outcomes, mitigating risk, building pragmatic solutions and designing evidence-based innovation.

Administration developed business cases based on Edmonton's needs, desired outcomes, actions/potential actions, and learnings from other jurisdictions. The business cases found in Attachment 3 have identified incremental, moderate and transformational investments that Council may wish to consider in order to advance CSWB.

Extensive GBA+ reflection and research was completed to inform the development of the CSWB Strategy. Each pillar is considered interconnected to the others. While Administration brought varying perspectives to the GBA+ with different gender, race, and cultural backgrounds, it was acknowledged that seeking a further understanding of people's social identities, experiences with colonialism, systemic racism, ableism, classism and sexism is integral to understanding how the CSWB Strategy will have different impacts or barriers to equity-seeking or marginalized groups. While the GBA+ research did not identify specific equity measures, it affirmed via the data that the pillars are addressing gaps and that the strategy itself is an equity measure in this space. A GBA+ framework will continue to be used during implementation and evaluation of the CSWB Strategy.

To evaluate the effectiveness of the CSWB Strategy, a dashboard will include indicators and measures that monitor the progress not only towards long-term outcomes but more immediate and shorter term outcomes/activities as well. Targeted for Q4 2022 release, the dashboard will also incorporate external data sources pertinent to the CSWB Strategy, including the Edmonton Police Service dashboard, and any information made available through open data sources and shared-use agreements.

### **Pillar #1 - Anti-Racism**

Racism must be addressed in order to achieve the full potential of CSWB. Each person in Edmonton should feel safe and welcome in their community. The Anti-Racism pillar identifies key actions that must be made in order to make tangible progress towards ending racism in Edmonton and within the City of Edmonton as an organization.

Anti-racism work requires an intersectional lens, recognizing the historical and structural context of social inequalities across generations. It must ensure an in-depth understanding of the compounding impacts of systems, policies, practices and programs on the individual experiences of many different peoples. Marginalization and racism must be addressed at an interpersonal level between people as well as across communities. Equitable access to opportunities is essential to the social, environmental, physical and economic health of Edmonton.

The work of CSWB, with an anti-racism focus, is grounded in the outcome of social cohesion as the city continues to grow in its diversity. The concept of a "socially cohesive city" helps imagine the absence of fractures or divisions within society and the ability to manage such divisions. It is a city that creates a sense of belonging, promotes trust, fights exclusion and marginalization and offers its members the opportunity of upward mobility.

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Administration is committed to an anti-racism approach that underpins all of the pillars. While Anti-Racism is its own pillar with specific initiatives and outcomes, anti-racism is also essential to the success of other pillars, such as offering safe and inclusive spaces or well-being opportunities.

In collaboration with community partners, the Anti-Racism Strategy (report CS00872) presented to Community and Public Services committee on February 14, 2022 defined anti-racism as “the active, ongoing strategy and process that seeks to identify and eliminate racism by changing systems, institutions, policies and attitudes that perpetuate racism.” Anti-racism is an ongoing, lifelong learning journey that is based on self-reflection and action toward addressing systemic racism for community and City staff.

The Anti-Racism Strategy included three recommendations:

1. An independent Anti-Racism Body
2. High-level Anti-Racism Organization at the City of Edmonton
3. Core Operational and Capacity-Building Funding.

Council approved 2022 operating expenditure budget for the Social Development branch to be increased by \$2 million on a one-time basis, with funding from the Edmonton Police Services funds held within Financial Strategies to move forward with the implementation of the Anti-Racism Strategy.

The City is working on an implementation plan to develop action plans and outcomes to advance the work of anti-racism with community collaboration. The related City Plan outcomes, indicators, and directions are identified in Attachment 4.

Long-term Outcomes	Action Examples	Measures
<ul style="list-style-type: none"> <li>• Policies and structures are anti-racist, reconciliatory and support equity and inclusion.</li> <li>• Individuals and communities who have experienced systemic racism and historical trauma are included, valued and respected</li> </ul>	<ul style="list-style-type: none"> <li>• A commemoration policy to identify and address art, benches, and other public items that are socially, historically or culturally inappropriate and/or inaccurate</li> <li>• Where the City does not have direct control, such as federal anti-hate legislation, Administration continues to advocate for funding and solutions from other orders of government</li> <li>• Beginning to explore alternatives to traditional systemic responses to social marginalization; fostering communication channels with grassroots and mutual-aid groups</li> <li>• Improving disaggregated data collection in collaboration</li> </ul>	<ul style="list-style-type: none"> <li>• Healthy City indicators of ConnectEdmonton (particularly Discrimination and Racism and Sense of Community)</li> <li>• Economic indicators as expressed through sources such as the municipal census, the government of Alberta’s economic dashboard and Statistics Canada reporting</li> <li>• Actions the City will take in the implementation of the Anti-Racism Strategy</li> </ul>

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	with Edmonton Data for Racial Equity Collective	
<b>Alignment Examples</b> <ul style="list-style-type: none"><li>• Anti-Racism Strategy</li><li>• EndPovertyEdmonton's strategy and roadmap (particularly racism game changer and scaling systems)</li><li>• CSWB Task Force's Safer for All recommendation three:<ul style="list-style-type: none"><li>◦ Enhance recruitment and training to build diverse, inclusive, anti-racist organizational cultures.</li></ul></li></ul>		

## Pillar #2 - Reconciliation

According to 2016 Census data from Statistics Canada, Edmonton is home to the second largest urbanized Indigenous population. It is a very diverse Indigenous population, where various Treaty 6 and Treaty 8 Communities have members that come to the city to access services, expand their education, seek employment and/or other opportunities, and at the same time maintain their connection to home communities. It is the headquarters of the Metis Nation of Alberta, the parliamentary capital of the Metis Settlements General Council, and the gateway to many northern communities of Inuit. The diverse Indigenous voices that make up Edmonton must continue to be heard and represented across all seven pillars of the CSWB framework in order to continue the journey of reconciliation.

