

COMMUNITY SAFETY AND WELL-BEING METHODOLOGY AND RESULTS

RECOMMENDATION

That the May 16, 2022, Office of the City Manager report OCM00888, be received for information.

Report Purpose

For Information.

Committee is being informed of the methodology for Community Safety and Well-being - from the initiation of motions to how final budget recommendations and evaluation approaches are determined.

Previous Council/Committee Action

At the November 22, 2021, City Council meeting, the following motion was passed:

That Administration return with a report outlining a methodology that summarizes the process from initiating motions of Community Safety and Well-being to the final recommended budget items, and how these actions alleviate pressure on policing and promote community wellbeing and safety.

Executive Summary

- Although the motion references how actions taken in the Community Safety and Well-being (CSWB) space alleviate pressure on policing, Administration has added another dimension to the motion based on significant community feedback by also contemplating the pressures that could be alleviated on a number of systems through the implementation of the CSWB Strategy.
 - If City Council approves the CSWB strategy, the investments made to address root causes of social incidents are anticipated to help alleviate pressure on a number of systems - from policing to healthcare.

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- This report informs the Community Safety and Well-being Strategy outlined in the cross-referenced Office of the City Manager report, OCM00991, and the subsequent framework forms the methodology for future actions related to CSWB.
- Working directly with communities to meet their unique needs will strengthen connectedness, enhance the role of community and align to the values in The City Plan (belong, thrive, live, access, preserve and create).
- While some of the CSWB outcomes can take years to be realized, they are attainable. The logic models associated with each pillar of the CSWB Framework include short-term (less than two years), medium-term (projected within the next three to four years) and longer-term outcomes (five years and beyond).
- Edmonton is an early leader in examining CSWB as an ecosystem. This means that there are not many municipal examples to confirm that actions will have a demonstrable impact; however, given the business cases developed to support the CSWB Strategy (OCM00991) are directly tied to community needs, Administration is confident the actions identified will have a measurable impact.
- Research has also shown that due to the multi-dimensionality of CSWB, collaboration is critical in order to establish shared outcomes, mitigate risk, build pragmatic solutions, and design evidence-based innovation.
- Administration will release a dashboard in Q4 2022 to transparently report on the progress towards CSWB outcomes.

REPORT

Background

Community safety has long been a priority for the City of Edmonton. A number of Council decisions have been made to advance both community safety and well-being. Through the CSWB Strategy, there is an opportunity to develop a system-wide approach to encompass various CSWB initiatives. The City of Edmonton has made a deliberate, concerted effort to put community in the center of the approach and allocate the necessary funding support to bring the strategy to life.

CSWB Strategy

Administration has developed a Community Safety and Well-being Strategy (as described in the cross-referenced May 16, 2022, Office of the City Manager report, OCM00991, Community Safety and Well-being Strategy). The Strategy includes a seven-pillar framework informed by and developed based on Council direction, community feedback (including the CSWB Task Force recommendations), partner strategies, ConnectEdmonton, and The City Plan. The seven pillars and their associated long-term outcomes, which were vetted through dozens of community conversations, are:

- **Anti-Racism:** Policies and structures are anti-racist, reconciliatory and support equity and inclusion. Individuals and communities who have experienced systemic racism and historical trauma are included, valued and respected.

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- Reconciliation: Edmontonians, Indigenous Peoples, and the City have authentic, interconnected relationships that honour, understand, and collaboratively integrate Indigenous experiences, histories, and cultures.
- Safe and Inclusive Spaces: Communities are supported and empowered to lead the cultivation and sustainment of safe, inclusive, vibrant, sustainable and resilient spaces.
- Equitable Policies, Procedures, Standards and Guidelines: People making Edmonton home have enriched experiences through equitable access to programs, services, and spaces.
- Pathways In and Out of Poverty: 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.
- Crime Prevention and Crisis Intervention: Crime is reduced through community collaboration and culturally appropriate approaches to safety and security that leave people feeling safe and secure.
- Well-being: Edmontonians have the capacity and opportunity to pursue experiences of connection to self, body, land, arts and culture, community, human development and spirit.

