



City of
Peterborough

To: Members of the General Committee

From: Sheldon Laidman, Commissioner, Community Services

Meeting Date: February 13, 2023

Subject: Community Safety and Well-being Plan Implementation Strategy, Report CSSS23-007

Purpose

A report to approve an implementation strategy for the Community Safety and Well-being Plan (CSWB Plan).

Recommendation

That Council approve the recommendation outlined in Report CSSS23-007, dated February 13, 2023, of the Commissioner of Community Services as follows:

That Option Four described in this report, which outlines the creation of a Leadership Table for the governance structure to implement the CSWB Plan, be approved.

Budget and Financial Implications

There are no budget or financial implications associated with the recommendations of Report CSSS23-001. The 2023 City budget allocates \$50,000 for the CSWB Plan and is being drawn from the Community Development Program Reserve. Future reports and recommendations connected to the implementation of the CSWB Plan may result in budget and financial implications.

Background

On July 25, 2022, through Report CSD22-008, City Council endorsed the [Community Safety and Well-being Plan](#). Peterborough County Council endorsed the CSWB Plan on

August 3, 2022, while the Townships of Douro-Dummer, Havelock-Belmont-Methuen, Selwyn, and Trent Lakes also endorsed the Plan at their Council meetings in July and August 2022.

In 2019, the *Safer Ontario Act* mandated that every municipality in the province adopt a CSWB Plan. The purpose of CSWB Plans is for municipalities and local service providers to “take an integrated approach to service delivery by working across a wide range of sectors, agencies and organizations to proactively develop and implement evidence-based strategies and programs to address local priorities related to crime and complex social issues on a sustainable basis.” The goal is for the City and County of Peterborough to be a place where everyone feels safe, has a sense of belonging, where individuals and families can meet their needs for education, health care, food, housing, income, as well as social and cultural expression.

Based on the analysis of data, feedback from stakeholders, community engagement, and input from the Advisory Committee the Plan identifies the following 5 priority areas:

1. Housing & Homelessness
2. Poverty & Income Security
3. Health & Mental Health
4. Substance Use & Addictions
5. Transportation & Connectivity

These priorities are not new issues revealed by creating the CSWB Plan. They build on existing work in the community and identify gaps and opportunities for improvements, support for ongoing work, and future needs.

While the province mandated that every municipality develop a CSWB Plan, the nature of the challenges facing communities and the range of priorities are often beyond the scope or responsibility of municipalities to address. It was a common understanding during the development of the CSWB Plan that community organizations and all levels of government needed to contribute resources and knowledge to the implementation stage. For this reason, the CSWB Plan can be considered a “community plan” with cross-sectoral responsibilities to achieve success among the priorities.

The City, County, and local service providers have many plans and programs in place that are working toward addressing many of the priorities found in the CSWB Plan. For the CSWB Plan to be successful, a cross-sectoral approach needs to harness the resources and programs we already have in different ways. But also leverage collective alliances to influence and secure support from upper levels of government.

The existing work of local agencies and municipalities are the basis for many of the priorities found in the CSWB Plan. This work will continue and strive for positive outcomes. The CSWB Plan presents an opportunity on many levels, including:

- Foster collaboration across sectors
- Improve awareness, knowledge, and understanding of existing services, successes, and challenges.
- Share short and long-term plans
- Raise sector specific barriers and pending concerns
- Sharing data and performance indicators
- Facilitate mutual strategic planning
- Collaborate on communications and messaging

The CSWB Plan approved in the fall of 2022 did not contain a strategy or recommendations on how the plan would be implemented. The purpose of this report is to present options for the initial implementation of the CSWB Plan.

Other Municipalities in Ontario

Municipalities across the province have taken varied approaches to implementing their CSWB Plans. Some of the characteristics of those municipalities researched to support this Report include:

- A dedicated committee with high-ranking officials from municipalities and sectors affected by their CSWB Plan
- Have dedicated staff assigned for implementation and ongoing developments. Larger municipalities often have multiple staff supporting their CSWB Plan while smaller municipalities have added the task into existing staff responsibilities.
- The allocation of new operating budgets is varied between:
 - New budgets allocations
 - Using new resources to hire staff, with no operating budget
 - Existing or new staff relying on grants to pilot projects identified in their CSWB Plan
- Direct connections with existing committees and tables to align and support programs and services already in place.