To develop the reconciliation pillar, the Culturally Responsive Indigenous Evaluation (CRIE) Model (Bowman & Cram, 2015) and Indigenous Framework was used. The CRIE model combines western evaluation paradigms with Indigenous paradigms for a blended approach to evaluation. As a result, the reconciliation outcome for the CSWB Strategy has been described as Edmontonians, Indigenous Peoples, and the City have authentic, interconnected relationships that honour, understand, and collaboratively integrate Indigenous experiences, histories, and cultures.

The foundations of these relationships require an awareness of the past, acknowledgement of the harm that has been inflicted, atonement for the causes and actions to change behaviour. The conditions that need to change to be successful include addressing political exclusion, anti-Indigenous racism, broken treaties, economic exclusion and exclusion of Indigenous knowledge and practice.

Administration has initiated efforts to increase awareness of the past and encourage change. One example is the adoption of the Indigenous Framework in 2021. The Framework is meant to guide City staff on their learning journeys of reconciliation and relationship-building with Indigenous Peoples. The Framework identifies four roles (Listener, Connector, Advocate and Partner) for all City employees to embody in their work and seven commitments which guide how the City of Edmonton will strive to honour and enact the Framework through its policies, programs and services. Part of the Indigenous Framework includes a commitment to report annually on the concerns, needs, and recommendations of Indigenous peoples to City Council and Indigenous communities. An update to Council is currently scheduled for May 30, 2022.

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Examples of actions underway within this pillar are varied and include symbolic placemaking and awareness building as well as partnerships and service provision. A partnership between the Confederacy of Treaty Six First Nations, Government of Alberta and the City of Edmonton, is working together to develop a Treaty Six monument that will be unveiled in Edmonton later in 2022. The intention of the monument is to raise awareness and help educate residents and visitors about the Treaty and the commitments, rights, and responsibilities that Edmontonians have as Treaty people. Another example is the Metis Urban Housing Corporation and its contribution to the City's affordable housing strategy by building affordable housing in northwest Edmonton for their members. The Corporation's ongoing efforts add to Edmonton's affordable housing stock for Indigenous Peoples and at the same time help build relationships and connections in neighborhoods between diverse communities.

While efforts have been made to share truths and build relationships, Administration understands much work remains. City Council has directed Administration to develop a Missing and Murdered Indigenous Women and Girls Action Plan. Work is also underway to develop a corporate response to the 94 Calls to Action within the Truth and Reconciliation Commission. Along with the CSWB Strategy, these are a few examples of how Administration is taking tangible steps forward on its continued journey of reconciliation with Indigenous peoples.

Long-term Outcome	Action Examples	Measures
<ul style="list-style-type: none"> <li>Quality relationships with Indigenous Peoples that honours and strives to understand Indigenous experiences, histories and cultures</li> </ul>	<ul style="list-style-type: none"> <li>Truth and Reconciliation Commission - 94 Calls to Action Response</li> <li>Indigenous Housing</li> <li>Urban Reserves</li> <li>Kihciy Askiy</li> <li>Confederacy of Treaty Six First Nations monument</li> </ul>	<ul style="list-style-type: none"> <li>Progress related to the seven commitments identified in the Indigenous Framework</li> <li>Actions the City will take with respect to the 94 Truth and Reconciliation Calls to Action</li> <li>The actions the City can take or currently does take to address the Missing and Murdered Indigenous Women and Girls National Inquiry Final Report Calls for Justice (as described in CS00434 Missing and Murdered Indigenous Women and Girls National Inquiry Final Report Update and Implementation Plan Development)</li> <li>Number of Indigenous housing units and shelter spaces created</li> </ul>
<p><b>Alignment Examples</b></p> <ul style="list-style-type: none"> <li>Indigenous Framework</li> <li>Truth and Reconciliation Final Report and 94 Calls to Action</li> <li>Building upon the City's earlier Indigenous Relations work of the Urban Aboriginal Accord and broadly informed by the United Nations Declaration on the Rights of Indigenous Peoples, the Truth and Reconciliation Calls to Action, and the Missing and Murdered Indigenous Women and Girls Calls for Justice.</li> </ul>		



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- The ongoing development of memorandums of understanding (MOUs) with neighboring First Nation and Metis communities to build relationships and pursue shared community and economic development (e.g. Urban Reserves)
- Recommendations two, three and five from the CSWB Task Force's Safer for All report:
  - Expand the number and use of crisis diversion and alternative policing teams.
  - Enhance recruitment and training to build diverse, inclusive, anti-racist organizational cultures.
  - Identify how collective agreements are contributing to systemic bias and work to address these challenges.

Similar to the way the Indigenous Framework was co-created, additional outcomes and measures will continue to be identified through conversations and co-creation with the Indigenous Peoples who reside in Edmonton and within Treaty Six territory.