The following six principles for action were used to determine if initiatives fell within the pillars of the framework:

- *Safety or Well-being focused:* The action is aligned with an outcome for at least one of the seven CSWB Framework pillars. The action should seek to reduce systemic barriers, threats to safety, or create a deeper sense of connection to: land, family, body, culture or the human project.
- *Equity-based:* The action will incorporate a GBA+ approach to remove systemic barriers.
- *Person-centered:* Working backwards from outcomes that are grounded in personal experience, the action will create a sense of connection that will empower and uplift individuals.
- *Community-led:* The action is led by community organizations, with support from the City to convene, plan, coordinate, fund or execute the work. The action involves collaboration between partners to ensure integration across systems.
- *Data-informed:* The action is informed by research, analysis, knowledge and insights from Indigenous, Eastern, Western and Interdisciplinary perspectives. Measurements will inform how to adapt and evolve the approach.
- *Trauma-informed:* The action must be to create changes with long-term effects in alignment with the Truth and Reconciliation Commission's 94 Calls to Action, anti-racism and trauma-informed work to strengthen resilience.

The methodology used to develop the CSWB Strategy and framework would be applied to future actions related to CSWB. Approval of the Strategy will also advance Administration's efforts towards the goal of becoming the safest city in Canada by 2030 (as noted in the cross-referenced Financial and Corporate Services report FCS00226, ConnectEdmonton - Next Steps).

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Methodology

The core of the motion has a focus on community health being integral to crime prevention. This focus is grounded in the concept and social science evidence that in order to reduce and prevent crime, organizations need to understand the factors that lead to crime, such as a lack of job skills training, housing, places to develop community bonds, feeling a sense of belonging, understanding connection to placemaking and social supports that meet people where they are, etc. In short, investment in initiatives that address poverty, disempowerment, peer pressure, substance abuse and the other root causes of social disorder, crime and violence are expected to lead to transformative changes.

The methodology used by Administration put community at the center of addressing long-standing systemic challenges and barriers to well-being and included a combination of logic models, change narratives, principles for action, interjurisdictional research (including local approaches), and root cause analysis. The change narratives focus on the conditions that need to change while logic models identify how those change might occur. Through this approach, Administration developed short, medium and long-term outcomes. The long-term outcomes have been tested, refined and validated through several rounds of conversation with community partners.

To bring the strategy to life, Administration proposed potential CSWB investments through business cases that are aligned with Council and community priorities and are expected to alleviate pressure both on policing and the community.

Logic Models and Change Narratives

A logic model is typically focused at a program or implementation level and can help to visualize the effort required for certain activities in order to see an impact. Logic models can also be helpful for implementation planning and evaluation because they tend to be more granular about resource requirements and measures.

Each pillar in the CSWB Strategy has a logic model that describes short (two years or less), medium (the next three to four years), and long-term (five years beyond) outcomes as outlined in Attachment 1. Broader transformation may take several years, but it is possible. The logic models are intended to reflect the equitable approach of the framework where iterative adjustments can be made to actions in order to adapt to changing social conditions and community needs.

A change narrative, or a theory of change, is typically focused at a system level and provides an overview of the desired change. A change narrative is a tool to demonstrate how many pathways need to converge in order to actualize system transformation. A change narrative can also help to visualize complexity and explain why certain efforts are expected to make a difference. Change narratives involve mapping outcomes and activities, which helps identify potential gaps in a system or approach. A logic model can be seen as one component of a change narrative.

Of note, with respect to the reconciliation pillar, Administration used the Culturally Responsive Indigenous Evaluation (CRIE) Model (Bowman & Cram, 2015) as it combines Western evaluation methods with Indigenous paradigms for a blended approach to evaluation. Indigenous

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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.