Research was conducted into the implementation strategies for the following municipalities:

- City of Windsor\County of Essex
- Bruce and Grey Counties
- Wellington County
- Northumberland County

- Halton Region
- Durham Region

Local Action Tables

Once the priority areas were established during the development of the CSWB Plan, a range of existing local committees were engaged to receive direct input as sector experts on strategies to include in the CSWB Plan. These committees were referred to as “Action Tables”. Once the CSWB Plan was approved, these Action Tables were re-engaged to determine the opportunities for ongoing connections to the implementation of the CSWB Plan. These local committees were asked to consider:

- Providing ongoing advice on implementing sector-specific strategies
- Assisting in prioritizing strategies
- Recommending data and performance indicators that will be tracked and measured
- Assigning a representative to a governance committee that would meet quarterly
- Being open to collaboration across sectors to advance common objectives

The prospective Action Tables were advised that ongoing participation would *exclude* activities such as:

- Additional financial support unless new initiatives were collaboratively established
- Excessive staff time or duplication of meetings
- Reporting on behalf of the CSWB Plan

The following sector-specific groups were approached as Action Tables as part of the development of the CSWB Plan, and most were re-engaged to discuss involvement with ongoing implementation:

- Housing and Homelessness Steering Committee
- Peterborough Drug Strategy
- Peterborough Ontario Health Team Mental Health and Addiction Working Group
- Age-Friendly Peterborough (Staying Mobile Working Group)
- Poverty Roundtable hosted by the United Way of Peterborough and District
- Community Employment Resource Partnership (CERP)
- Peterborough Data Consortium

Additional population-specific groups were also engaged at various stages of the process, including:

- Community Race Relations Committee
- Diversity, Equity, and Inclusion Plan Steering Committee
- Hiawatha and Curve Lake First Nations
- Human Services and Justice Coordinating Committee
- Lived Experience Panels (PDS Advisory Panel, Social Services Advisory Panel)
- Peterborough Children and Youth Planning Table
- Peterborough Food Action Network
- Peterborough Immigration Partnership
- Urban Indigenous organizations, including Nogojiwanong Friendship Centre and Nijkiwendidaa Anishnaabekwewag Services Circle

Concerns from Community Organizations

Local organizations contributed a significant amount of time and support into the development of the CSWB Plan through Action Tables and consultations. These contributions were critical to developing a comprehensive CSWB Plan that reflected tangible, cross-sectoral strategies for community action.

As discussions continued with local leaders connected to the Action Tables and sector representatives regarding the implementation of the CSWB Plan, there was universal willingness to continue collaborative efforts to advance the local priorities. However, more details and discussion will be needed to address:

- Expectations for participation on a governing committee
- Disconnects between municipal policies and agency advocacy that hamper partnerships
- Collaborative activities, such as new committees, that are not funded at the agency level and cause negative pressure on service delivery
- Assurances that meaningful progress will be the goal of the implementation strategy and not just another forum for information sharing.

Implementation Strategy Factors

The purpose for developing an implementation strategy for the CSWB Plan is to create a framework for advancing the strategies contained in the CSWB Plan. These strategies aim to address significant social and economic factors that have a considerable impact on the safety and wellbeing of the community. The ability of individual agencies or levels of government fully implement these strategies is limited. Collaboration and coordinated efforts must be central to the strategy developed for implementing the CSWB Plan. The following factors were considered when developing and exploring different options for this strategy:

1. Ensure representation from across the sectors involved with the CSWB Plan is enabled.
2. Strengthen the alignment and support with existing work being done in the community to avoid duplication, competition, and overlap of activities.
3. Facilitate decision-making without undue bureaucratic delays or obstacles. Engaging high level representatives from key sectors enables greater level of authority to influence strategic directions and internal priorities. It is recognized that some decisions must be made by boards of directors and municipal councils.
4. Support and facilitate the opportunity to set and prioritize common actions across multiple sectors.
5. Maximize opportunities to collectively access and coordinate local resources for common priorities. These resources could include such things as money, staff, expertise, facilities, etc.