### Pillar #3 - Safe and Inclusive Spaces

Safety has been a long-standing priority for the City of Edmonton. Within the CSWB Framework, Safe and Inclusive Spaces includes digital (such as service tools like the 311 app), public transportation spaces (including transit, pedestrian and bike nodes) in addition to physical spaces, such as recreation centres, community leagues or Edmonton's extensive park system. Every person visiting a public space should feel welcomed and comfortable regardless of their age, gender, ethnicity, religion, sexual orientation or personal circumstance.

Across the city, investments have been made towards a variety of amenities and experiences - many of which are free for anyone to access. Edmonton's parks and other outdoor public spaces have created opportunities for people to gather, learn and celebrate. Public spaces are more than a physical space - they are a mechanism of inclusion, equity and reconciliation.

Over the years, Administration has pursued various initiatives, programs and partnerships intended to improve safety in Edmonton. However, there continue to be challenges. The pandemic highlighted increased experiences of domestic, elder and family abuse and the need for enhanced and innovative supports. There also continues to be public hate-motivated incidents, including recent attacks on Edmonton mosques during Ramadan.

Administration is aware that much of the current data available is based on publicly reported incidents. Unfortunately, community conversations have confirmed that many additional incidents go unreported - whether inside the home or in public spaces. Further, specific communities are disproportionately being targeted including the Black, Indigenous, Muslim, Asian and Jewish communities. Partner research has also shown that people with disabilities are more likely to be targeted.

Further, Statistics Canada has reported population growth in all urban centres from 2016 to 2021, with immigrants being far more likely to settle in an urban area rather than in a rural setting. By 2050 it is anticipated that, when Edmonton is predicted to have a population of two-million people, 50 per cent will be immigrants. This demographic change has highlighted the importance of finding ways to create spaces which are safe, accessible and inclusive within Edmonton.

Administration is committed to continuing to work with community in order to realize the long-term outcome that communities are supported and empowered to lead the cultivation and sustainment of safe, inclusive, vibrant, sustainable and resilient spaces.

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Long-term Outcome	Action Examples	Measures
<ul style="list-style-type: none"> <li>Communities are supported and empowered to lead the cultivation and sustainment of safe, inclusive, vibrant, sustainable and resilient spaces</li> </ul>	<ul style="list-style-type: none"> <li>Increase the use of multi-disciplinary approaches for education, social support and outreach, such as Neighbourhood Empowerment Team and the Encampment Response Team</li> <li>Extreme Weather Response</li> <li>Using community-based collaborative strategies and responses such as the City of Edmonton's Family Violence Prevention Team and the Domestic Abuse High-Risk Team partnership program</li> <li>Members of the United Nations Women Safe Cities and Safe Public Spaces Global</li> <li>The recently approved Transit Safety Plan (Report OCM01037 Transit Safety and Security presented to City Council on February 24, 2022)</li> <li>The recent enhancement of the Problem Properties Initiative (as described in report CS00896 presented to City Council on April 19, 2022)</li> <li>Transit Safety Tripartite Agreement</li> </ul>	<ul style="list-style-type: none"> <li>REACH's social return on investment measures related crisis diversion and safe space cultivation</li> <li>ConnectEdmonton's Healthy City indicators of personal safety, sense of community, crime severity and the Urban Places indicator of access to amenities</li> </ul>
<p><b>Alignment Examples</b></p> <ul style="list-style-type: none"> <li>Neighbourhood Revitalization Program</li> <li>Edmonton Federation of Community Leagues five-year strategic plan</li> <li>Recover: Edmonton's Urban Wellness Plan</li> <li>REACH Business Plan and the REACH initiatives of Chinatown McCauley Safety Resources</li> <li>Accessibility for People with Disabilities policy</li> <li>#YEGAmbassador partner program</li> <li>United Nations Women Safe Cities and Safe Public Spaces Global program</li> <li>Recommendations two to five and 10-13 from the CSWB Task Force's Safer for All report:             <ul style="list-style-type: none"> <li>Expand the number and use of crisis diversion and alternative policing teams.</li> <li>Bring more transparency and independence to public complaints processes.</li> <li>Implement measurement and reporting to drive change and encourage ongoing improvements.</li> <li>Enact policies and standards that place focus on proactively and effectively providing support to disadvantaged Edmontonians.</li> <li>Invest in urgently needed priorities for community safety.</li> </ul> </li> </ul>		

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## Pillar #4 - Equitable Policies, Procedures, Standards and Guidelines

Defined as the design and delivery of fair and equitable policies, programs and services that facilitate the full participation of all people, this pillar has identified the conditions and processes needed to support the actions and outcomes of each pillar.

Policies, procedures, standards and guidelines provide Administration with operational direction. They ensure compliance with bylaws, legislation and provide guidance for the prioritization and allocation of resources. An example of an action in this pillar is the 2021-24 Corporate Accessibility Plan that supports implementation of Policy C602 Accessibility for People with Disabilities. The policy and plan ensure people with disabilities are treated with respect, have equitable access and opportunities to participate in the city and that Administration considers their needs in program and service delivery.

When reflective of the communities they serve, equitable policies, procedures, standards and guidelines enable large, complex organizations, like the City, to respond efficiently, equitably and effectively to emergent issues. For example, when the City's minimum shelter standards were established, the first guiding principle was to "promote inclusion and welcome all who need services regardless of gender identity, ethnicity, sexual orientation, disability, cognitive or physical abilities." This approach ensured coordination between partners and the City to help keep *all* people experiencing homelessness safe.

