

**Report to  
Rapport au:**

**Community and Protective Services Committee  
Comité des services communautaires et de protection  
17 October 2019 / 17 octobre 2019**

**and Council  
et au Conseil  
23 October 2019 / 23 octobre 2019**

**Submitted on October 7, 2019  
Soumis le 7 octobre 2019**

**Submitted by  
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**Ward: CITY WIDE / À L'ÉCHELLE DE LA VILLE      File Number: ACS2019-EPS-GEN-0011**

**SUBJECT: Community Safety and Well-Being Plan Roadmap**

**OBJET: Feuille de route du Plan de sécurité et de bien-être dans les  
collectivités**

## **REPORT RECOMMENDATION**

**That Community and Protective Services Committee recommend that Council approve the Community Safety and Well-Being Plan Roadmap as described in this report and as set out in Document 3.**

## RECOMMANDATION DU RAPPORT

**Que le Comité des services communautaires et de protection recommande au Conseil d'approuver la Feuille de route du Plan de sécurité et de bien être dans les collectivités selon les modalités exposées dans ce rapport et exprimées dans la pièce 3.**

## EXECUTIVE SUMMARY

Following the direction of Council in the 2018 Governance Review Report, this report sets out the recommended approach and next steps for the creation of legislatively-required Community Safety and Well-Being Plan for the City of Ottawa. In accordance with the *Safer Ontario Act, 2018* (formerly Bill 175), Ontario's single-tier and regional municipalities must prepare and adopt a community safety and well-being plan before January 1, 2021. The approach, process, and steps taken by municipalities to develop and create their plans must also follow legislative requirements, as further described below, which include:

- consideration of multiple data sets;
- establishment of an advisory committee with specific membership;
- consultations with the public including, but not limited to, indigenous people, youth, members of racialized groups and organizations that serve these groups or represent their interests; and
- development of performance measures.

At its essence, the community safety and well-being plan is a community plan. The proposed six-phased planning approach, or roadmap, set out in this report recognizes the City's role to develop partnerships and coordinate this collective impact plan, with future actions under the plan to be undertaken by the most appropriate agencies. This means the City of Ottawa may have some actions but will not assume full responsibility for the implementation of the plan, as set out below. The City has already recognized its role by including the Community Safety and Well-Being Plan as an action within the Thriving Communities priority in the 2019 – 2022 Strategic Plan.

It is noted that all planning activities will occur within Budget Directions. Furthermore, the plan will not duplicate any work already underway but rather, will complement, leverage and build on work already occurring, including consultation and engagement activities for existing or ongoing initiatives, as further described below.

The Province is providing no project specific funding to municipalities to develop the required Community Safety and Well-Being Plan. There is no new funding in the municipal budget.

The Crime Prevention Ottawa Board of Directors is serving as the Advisory Committee for the Community Safety and Well-Being Plan in Ottawa.

The Provincial Planning Framework outlines four areas of focus for the plan which 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. The Province is seeking to address root causes of crime, social disorder and harm and to increase collaboration amongst partners to address these complex issues.

In consultation with the Advisory Committee, an Ottawa-specific mission statement and guiding principles have been developed to guide our local community safety and well-being planning moving forward. These are further outlined in the Discussion section of this report.

The proposed development approach for the creation of Ottawa's plan is broken down into six cumulative phases, with each providing more information to narrow the focus and develop a realistic and measurable plan. The first phase is to conduct an environmental scan of programs, services and initiatives and to consider multiple data sources, across topic areas outlined in more detail in the Discussion section of this report and attached as Document 2. These sources of information will provide a common understanding of the project topics and provide a basis for discussion. Staff will proceed to public engagement to determine priorities. Once the priorities are set, then potential strategies to address these priorities will be developed and assessed. Following that, staff will finalize the evaluation plan and performance measures. Finally, an implementation plan will be developed. All together this will form Ottawa's Community Safety and Well-Being Plan. Throughout the development, there will be opportunities for public engagement and input into the process.