Several considerations need to be evaluated as components of the implementation strategy. The components considered for this Report include:

- Governance Structure
- Timelines
- Funding
- Monitoring, Communicating and Report Progress
- Community Consultation
- Staff Support

Governance Structures

Four options are being presented as governance structures to implement the CSWB Plan. Additional details, such as Terms of Reference, will need to be established regardless of which option is selected. The four options listed below will be further defined, along with possible advances and disadvantages for each option:

1. Staff-led Implementation
2. Community Advisory Committee with an Executive Committee
3. Advisory Committee to Council
4. Leadership Table (recommended option)

The CSWB Plan includes representation by people with lived experience, as they relate to the priority areas, in decision-making processes. This Report does not include recommendations on this issue. Regardless of the Governance Structure chosen, the meaningful representation and participation of people with lived experience will need to be defined as an early priority.

Option 1: Staff-led Implementation

A staff-led implementation strategy would involve municipal staff (City, County, Townships) working with local service providers to advance the strategies in the CSWB Plan. While the Community Development Program Manager would continue as staff coordinating activities on behalf of local municipalities, additional staff would become engaged where appropriate. This participation would include membership and engagement with existing organizations, tables, and committees. Staff involved in this process would meet periodically to share information and make recommendations.

Advantages

- Does not create a new committee and new level of bureaucracy.
- Municipal staff become further embedded in committees and tables they are normally not involved with the scope of municipal governments.
- Some municipal staff are already involved with a number of the priority areas in the CSWB Plan

Disadvantages

- Places onus on municipalities and staff for prioritizing implementation and advocacy for sectors that are not directly within the scope of municipal governments, i.e. health services, mental health services, addictions services, etc.
- Lack of direct input and advocacy for sectors involved in the CSWB Plan
- In the long-term, municipalities may be criticized and viewed as setting the priorities for other sectors
- Does not facilitate public representation

This option is not being recommended

Option 2: Community Advisory Committee with an Executive Committee

This option would see the re-establishment of the Advisory Committee that guided the development of the CSWB Plan. This Advisory Committee had over 35 members with representation from across various sectors involved with the CSWB Plan. This group could meet quarterly to share information, sector challenges, future plans, and opportunities for collaboration. An Executive Committee would be selected that has individual representatives from each key sector and would meet more frequently to facilitate focused decisions and recommendations.

Advantages

- Broad representation across sectors
- Inclusive of all services providers

- Large pool of expertise and information
- Continuity from the development of the CSWB Plan
- Transparency among service providers

Disadvantages

- Strong resistance among local agencies to creating new committees and structures to discuss issues creating high likelihood of failure
- Challenging for all representatives to have their voices heard and priorities articulated
- Difficult to reach consensus
- Higher level of administrative burden on staff
- Increased probability of becoming a networking forum where agencies provide update on activities.

This option is not being recommended.

Option 3: Advisory Committee to Council

This option would use the City's existing structures to create a CSWB Advisory Committee that would report through the Peterborough Regional Liaison Committee (PRLC). The Advisory Committee could have the following representations:

- City Councillor
- County Councillor
- Representation from Action Tables or equivalent sector representatives
- Public appointee(s) from the City
- Public appointee(s) from the County
- Staff support by the Community Development Program Manager and other municipal staff where appropriate

Advantages

- Has representation from City and County Councils
- Utilizes an established structure for municipal committees
- Facilitates representation from community members
- Creates direct reporting process to municipal Councils
- Transparency among service providers

Disadvantages

- Embeds the CSWB Plan in a municipal structure when a community-oriented option may be warranted and more widely accepted
- As with the previous option, there is strong resistance among local agencies to creating new committees and structures to discuss issues creating a high likelihood of failure
- The PRLC meets four times each year and is sometimes challenging to bring timely issues through to Councils using this structure.
- Higher level of administrative burden on staff
- Some members may be reluctant to speak freely with elected officials at the table.