Administration has recognized the need to update various procedures, standards and guidelines and has used a GBA+ approach to conduct a preliminary scan of Council's policies, procedures and bylaws that may be impacted by the CSWB Framework. Of the 191 bylaws screened, 14 were identified for further examination with 11 related to enforcement, regulation and safety and three related to licensing. Of the 125 City Council policies screened, 14 were identified for further analysis, including ones that set out approaches and methods or that define strategy and outcomes.

Reviewing Council policies and bylaws supports the CSWB Task Force's recommendation to "enact policies and standards that place focus on proactively and effectively providing support to disadvantaged Edmontonians," as well as EndPovertyEdmonton's expressed priority to decriminalize poverty through actions such as the amendment of bylaws.

Administrative policies (including former Corporate Administrative Directives) and procedures are currently being reviewed against the requirements of the Corporate Policy Framework, which requires the use of GBA+ in the policy development and review processes. Some of these may be connected to bylaws or Council policies and future revisions will be integrated across the policy framework, as appropriate.

By design, the CSWB Strategy weaves the City's Reconciliation and Anti-Racism commitments throughout all of the pillars. Alongside the GBA+ efforts across the corporation, Administration will follow the path provided by the Indigenous Framework and the forthcoming Anti-Racism strategy to bring an Indigenous worldview and anti-racist lens to policy, procedure, standards and guidelines development and review.

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Long-term Outcome	Action Examples	Measures
<ul style="list-style-type: none"> <li>• People making Edmonton home have enriched experiences through equitable access to programs, services and spaces</li> </ul>	<ul style="list-style-type: none"> <li>• Accessibility Framework</li> <li>• Scan of Council's policies, procedures and bylaws</li> <li>• Corporate Policy Framework - review of Administration's policies</li> </ul>	<ul style="list-style-type: none"> <li>• ConnectEdmonton's Healthy City goal and equity indicators of affordable housing, crime severity, income equality and poverty</li> <li>• Economic indicators as expressed through the municipal and federal census, as well as the Alberta government's economic dashboard</li> </ul>
<p><b>Alignment Examples</b></p> <ul style="list-style-type: none"> <li>• The Corporate Accessibility Plan and the Accessibility for People with Disabilities Policy</li> <li>• Equitable review of Edmonton's Zoning Bylaws</li> <li>• Coalitions Creating Equity initiative through REACH</li> <li>• Ethnographic and community based research</li> <li>• Local school boards anti-racism, inclusion and equity policies</li> <li>• Transit Safety Tripartite Agreement</li> <li>• Recommendations five, nine and 11-13 from the CSWB Task Force's Safer for All report:             <ul style="list-style-type: none"> <li>○ Identify how collective agreements are contributing to systemic bias and work to address these challenges</li> <li>○ Implement measurement and reporting to drive change and encourage ongoing improvements.</li> <li>○ Enact policies and standards that place focus on proactively and effectively providing support to disadvantaged Edmontonians</li> <li>○ Invest in urgently needed priorities for community safety</li> </ul> </li> </ul>		

Administration is committed to ensuring all of the City's policies, procedures, standards and guidelines are equitable and transparent.

### Pillar #5 - Pathways In and Out of Poverty

While strategies and plans are often developed to support people out of poverty, Administration recognizes there are circumstances and structural factors that contribute to people falling into poverty. In order to advance CSWB, Administration has examined both aspects through the framework.

Within the CSWB Framework, Pathways In and Out of Poverty is defined as the use of advocacy, policy, and funding levers, as well as community-driven interventions to change the conditions that contribute to and perpetuate poverty in our city.

The Pathways In and Out of Poverty pillar is broad, diverse and intersectional. It includes key areas of investment, including in preventative social services, affordable housing and programs that further access to education and employment opportunities. An example of the pillar's intersectionality is that while much of the 2015 EndPovertyEdmonton strategy aligns with Pathways In and Out of Poverty pillar, the strategy also noted on page one that "eliminating poverty as a profound act of reconciliation."

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Interventions and investments in the full housing spectrum - from emergency shelter spaces and bridge housing to supportive, social, and near market housing - is a prime example of an area of work that can yield outcomes across pillars. While investments in the housing spectrum are foundational for the success of every pillar, affordable housing is a primary component of the Pathways In and Out of Poverty for several reasons.

Affordable housing was identified as one of six “game changers” in End Poverty Edmonton’s Road Map and is one of the top three poverty reduction strategies identified in the United Way’s Poverty Reduction Strategy. Housing is a basic need and unaffordable housing costs can trap people and families in poverty. Housing First programs rely on securing safe and adequate housing as one of the first steps in helping people escape the cycle of homelessness, and they have successfully housed over 14,000 people since 2009.

The most effective approach to ensure people have safe, affordable, and adequate housing that suits their household size, is to deploy a comprehensive suite of tools and actions that act on all parts of the housing spectrum. These tools and actions must be implemented with various partners, in a collaborative and integrated manner. Furthermore, collective action to destigmatize affordable housing and foster a shared sense of belonging within mixed income communities is required for safety and wellbeing to truly take hold.

The role of the City is also diverse within this pillar. The City of Edmonton has been involved in the delivery of affordable housing (in partnership with other orders of government) for Edmontonians since the 1950s. There are actions the City can directly influence using its limited resource base, while others require a strong advocacy or partnership role.

The City supports affordable housing development through the provision of land and limited capital funding. Most recently, as part of the 2019-2022 budget cycle, the City of Edmonton contributed over \$132.9 million over four years to support the development of affordable housing.