## **BACKGROUND**

### **Legislative Requirements**

The *Safer Ontario Act, 2018* (formerly Bill 175) received Royal Assent on March 8, 2018. To meet its legislative obligations, City Council must prepare and adopt a

community safety and well-being plan before January 1, 2021. The *Police Services Act* 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.

### **Identification of Risk Factors**

Section 146 of the *Police Services Act* states that a community safety and well-being plan shall:

- Identify risk factors in the municipality, including, without limitation, systemic discrimination and other social factors that contribute to crime, victimization, addiction, drug overdose and suicide and any other prescribed risk factors;
- Identify which risk factors the municipality will treat as a priority to reduce;
- Identify strategies to reduce the prioritized risk factors, including providing new services, changing existing services, improving the integration of existing services or coordinating existing services in a different way;
- Set out measurable outcomes that the strategies are intended to produce;
- Address any other issues that may be prescribed; and
- Contain any other information that may be prescribed.

### **Required Consultations and Information**

With respect to the preparation of the plan, the Act sets out some specific requirements for consultation. Subsection 145(6) states that Council must:

- Consult with the municipality's community safety and well-being advisory committee;
- Consult with members of the public including youth, members of racialized groups and of First Nation, Inuit and Métis communities;
- Consult with community organizations, including First Nation, Inuit and Métis organizations and community organizations that represent youth or members of racialized groups; and
- Comply with any additional consultation requirements that may be prescribed.

In preparing a community safety and well-being plan, Council is also required to consider available information related to crime, victimization, addiction, drug overdose, suicide and any other prescribed risk factors, including statistical information from Statistics Canada or other sources, in addition to the information obtained through its consultations.

### **Establishment of Advisory Committee**

The *Police Services Act* requires that an advisory committee be established with a minimum of seven members from different groups. The Act also requires that Council ensure that the advisory committee is representative of the municipality, taking into consideration the diversity of the population in the municipality. Subsection 145(3) requires the community safety and well-being advisory committee include, at a minimum, the following members:

1. A person who represents,
  - i. a local health integration network for a geographic area in which the municipality is located, as determined under the *Local Health System Integration Act, 2006*, or
  - ii. an entity that provides services to improve the physical or mental health of individuals in the community or communities.
2. A person who represents an entity that provides educational services in the municipality.
3. A person who represents an entity that provides community or social services in the municipality, if there is such an entity.
4. A person who represents an entity that provides community or social services to children or youth in the municipality, if there is such an entity.
5. A person who represents an entity that provides custodial services to children or youth in the municipality, if there is such an entity.
6. An employee of the municipality or a member of the municipal council.
7. A person who represents the board of the municipality or, if there is no board, the commander of the detachment of the Ontario Provincial Police that provides policing in the area or his or her delegate.

7.1 A chief of police of a police force that provides police services in the area or his or her delegate.

8. Any other prescribed persons.

### **Obligation to Publish, Monitor, and Evaluate**

The Act further requires that Council publish its plan in accordance with the regulations. Once the plan is adopted, Council will also be required to “take any actions that the plan requires it to take,” and to “encourage and assist other entities to take any actions the plan requires those entities to take” (Section 148). In addition, Council is required to monitor, evaluate and report on the effect the plan is having, if any, on identified priorities, in accordance with the regulations (Section 149). Regulations relating to the above-noted requirements have not been published at the time of writing. Council will also be required to review and, if appropriate, revise the plan within the prescribed period, which has not been set out at the time of writing.

Finally, Council is required to publish the Community Safety and Well-Being Plan (Section 149, subsection 2). Ontario Regulation 527/18 outlines that the plan must be published online within 30 days of approval and must be made available in hard copy for review by anyone who requests it.

### **Role of Solicitor General**

If, in the Solicitor General’s opinion, a municipality “has intentionally and repeatedly failed to comply with one of its obligations with respect to the community safety and well-being plan,” the Solicitor General may appoint a person as a community safety and well-being planner for the municipality (Section 151). The municipality would be required to cover all costs associated with this planner.