Interjurisdictional Scan and Case Studies

Part of Administration's approach to developing the CSWB Strategy included an interjurisdictional scan of Canada's six big cities (including Vancouver, Calgary, Ottawa, Toronto, Montreal, and the Edmonton region) and parts of the United States. Details are in Attachment 2, findings included:

- Vancouver has not developed a formal CSWB Strategy, however they indicated focus on Police Act Reform, decriminalizing poverty and supporting community-led safety initiatives.
- Calgary also has robust CSWB-related plans. Under their Mental Health and Addiction Strategy, they released a Community Safety Investment Framework in November 2020 and an implementation plan in April 2021, as well as a Crime Prevention Investment Plan. The Framework focused on ways to improve support for Calgarians in crisis due to mental health concerns, addictions or other similar challenges.
- The Province of Ontario passed legislation that required municipalities to develop a CSWB strategy by July 2021. It should be noted that Ontario municipalities are unique in that they have their own public health authorities.
 - Toronto adopted a CSWB plan in July 2021 called SafeTO that included 26 priority actions across seven strategic goals. Their implementation plan was presented to their City Council in February 2022 and Administration was directed, in part, to request financial support from the federal and provincial governments to implement the SafeTO Actions; advocate for increased sanctions for Criminal Code violations for hate crimes, review existing municipal bylaws and policies and how the City can better support communities who are marginalized.
 - Ottawa City Council approved their CSWB strategy in October 2021 and identified six priority areas based on the feedback collected from residents and community stakeholders in 2020 and 2021. The City planned to leverage existing Council-approved strategies and investments of \$34 million to address community safety and well-being.
 - Recent conversations with municipal representatives have indicated that their CSWB strategy was paused due to the pandemic.
- Montreal added an Action Plan for Solidarity, Equity and Inclusion 2021-2025 as part of a broader 10 year pandemic recovery strategy.
- Within the Edmonton region, the methodologies of local organizations were also reviewed.
 - RECOVER Urban Well-being, as one example, uses ethnographic research to apply data-driven, people-centered approaches. Through a well-being framework and scalable approach, RECOVER serves to meet the current and emerging needs of Edmontonians who are marginalized through a weave of supports and services.

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- REACH, a community-based council that coordinates community partner efforts to improve safety in Edmonton, was another approach reviewed by Administration. They have established a 24/7 Crisis Diversion Team program and use a social return on investment as a measurement tool. Further details are discussed in the evaluation section of this report.
- Edmonton's approach to CSWB is unique in that it puts community at the centre of the Strategy, incorporates community priorities, emerging needs (including those highlighted through the pandemic), represents an interconnected and multifaceted ecosystem, and is committed to measurable outcomes where progress will be transparently reported through an online dashboard.
- Denver, Colorado, developed a Support Team Assisted Response (STAR) program in 2020 that is similar to the approach used in Edmonton through the Neighbourhood Empowerment Team (NET), Community Outreach Transit Team (COTT) and Edmonton Police Services' Human-centered Engagement and Liaison Partnership (HELP) unit. All of these programs utilize a multidisciplinary partnership approach to support people in need. Of the nearly 1,400 calls that were responded to during the first year of the program - no calls resulted in an arrest, injury or police presence. The program has demonstrated such success that it has expanded across the United States.

The research consistently pointed out that data collection in the equity space is still in its infancy across North America and due to the multi-dimensionality of CSWB, collaboration is a key tool in establishing shared outcomes, mitigating risk, building pragmatic solutions and designing evidence-based innovation. Data collection will prioritize the perspectives of marginalized communities in how and why it is being done, and ensure transparency on how the data is being used and shared. As such, the framework developed by Administration has reflected a City-led but community-driven approach. A detailed summary of the case studies and findings used to inform the CSWB methodology are in Attachment 3.

Root Cause Analysis

Administration completed a review of existing information related to each pillar in order to capture how concerns were being described and the conditions that needed to change in order to progress towards the longer term outcomes.

In addition to internal documentation, Administration drew from a variety of sources to create the definitions, outcomes and principles for action that captured Edmonton's specific needs. Examples of the materials referenced include the Anti-Racism Strategy, Urban Reserves Strategy, Indigenous Framework, Accessibility for People with Disabilities Policy, Affordable Housing Strategy, EndPovertyEdmonton strategy and road map, Recover: Edmonton's Urban Wellness Plan, REACH's Business Plan and Chinatown McCauley Safety Resources and the CSWB Task Force's Safer for All report.