However, income support and direct rent subsidies constitute income redistribution and belong under the purview of the provincial or federal governments. Similarly, the wrap-around supports needed to support those experiencing the deepest levels of poverty - mental health and addictions treatment, health care, access to education and employment training end to - fall under the provincial government’s jurisdiction and are often delivered by social service agencies.

Administration met with several provincial ministries and Alberta Health Services (AHS) to share the proposed framework and intended outcomes. With a shared desire to improve CSWB in Edmonton, these partners have indicated an openness to enhanced support ranging from additional funding to stronger coordination on drug poisoning, reconciliation, mental health supports and data sharing.

In addition to enhanced coordination with the Province and AHS, Administration has viewed the CSWB Strategy as a mechanism to coordinate alignment with regional and federal partners by emphasizing that an Edmontonian is an Albertan and a Canadian. Further, through a coordinated approach that is guided by the intended outcomes for this pillar, funding allocations can be better coordinated and provide a stronger return on investment.

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Long-term Outcome	Action Examples	Measures
<ul style="list-style-type: none"> <li>Edmontonians have the economic, social and cultural resources to have a quality of life that sustains and facilitates full and meaningful participation in the community. (In other words, meeting basic needs is not enough. To contribute to the cultivation of a safe and well community, all Edmontonians need the opportunity to thrive)</li> </ul>	<ul style="list-style-type: none"> <li>Full housing spectrum (encampment to market housing)</li> <li>Accessible and affordable transit</li> <li>Access to mental health services</li> </ul>	<ul style="list-style-type: none"> <li>Reduction in overall poverty rates (reported poverty at 12.9 per per cent in 2019)</li> <li>Number of detoxification treatment beds, supportive, social and affordable housing units created</li> <li>Community support program enrollment and indicators</li> <li>ConnectEdmonton's Healthy City indicators of community wellness, equity and personal wellness; Urban Places indicators of transportation system, housing options and neighbourhood vibrancy (access to amenities); and Regional Prosperity indicators of competitiveness (education levels) and prosperity (disposable income and employment growth)</li> </ul>
<p><b>Alignment Examples</b></p> <ul style="list-style-type: none"> <li>Encampment Strategy</li> <li>Affordable Housing Investment Plan</li> <li>Edmonton Public Library's five-year strategic plan and Edmonton Public Library's Digital Initiatives</li> <li>Providing Accessible Transit Here (PATH) and Ride Transit Program</li> <li>EndPovertyEdmonton's strategy and roadmap</li> <li>The Edmonton Food Bank's Beyond Food Program</li> <li>Alberta Health Services mental health programs and services</li> <li>Vibrant Communities Canada</li> <li>Incorporation of recommendations two and 11-13 of the CSWB Task Force's Safer for All report:             <ul style="list-style-type: none"> <li>Expand the number and use of crisis diversion and alternative policing teams</li> <li>Implement measurement and reporting to drive change and encourage ongoing improvements</li> <li>Enact policies and standards that place focus on proactively and effectively providing support to disadvantaged Edmontonians</li> <li>Invest in urgently needed priorities for community safety</li> </ul> </li> </ul>		

### Pillar #6 - Crime Prevention and Crisis Intervention

Crime prevention and crisis intervention was defined in the CSWB Framework as the appropriate and balanced response to community needs within the civic compliance and crisis intervention ecosystem. In order to advance CSWB, crime prevention and crisis intervention must further engage and include the communities that the framework is intended to serve. In conversations with community leaders, Administration has heard communities have a strong sense of the prevention and intervention activities that would be most effective and culturally-appropriate for

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them, but that they require the City's and partner support (including Edmonton Police Services) to facilitate access to resources.

Programs such as DIVERSIONfirst connects first-time youth offenders with community and family supports in order to support building a positive future away from crime. The program allows EPS to offer youth a restorative justice approach, instead of a criminal charge. DIVERSIONfirst is part of the Young People Strategy launched by EPS in 2021. The long-term outcome of the strategy aims to reduce the frequency and severity of offending and victimization by and of young people, while the immediate outcome focuses on providing the right response at the right time to match the individual needs of the young person.

While the Edmonton Police Services remains the primary agency responsible for crime response, crime prevention involves a broader group of agencies and community groups. Addressing the root causes of crime and disorder through early intervention allows communities, programs and activities to contribute to long-term outcomes. For example, investing in afterschool recreational programming in the well-being pillar, providing social skills training for children, or even youth wilderness challenge programs can lead to crime reduction.

Similarly, intentionally designing, building and caring for spaces that are aligned to Crime Prevention through Environmental Design (CPTED), can prevent crimes and disturbances, ultimately creating safe and inclusive spaces. The way public service organizations actively monitor and deploy resources and staff in public spaces can also have a significant crime reduction and prevention effect. For example, a robust CCTV program with active monitoring via artificial intelligence can predict potentially violent encounters and provide an early warning for intervention.

Crime prevention and crisis intervention is accomplished by a thorough understanding of spaces, neighbourhoods, and community needs. By addressing root causes, focusing interventions on specific areas and by coordinating actions across sectors and between agencies, crime and crises can be managed, reduced, and prevented.