### **Community-based Approach**

The legislation sets Council as the approval authority for the Community Safety and Well-Being Plan as the Province feels municipalities are best positioned to develop partnerships and play a coordinating role for developing this collective impact plan. However, while Council is the approval authority, the Community Safety and Well-Being plan is a community plan and actions will be undertaken by the most appropriate agencies. This means the City of Ottawa may have some actions but will not assume full responsibility for the implementation of the plan. Improving community safety and well-being cannot be done without the collective action of multiple organizations,

residents and the City working together. This principle is reflected throughout the planning for the Community Safety and Well-Being (CSWB) Plan.

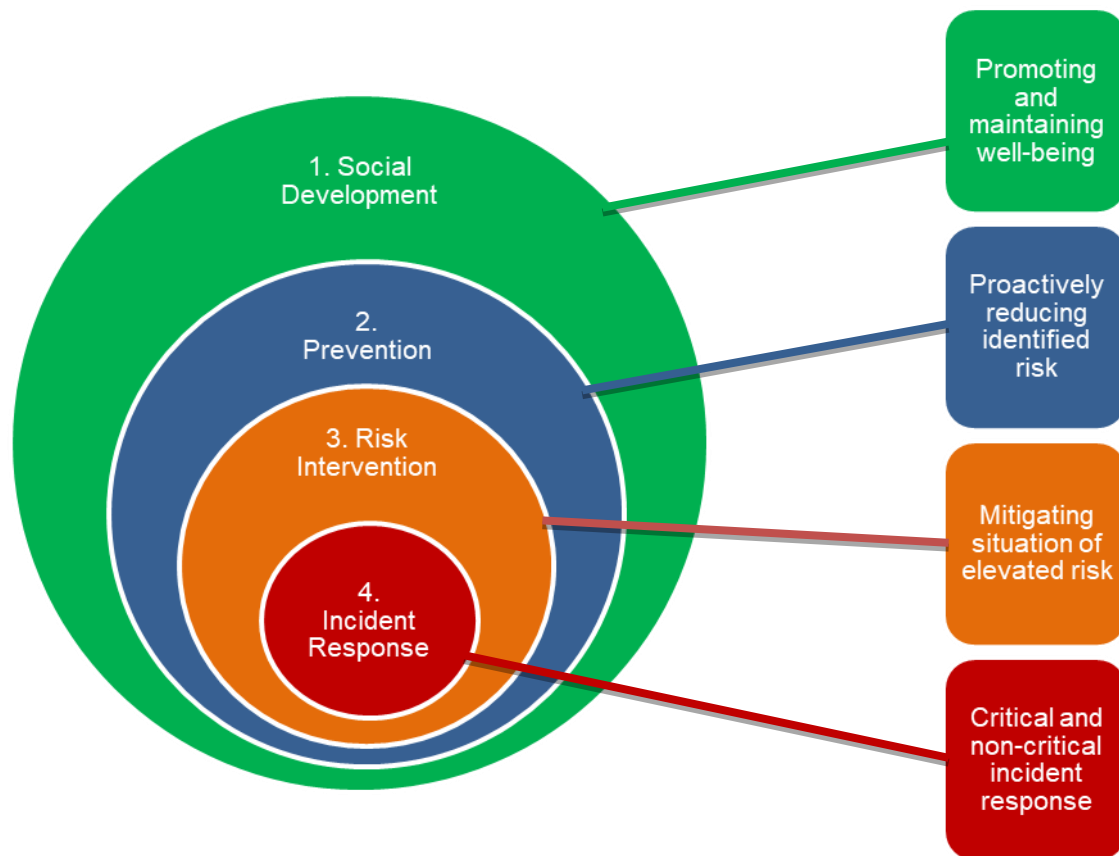
### **Provincial Planning Framework**

The Ministry of the Solicitor General has developed several resources to assist in developing community safety and well-being plans. Staff from the Ministry of the Solicitor General are available to answer questions and have offered webinars to assist in providing direction for the planning process. City of Ottawa staff have participated in these webinars and have spoken with the Ministry to seek clarification to assist in the planning process.