Research and community conversations have suggested that in order to reduce crime, the contributing factors and their root causes need to be understood and addressed. These

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investments, usually made in youth programming or public health initiatives, pay off over the long-term. Measuring long-term outcomes will be key to demonstrating success.

Administration mapped the change narratives and logic models to find the connections between concerns, conditions and activities. The question "What needs to be in place for those conditions to shift?" guided the development of each pillar. Along with research, these elements informed the short, medium and long-term outcomes. The outcomes have been tested, refined and validated through several rounds of conversation with community partners.

Business Case Development

Administration identified emerging priorities from both Council and community partners that aligned with the framework, principles for action, and outcomes. Administration also considered the level of risk by proceeding/not proceeding with each potential business case.

In the business cases, incremental, moderate and transformational investments are defined by the amount of resources required and how much the program, partnership or project is anticipated to effect meaningful change. Transformational investments are expected to make significant systemic progress towards long-term outcomes, moderate investments will achieve outcomes in the medium term that are anticipated as the next step before the long-term outcomes can be achieved and incremental investments are about short term outcomes that are either laying the groundwork for more meaningful investments in the future or in response to deterioration in the current situation based on a change in external factors.

Measurement Evaluation and Reporting

Research has shown there are many different approaches to defining and measuring CSWB. Based on Administration's research, Edmonton is an early leader in examining CSWB as an interconnected ecosystem of community including stakeholders, other orders of government, and local organizations. Other jurisdictions have looked at CSWB as separate elements and often measure safety independent of well-being. As such, there is a lack of standard measurements that examine CSWB as a whole.

Although Administration has not yet developed an evaluation plan, some of the components being considered include:

- Tracking measures as identified in the Office of the City Manager report OCM00991, Community Safety and Well-being Strategy,
- Socio-economic factors such as income (and income inequality), educational attainment, employment status, and additional factors reported through Statistics Canada, and
- Gathering qualitative feedback (such as through community conversations) and regularly sharing progress so that Administration remains nimble and responsive to community needs, and can make changes if not delivering on intended outcomes,
- GBA+ informed to ensure the evaluation process is anti-racist, intersectional and inclusive of non-traditional approaches for measuring success,

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- Social Return on Investment (as an evaluation method on certain interventions or funded programs within the CSWB Strategy versus using it to evaluate an entire pillar)

A CSWB dashboard is currently under development and will be released to the public in Q4 2022. The dashboard will display the progress towards outcomes, including the 2030 goal to become the safest city in Canada. The dashboard could also incorporate additional data sources pertinent to the CSWB Strategy, including the Edmonton Police Service dashboard, SafeCityYeg (a web-based mapping tool that allows Edmontonians to report where they feel unsafe or safe in their communities and why) and other information made available through open data sources and shared-use agreements (such as economic indicators from the municipal census, the government of Alberta's economic dashboard and Statistics Canada reporting). Where applicable and appropriate, alignment will be drawn to ConnectEdmonton and The City Plan.

Budget/Financial Implications

The budget impacts of the CSWB strategy are outlined within cross-referenced Office of the City Manager report OCM00991, Community Safety and Well-being Strategy. In addition, Administration may bring forward partner organization funding requests through the budget process to support their efforts related to implementing components of the CSWB Strategy.

COMMUNITY INSIGHT

Administration engaged with various community leaders and conducted interjurisdictional research based on the commitment to listen, learn and lead. Insights from the community and research informed the incremental, moderate and transformational outcomes described in Office of the City Manager report OCM00991, Community Safety and Well-being Strategy. Further evaluation mechanisms are intended to evolve and be developed in collaboration with community partners and based on guidance from City Council. Progress will be reported publicly on the CSWB dashboard.

GBA+

A comprehensive GBA+ analysis and application is outlined within Office of the City Manager report OCM00991, Community Safety and Well-being Strategy.

ATTACHMENTS

1. Logic Models
2. Community Safety and Well-Being Interjurisdictional Scan