Long-term Outcome	Action Examples	Measures
<ul style="list-style-type: none"> <li>All people feel safe and secure throughout the city because crime has been reduced through community-collaboration and culturally appropriate approaches</li> </ul>	<ul style="list-style-type: none"> <li>Expansion of the Neighbourhood Empowerment Team (a partnership between the City of Edmonton, Edmonton Police Service, The Family Centre and United Way of the Alberta Capital Region)</li> <li>Community Outreach Transit Team (COTT)</li> <li>Neighbourhood revitalization</li> <li>Community Social Workers and Neighbourhood Resource Coordinators work with community</li> </ul>	<ul style="list-style-type: none"> <li>ConnectEdmonton Healthy City indicators of personal safety and crime severity</li> <li>Crime Severity Index</li> <li>HELP and youth referrals</li> <li>EPS misconduct and public complaints</li> <li>EPS and Peace Officer use of force occurrences</li> <li>Diversity in EPS senior ranks</li> <li>EPS crime prevention occurrences in suppression zones</li> </ul>

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	<ul style="list-style-type: none"> <li>• Review and improve the recruiting and hiring process, training curriculum, professional standards transparency and use of force expectations for Administration’s enforcement officers</li> <li>• Localized program for racialized youth who are victims of violent crimes</li> </ul>	
<p><b>Alignment Examples</b></p> <ul style="list-style-type: none"> <li>• Crime Prevention through Environmental Design Framework</li> <li>• REACH Edmonton Crisis Diversion Program</li> <li>• Recommendations one-four and 11-13 of the CSWB Task Force’s Safer for All report:             <ul style="list-style-type: none"> <li>○ Move to an independent, integrated call evaluation and dispatch model, with representation from Edmonton Police Services (EPS), Emergency Medical Services (EMS), Edmonton Fire Rescue Services (EFRS), Community Standards and Neighbourhoods, mental health services, crisis diversion and key social service partners</li> <li>○ Expand the number and use of crisis diversion and alternative policing teams</li> <li>○ Enhance recruitment and training to build diverse, inclusive, anti-racist organizational cultures</li> <li>○ Examine and pursue ways of preventing the unnecessary use of force by police, peace and bylaw officers</li> <li>○ Implement measurement and reporting to drive change and encourage ongoing improvements</li> <li>○ Enact policies and standards that place focus on proactively and effectively providing support to disadvantaged Edmontonians</li> <li>○ Invest in urgently needed priorities for community safety</li> </ul> </li> </ul>		

### Pillar #7 - Well-being

The Well-being pillar of the CSWB Framework is intended to represent both personal and urban-wellness perspectives. Within the Framework, well-being has been defined as a complex mix of variables and factors that contribute to the Indigenous concept of “pimatisiwin” - defined as a good life, and a sense of balance and connection to self, body, land, culture, community, human development and spirit.

As such, the pillar includes recreation, sport and leisure centres, outdoor pools, arenas, stadiums, sports fields, golf courses, river valley parks, and nearly 100 partnerships with sport and recreation organizations. Parks, playgrounds, trails and other free outdoor park amenities also contribute to well-being. Also included are a wide variety of programs that encourage healthy living and overall well-being for people of all ages. Some examples are the Green Shack Program, Play Rangers for kids, youth based programs such as Youth in Action, Nikaniw Indigenous Youth Leadership Program, For Girls By Girls Program and other after school programs with partners such as C5, Africa Centre, Riverbend Rocks and Free Play. Arts, history and nature experiences are also available through on-demand, day camp, in-person and virtual group programs. This includes visual arts, performing arts (drama, dance, music), pottery, culinary arts, crafts, interpretive drop-in programs, tours, exhibits and special events.



## COMMUNITY SAFETY AND WELL-BEING STRATEGY

In developing the CSWB Strategy and Framework, Administration ensured alignment to the significant work that has been conducted in this space. For example, in July 2017, City Council directed Administration to examine how to best serve Edmonton’s vulnerable population and to create an urban wellness plan - now known as RECOVER: Edmonton’s Urban Wellness Plan. Similar to the premise of the CSWB Strategy, RECOVER uses ethnographic research to apply data-driven, people-centered approaches that use the Well-being Framework, which includes six types of connection. These connections (to land and ground, body and self, family, friends and community, the sacred, culture and the human project) are reflected in how Administration defined CSWB.

Long-term Outcome	Action Examples	Measures
<ul style="list-style-type: none"> <li>Edmontonians have the capacity and opportunity to pursue experiences of connection to self, body, land, arts and culture, community, human development and spirit</li> </ul>	<ul style="list-style-type: none"> <li>Expansion of the Leisure Access Program and Ride Transit Program eligibility</li> <li>Neighbourhood Connections Grant Program</li> <li>Promotional awareness of drug poisoning (overdose) prevention</li> <li>Live Active Strategy</li> <li>Community-based collaborative strategies and responses such as the Community Mental Health Action Plan and Living Hope: A Suicide Prevention Plan</li> <li>Partnerships for after-school programming in City recreation centres, including Free Play</li> </ul>	<ul style="list-style-type: none"> <li>Number of emergency calls related to drug-poisoning</li> <li>Number of active users of Leisure Access Program and Ride Transit Program</li> <li>Number of recreation, cultural, and educational centres and programs attended</li> <li>ConnectEdmonton Healthy City indicators of arts and culture and personal wellness; Urban Places indicators of access to amenities</li> <li>Economic indicators as expressed through sources such as the municipal census, the government of Alberta’s economic dashboard and Statistics Canada reporting</li> </ul>
<p><b>Alignment Examples</b></p> <ul style="list-style-type: none"> <li>Edmonton Public Library’s five-year strategic plan</li> <li>Edmonton Public Library’s Digital Initiatives</li> <li>Edmonton Federation of Community Leagues energy transition plan</li> <li>Edmonton Family and Community Support Services (FCSS) program</li> <li>United Way of the Alberta Capital Region initiatives</li> <li>The Edmonton Food Bank’s Beyond Food Program</li> <li>Reach’s 24/7 Crisis Diversion initiative and Out of School Time program</li> <li>RECOVER: Edmonton’s Urban Wellness Plan</li> <li>Vibrant Communities Canada</li> <li>Recommendations 12 and 13 of the CSWB Task Force’s Safer for All report:             <ul style="list-style-type: none"> <li>Enact policies and standards that place focus on proactively and effectively providing support to disadvantaged Edmontonians.</li> <li>Invest in urgently needed priorities for community safety</li> </ul> </li> </ul>		