The key resource is the [Community Safety and Well-Being Planning Framework: A Shared Commitment in Ontario](#). The Planning Framework provides more detailed information to develop the plan.

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



While the Province recognizes the importance and value of each area of focus, the Province stipulates 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 action are the likely way to ensure that risks are mitigated before they become an issue. This requires a collaborative and collective action as well as ongoing reflection and analysis of the success of initiatives.

The Provincial Planning Framework also identifies seven critical success factors (as outlined in Figure 2).



Figure 2: Critical Success Factors



1. Strength-Based: CSWB planning should leverage existing resources, programs and services that are successful in the community.
2. Risk-Focused: CSWB planning should focus on risk-based planning rather than being incident-driven. The concept is to address the root causes of the risk rather than investing on responses once an incident has occurred.
3. Awareness and Understanding: All community members should understand the benefits of, and their role in, CSWB planning.
4. Highest Level Commitment: CSWB planning requires commitment from organizations at all levels, residents across diverse communities, community leaders and politicians to champion the cause and help address issues. In addition, commitment from organizational leaders, political leadership, and key decision-makers to support and ensure staff and resources are available to support the process are critical to the planning process.
5. Effective Partnerships: CSWB planning requires creating meaningful, integrated partnerships across multiple sectors.

6. Evidence and Evaluation: CSWB planning should use research and data to inform the planning process and should continually evaluate the effectiveness of the programs or initiatives.
7. Cultural Responsiveness: CSWB planning required effectively interacting with, and responding to, the needs of diverse groups of people in the community

All these success factors work together to ensure a valuable planning process and ultimately an effective CSWB Plan.

## **City of Ottawa Context**

### **Governance Report**

As part of the Governance Review Report approved by Council in November 2018, the General Manager of Emergency and Protective Services was “directed to develop a draft community safety and well-being plan for Council approval, in consultation with a community safety and well-being advisory committee established by Crime Prevention Ottawa, as well as other stakeholders as set out in the *[Safer Ontario] Act* or otherwise appropriate.”

As per the Governance Review Report, Crime Prevention Ottawa (CPO) “is required to establish the advisory committee by Q2 2019 and report back to Council with respect to the advisory committee’s composition, particularly as it relates to the required membership set out in Bill 175.” Crime Prevention Ottawa’s Terms of Reference were amended to include responsibility for the Community Safety and Well-Being Plan Advisory Committee at Council on June 26, 2019 (ACS2019-CCS-CPS-0005). CPO is currently undergoing a nomination process to ensure membership meets the legislative requirements. At the time of writing, this process is not complete and will be reported to Community and Protective Services Committee and Council upon completion.

### **2019 – 2022 Strategic Plan**

Community safety and well-being planning must be completed within the Ottawa context. Ottawa now has a population of over one million and continues to grow. The draft 2019 – 2022 Term of Council Priorities sets a vision for the City where Ottawa is the best place in Canada in which to live, work and study, and as a destination capital known around the world. The priorities are structured around three themes: Our City, Our Service and Our People. Under these themes, there are seven strategic priorities identified, with outcomes and concrete actions for each. Ottawa’s Community Safety and Well-Being Plan has also been identified as an action, under Thriving Communities,

as part of the 2019 – 2022 Strategic Priorities of Council (ACS2019-ICS-ST-002; Finance and Economic Development Committee, September 10, 2019 and Council September 25, 2019).

Thriving Communities also identifies other priorities, such as the 10-Year Housing and Homelessness Plan, the Women and Gender Equity Strategy, investments in recreation infrastructure, ongoing commitment to Reconciliation with Algonquin host nations, other urban First Nations, Inuit and Métis, and Equity and Inclusion. The Community Safety and Well-Being Plan is meant to build on existing assets and plans in the community. The plan will not duplicate efforts underway but rather highlight and complement the existing work.

### **2019 Budget Directions**

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. Council approved an overall tax increase of 3 per cent for 2020 Draft Budget (ACS2019-FSD-FIN-0004; Finance and Economic Development Committee, September 10, 2019 and Council September 25, 2019). The 2020 Budget Directions report also addressed changes in the municipal gas tax transfers, infrastructure gaps and provincial budget changes amongst other considerations.

### **City of Ottawa Policy Requirements**

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 Community Safety and Well-Being 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 plan.

As well as the provincial requirements and applying various City of Ottawa policies, staff will consider and engage 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, as well as organizations that support and work with these groups of people. This will ensure the plan meets the needs of Ottawa's diverse community.

## **DISCUSSION**

While the City of Ottawa is the lead in coordinating the plan and City Council must approve the plan, ultimately the Community Safety and Well-Being Plan is the community's plan and will require support from the City, community organizations and residents to ensure its overall success. Staff will work with the community at large to develop the plan and will work to continue to build relationships for the success of the plan.

The Community Safety and Well-Being Plan Advisory Committee, as mentioned above, is the Crime Prevention Ottawa Board of Directors, who are providing advice and guidance on the development of the plan. Many critical organizations are represented around the table and have been providing support to City staff with the various requests, such as data, stakeholder lists, and program mapping information.

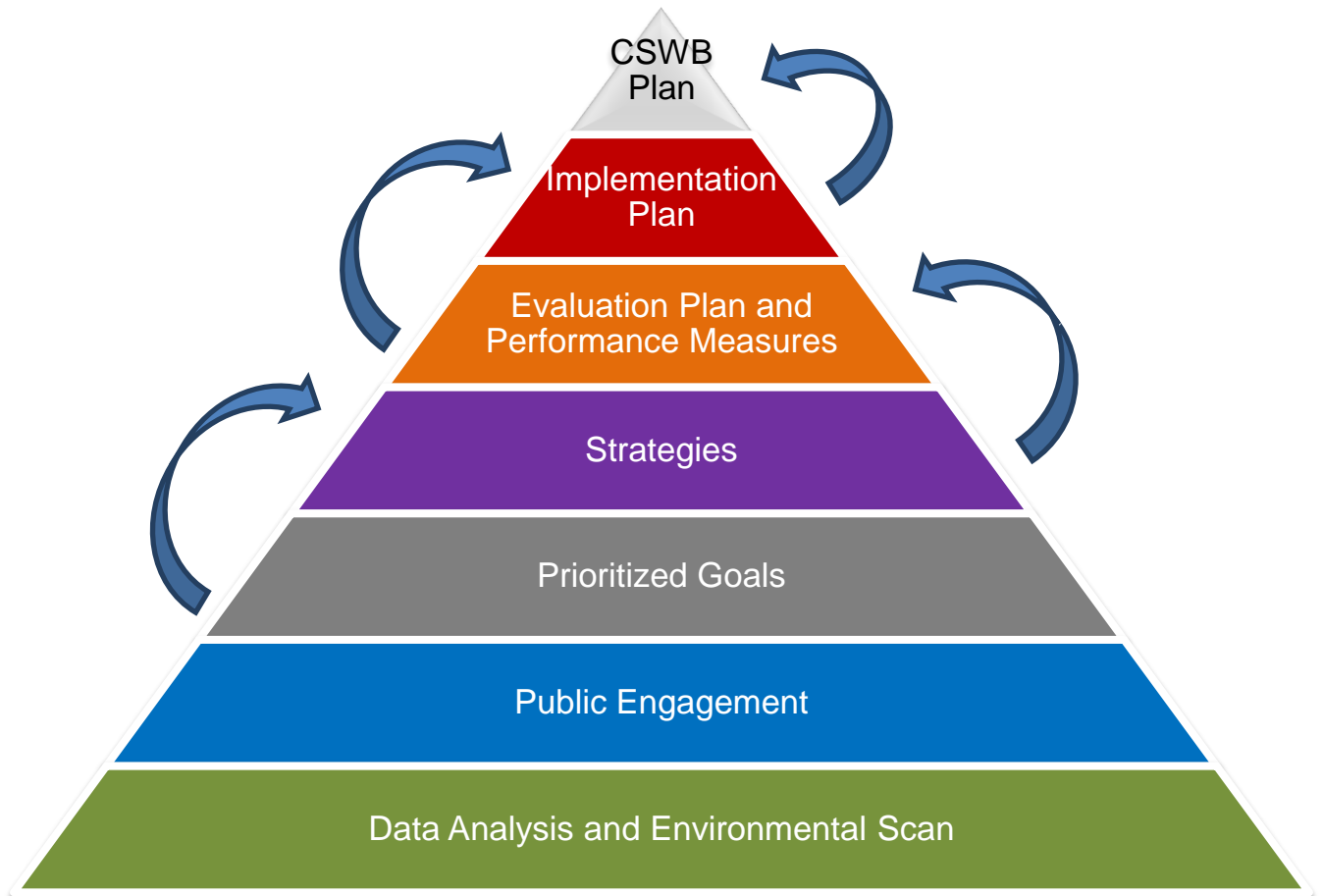
To set the stage for the plan and develop a shared understanding, City staff developed a vision, mission statement and guiding principles to steer the plan moving forward (attached as Document 1). The vision is set by the Province, but the mission statement and guiding principles are Ottawa specific. The Advisory Committee provided feedback on the mission statement and the guiding principles; this feedback is reflected in Document 1.