For the long-term outcome, the words “capacity” and “opportunity” were intentionally chosen to reflect input from communities who are marginalized. Administration has heard that barriers to

## COMMUNITY SAFETY AND WELL-BEING STRATEGY

participation include having the capacity to engage in opportunities while also struggling to meet basic and complex needs (such as securing stable, affordable housing, accessing child care, education and employment opportunities, etc.). The pillars of the framework need to work together in order to effectively address people's unique circumstances and to give them the capacity and the opportunities to pursue their well-being.

To encourage well-being, the City strives to provide equitable access to people of all ages, abilities, incomes, cultures, genders and ages to be active, play and connect through many attractions and amenities. Administration offers several low cost, discounted or free services and programs to ensure all Edmontonians have access to recreation and wellness opportunities such as the Leisure Access Program, minor sport discounts and access for schools under the Joint Use Agreement. A report will be coming to the Community and Public Services Committee on May 30, 2022 about expanding free and low cost after school youth programming in recreation centres.

### Budget/Financial Implications

On July 6, 2020, City Council directed that the Edmonton Police Services (EPS) budget be reduced starting in 2021 by \$11.0 million on a permanent basis, with the reduction split over 2021 and 2022. Through the Fall 2020 Supplemental Operating Budget Adjustment, City Council formally approved a reduction of \$5.5 million to the EPS operating budget in 2021 and an additional \$5.5 million in 2022, for a total reduction of \$11.0 million on an ongoing basis.

During the fall 2021 Supplemental Operating Budget Adjustment, City Council reduced the EPS operating budget starting in 2022 by an additional \$10.9 million on an ongoing basis.

The combined impact of these adjustments was a reduction to the EPS operating budget of \$5.5 million in 2021 and an additional \$16.4 million in 2022 (\$5.5 million from original reduction on July 6, 2020, plus an additional \$10.9 million reduction in fall of 2021) resulting in total funding available starting in 2022 of \$21.9 million.

The funding removed from the EPS budget on an ongoing basis was held in financial strategies, for reallocation to support addressing houselessness, community development towards community safety, social services, prevention and response programs, and initiatives as determined by Council.

Council has fully allocated the \$5.5 million in funds in 2021 for one-time items. Of the \$21.9 million available in 2022, Council has approved \$3.3 million for use on ongoing items and \$10.3 million on a one-time basis. As a result, as of the date of writing this report, \$8.4 million in funds are available in 2022 on an ongoing basis, increasing to \$18.7 million starting in 2023.

The table below provides a summary of the EPS funds reallocated to financial strategies and Council approved uses of those funds to date prior to the recommendations in this report.

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## Community Safety and Wellbeing Funding Schedule

<b>Community Safety &amp; Well-Being Funding</b>			
(Edmonton Police Services operating budget reallocated to Financial Strategies)			
(\$000's)			
	2021	2022	2023
<b>Opening Balance - Ongoing</b>	5,500	21,943	18,693
<b>Ongoing Allocations</b>			
EndPoverty Edmonton		(2,100)	
Reach Edmonton Crisis Diversion		(250)	
Indigenous led Encampment Support		(900)	
<b>Total Ongoing Allocations</b>	-	(3,250)	
<b>One-Time Allocations</b>			
RECOVER Urban Wellbeing		(250)	
Edmonton Community Development Company		(280)	
Community Investment Operating Grant	(3,751)	(3,750)	
Community Safety & Well-Being Task Force	(349)		
Anti-Racism Grant	(1,400)		
2022 Anti-Racism Strategy		(2,000)	
Transit Safety Plan		(1,655)	
Woman's Shelters		(880)	
Community Property Safety Team		(850)	
Problem Properties		(915)	
2021 Carry-Forward of Unused Funds		300	
<b>Total One-Time Allocations</b>	(5,500)	(10,280)	-
<b>Available Balance - Ongoing</b>	-	8,413	18,693

### Recommended use of EPS Funds within Financial Strategies

As part of this strategy, Administration has developed a number of recommendations to use this funding for additional CSWB actions, as outlined in the business cases and summarized below. All of these recommendations have a city-wide impact.

At this time Administration is recommending to utilize the \$8.4 million in funds available in 2022 (for a combination of one-time and ongoing initiatives), and \$3.6 million in funds available in 2023 (for ongoing impacts of 2022 recommendations) for the CSWB initiatives noted in Attachment 1 . Further decisions on use of EPS funds held with financial strategies for initiatives starting in 2023, are recommended to be made through the 2023-2026 budget deliberation process later this fall, concurrent with other 2023-2026 budget decisions. This will also allow Council and Administration to further consider other potential community safety and well-being funding needs arising over the remainder of this year starting in 2023.