### **Community Safety and Well-Being Plan Development Approach**

#### **Proposed Roadmap and Planning Approach**

The proposed development approach is broken down into six cumulative phases with each providing more information to narrow the focus and develop a realistic and measurable plan, as more specifically set out below. Throughout the development, there will be opportunities for public engagement and input into the process (as reflected by the blue arrows in Figure 3). The approach is further depicted in Figure 3 for ease of reference.

Figure 3: Community Safety and Well-Being Plan Development Approach



The six-phased roadmap which provides more details and proposed timelines is attached as Document 3 and is further described below.

### **Phase One: Data Analysis and Environmental Scan**

The data analysis and environmental scan phase includes municipal comparison research, data analysis and an environmental scan of existing programs and initiatives which can be leveraged and included in the appropriate manner into the plan. In keeping with the success factors and the identified guiding principles, staff want to work from the best practices and the strength of initiatives, programs and leadership in Ottawa currently. Furthermore, undergoing this type of work will ensure there is no duplication of effort as the Community Safety and Well-Being Plan is being developed. As previously mentioned, the City is already committed to a number of Provincially and Council directed initiatives, such as:

- the 10-Year Housing and Homelessness Plan;
- the Child Care Service Plan;
- Employment Services Plan;
- the Women and Gender Equity Strategy;
- Building Better Revitalized Neighbourhoods;
- the Municipal Sport Strategy; and
- the Official Plan, to name a few.

The plan will work to highlight and complement existing initiatives and focus on areas where gaps exist.

Staff are also reviewing public engagement activities that have occurred in recent history. Staff will pull this information together to determine themes and to understand what stakeholders and members of the public have already been saying on a variety of issues. This information will be used to inform future public engagement activities.

Data analysis, at this initial point, will provide a picture of what is occurring in Ottawa to allow all to have a shared understanding across the 20 identified topic areas (attached as Document 2). Data analysis will occur again once priority goals have been identified to provide a more in-depth analysis of these issues. Staff will also review public engagement activities that have already occurred to determine the common themes to help inform the process as the project moves forward.

Staff are participating on a review of those Ontario and Canadian municipalities who have completed a community safety and well-being plan or similar type of plan, in partnership with other municipalities. This review will provide information on development process, public engagement activities, the key themes of their plans, implementation strategies and performance measurement. This work will be completed by early Q4 2019 and will inform Ottawa's process.