Funding decisions for CSWB purposes for 2022 should be limited to the \$8.4 million available in EPS funds within financial strategies. The 2022 property tax bylaw was approved by Council in

## COMMUNITY SAFETY AND WELL-BEING STRATEGY

late April, and therefore there are no opportunities to increase the tax-levy for 2022. The 2022 available funds can be allocated on a one-time basis in 2022, or an ongoing basis starting in 2022.

The impact of the recommendation on available EPS funds within financial strategies is also reflected in Attachment 1 . If all the funding recommendations proposed in this report are approved, there will be no further funding available in 2022 and \$12.8 million in ongoing funding available starting 2023.

In addition to the EPS funding held within Financial Strategies, Administration is exploring other potential sources of funding to help fund CSWB initiatives, including the Building Safer Communities Fund. This is federal funding that can be used to combat gun and gang violence and the root causes of these issues. The City is currently in discussions with the federal government to secure funding under this program, with funding being available from 2022 to 2026. If the grant funds are received by the City, Administration will return with a budget adjustment to include the funds within the budget and obtain Council's approval on the use of the funds. Depending on the terms of the agreement and the effective date, the funds may be able to be retroactively applied to CSWB project expenditures previously approved by Council to be funded with amounts from financial strategies, including approvals of funding for the projects in this report. If this were the case the original approved funding would be returned to financial strategies to be used on future CSWB initiatives.

## COMMUNITY INSIGHT

As a relationship-based city, Administration used the following commitments in its approach to gathering feedback on the CSWB Framework and proposed outcomes:

- Wisdom comes from many sources;
- Together we will listen, learn and lead;
- Meaningful change requires us to do things differently; and
- We may have different, but complementary, definitions of success.

More than 80 community members across over 40 organizations were consulted during the development of the CSWB Framework. A full list of the strategies and stakeholders referenced is in Attachment 5. As described in cross-referenced Office of the City Manager report OCM00568, Safer for All Strategy - Community Safety, Well Being, Inclusion and Anti-racism, community conversations will continue to inform the framework. Insights gathered will be included in a repository of CSWB research and engagement data that will support the City in taking evidence-based and data-informed action.

## GBA+

The City of Edmonton used GBA+ to help make evidence-based decisions, challenge assumptions, and adjust programs, services and spaces in order to offer enhanced life experiences for those experiencing marginalization in Edmonton.

## COMMUNITY SAFETY AND WELL-BEING STRATEGY

As the function of the framework is intersectional, so too is the consideration of the people it is intended to serve. People may see themselves in many pillars from many perspectives. A summary of the findings included:

- Considerable public input and a variety of plans and strategies are already advancing work in Edmonton’s safety and well-being ecosystem.
- There are many experiences of CSWB that are different to the western concepts of the individual pursuit of happiness, wealth, power, etc. Thus, solutions can emerge from these different conceptual models, and from the unique perspectives and experiences of different groups.
- Programs must consider the intersectional, lived experience of marginalized communities in order to address root causes and advance equity.
- Unconscious biases affect interactions with police, peace officers and health professionals.
- Research has demonstrated repeatedly that marginalized communities have unequal access to core health and well-being services, such as mental health providers, which could seriously limit the impact of preventative factor/resiliency/well-being initiatives to a percentage of Edmonton’s population.
- Representing different perspectives and experiences are key to the community-led component of the CSWB Strategy. Meaning, Administration must continue to actively engage people through the different intersectional lenses that may represent them and define their experiences in Edmonton, such as age (youths to seniors), geographic (urban to suburbanite), gender, sexual, religious, cultural and other intersectional identifications.

Attachment 6 provides the detailed methodology and findings of the GBA+ approach for this report.

## RISK ASSESSMENT

Through the logic model and change narrative work, Administration has identified key considerations and potential risks as follows:

Risk Element	Risk Description	Likelihood	Impact	Risk Score (with current mitigations)	Current Mitigations	Potential Future Mitigations
<b>If recommendation is approved</b>						
Macro-economic risk	Changes in the cost of food, housing and other CPI components may increase demand for services in the social and well-being space	4 - likely	3 - major	12 - medium	Awareness of economic stressors built into the city's monitoring of measures and feedback loops	

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Competing priorities of partners	The external partners of COE may have different priorities that compete for those groups resources inhibiting the City's ability to achieve its long-term outcomes	4 - likely	3 - major	12 - medium	Conversation, collaboration and co-creation of solutions/programs and activities to ensure alignment of priorities	
Recurring pandemic waves	COVID-19 causes further shut-downs or partial interruptions in the daily activities of Edmontonians, particularly marginalized groups	3 - possible	4 - severe	12 - medium	Monitoring of public health developments by the City's COVID response team	Lessons learned in previous waves on how to quickly adapt to changes in daily life including access to resources.

### If recommendation is not approved

Adhoc solutions	Adhoc solutions continue to address specific issues in a meaningful way but do not move the ecosystem towards long-term outcomes	4 - likely	4 - severe	16 - high	Without defined long-term outcomes, COE can still act as a conveyor in this space to achieve shared goals	
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## ATTACHMENTS

1. Recommended Actions
2. Community Safety Well-Being Framework
3. Proposed Business Cases
4. City Plan Alignment
5. Community Insights Overview
6. GBA+ Methodology and Findings