Data gathering and analysis is already underway and will continue until the end of 2019. This work is critical before entering into the public engagement phase.

### **Phase Two: Public Engagement**

Public engagement begins in phase two of the roadmap and is embedded into all the other phases of the approach. Public engagement will be undertaken to determine

perception of the 20 topics areas, to establish priorities for the Plan, to determine strategies for addressing priorities, to determine the best organization to lead strategies, to set timelines for initiatives and to develop performance measures for each strategy.

As mentioned in the previous phase, staff are also reviewing public engagement activities that have occurred in recent history. This information will inform the public engagement strategy for the Community Safety and Well-Being Plan.

Staff are starting to develop the public engagement plan as per the City of Ottawa Public Engagement Strategy. Staff anticipate public perception polling to occur in Q4 2019 and the remainder of the public engagement activities to occur in Q1 and Q2 2020.

### **Phase Three: Prioritized Goals**

Based on the public engagement activities, prioritized goals for the plan will be developed. These goals may address any number of issues and will guide the development of all other phases in the approach.

Staff anticipate these goals to be identified in late Q1/early Q2 2020.

### **Phase Four: Strategies**

The strategies phase will involve research into the most effective or promising means to address the goals, and public engagement on ideas for strategies to implement goals. 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 is an important part of this phase. Timelines and resource requirements will also be identified during this phase.

Staff anticipate this phase to be completed by the end of Q2 2020.

### **Phase Five: Evaluation Plan and Performance Measures**

The legislation requires that performance measures are developed, 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. As a result, the roadmap takes this into account and the timeframe from Q1 – Q3 2020 reflects this requirement.

## **Phase Six: 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 plan for their own action, strategy, or initiative.

Implementation will begin after the approval of the plan by Council in Q4 2020, will continue beyond approval, and will be adjusted to reflect any changes occurring in Ottawa, in legislation or changes that might be required based on the performance measures.

### **Approval of the Plan**

Staff expect to bring a report to Community and Protective Services Committee and Council in Q4 2020, before the 2021 Budget.

### **Funding**

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.

## **RURAL IMPLICATIONS**

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

## **CONSULTATION**

There were no public consultations undertaken as part of the development of the report.

The Community Safety and Well-Being Plan Advisory Committee was consulted on the development approach and their input is reflected in this report.

## **LEGAL IMPLICATIONS**

There are no legal impediments to Committee and Council's approval of the recommendations of this report.



The preparation and adoption of a community safety and well-being plan has been specifically mandated by the Province of Ontario. The *Safer Ontario Act, 2018*, which came into force on March 8, 2018, amended the *Police Services Act*, RSO 1990, c. P. 15, to add Part XI, “Community Safety and Well-Being Plans”. This Part, and specifically Section 143, requires all single-tier municipalities, including the City of Ottawa, to prepare and adopt a community safety and well-being plan before the second anniversary of the day the section began applying to the municipality. The relevant date for the City of Ottawa to have prepared and adopted its community and safety well-being plan is January 1, 2021, which is two years from the date the new Section 143 of the Police Services Act came into force.

As described in this report, there are legislated requirements for the development of the CSWB plan, as well as the membership of the advisory committee. The strategy as outlined in this report has considered these legislated requirements.

### **RISK MANAGEMENT IMPLICATIONS**

There are risk implications. These risks 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 2019 and 2020 Operating Budgets of the Emergency and Protective Services Department.

### **ACCESSIBILITY IMPACTS**

There are no accessibility impacts associated with the recommendation of this report. Accessibility will be considered throughout the development of the CSWB Plan.

### **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 supports the 2014 – 2018 Strategic Priorities of a Healthy and Caring Community.

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

### **SUPPORTING DOCUMENTATION**

Document 1 – Vision, Mission Statement, and Guiding Principles

Document 2 – Topics for Consideration

Document 3 – Roadmap

### **DISPOSITION**

Community Safety and Well-Being team staff will implement the roadmap, as described in this report and in Document 3, and will also implement any direction received as part of the consideration of this report.