This option is not being recommended

Option 4: Leadership Table

The creation of a Leadership Table would involve recruiting senior staff representatives from the sectors that assisted in developing the CSWB Plan and have a direct interest in the success of the CSWB Plan. These sectors would include:

- Local Government
- Upper levels of Government
- Law Enforcement
- Public Safety
- Health
- Mental Health
- Addictions
- Education
- Custodial Service
- Community and Social Services
- Business

Some of these sectors may be represented by delegates from Action Tables or by appropriate sector representatives. This table could meet on a quarterly basis.

The concept of forming a Leadership Table in this format has been well received by many of the local leaders that were consulted as part of researching an implementation strategy for the CSWB Plan. However, some hesitation was also shared related to the effectiveness of such a committee.

Advantages

- High ranking officials have influence over strategic directions and some resource allocations
- Creates a forum for community-wide priorities to be supported for further action
- Able to bring reports to Council in a timely manner when needed
- Minimizes time commitment from appointed sector representatives
- Transparency among service providers

Disadvantages

- Some concerns connected to creating a new committee structure while many of the individual sectors already coordinate activities
- Does not facilitate public representation

This option is being recommended for adoption.

Timelines

The Province has not mandated a renewal cycle for CSWB Plans; however, they have indicated a four year time period may be appropriate for updates. It is being recommended that the local CSWB Plan be renewed every four years, with the next update coming in the fall of 2026.

Timelines have not been assigned to the strategies in the CSWB Plan. This process will be done in consultation with the Action Tables and local sector representatives early in the implementation of the CSWB Plan.

Funding

The Province has not provided funding for any part of the development or implementation of the CSWB Plan. The guidelines clearly state that communities are to address the prioritized risk factors by considering “new services, changing existing services, improving the integration of existing services or coordinating existing services in a different way”.

Grant applications will need to be part of the ongoing funding considerations. While the Province has not provided funding for CSWB Plans, they have included language in funding opportunities that indicates alignment with a local CSWB Plan would be favourable.

Local agencies and municipalities are accustomed to applying for grants and funding opportunities from a variety of sources. These practices will continue as part the CSWB Plan and independently where appropriate. The CSWB Plan should not compete for grants and funding with local organizations. Instead, local organizations should be supported and assisted through collaborative efforts across sectors.

The 2023 budget contains a \$50,000 operating budget for the implementation of the CSWB Plan. These funds are being drawn from the Community Development Program Reserve, which is a 50/50 cost share with Peterborough County. The purpose of these funds is to assist with targeted initiatives, seed projects, and leverage larger resources through grants and funding from upper levels of government. This budget should not be considered for ongoing core funding for programs and agencies.

Monitoring, Communicating and Report Progress

Sharing data, tracking indicators, and measuring outcomes is an ongoing challenge for many service providers. When activities and performance indicators are measured and documented, it is often challenging to communicate outcomes. Regardless of the governance structure chosen for implementation, data collection and monitoring key indicators will be an ongoing activity for the CSWB Plan.

Many of the strategies found in the CSWB Plan align with the activities and priorities of local organizations who already collect and monitor data and indicators associated with their sector. Tracking the progress of the CSWB Plan will align with the established practices that local organizations have already identified. This will bring increasing attention to the progress being made by service providers and further highlight the status of challenges being experienced in the community, while also reporting on the progress of the CSWB Plan. The Peterborough Data Consortium has been engaged to assist with accessing data sources and sector statistics.

It is being proposed that a “dashboard” be created on the City’s website that tracks indicators associated with each priority risk factor, and relevant data connected with safety and wellbeing. The data and indicators included in the dashboard will be developed in consultation with the Action Tables and local sector experts.

An annual progress report to Council will also be part of the monitoring and reporting for the implementation of the CSWB Plan.

Community Consultation

Effective and inclusive consultation takes time and resources. It is being recommended that a full community consultation process be undertaken when the CSWB Plan is due for renewal in 2026.

Community consultation will be an ongoing activity associated with the priority areas found in the CSWB Plan before the 2026 renewal. Various service providers, including the City, undertake consultation activity every year and can be linked to the CSWB Plan. Specific consultations can also be undertaken before renewal date if needed.

Staff Support

At this point, it is not being recommended that a new staff position(s) be created to lead or assist with the implementation of the CSWB Plan. Responsibility for the CSWB Plan

will remain within the Community Services Department and the Community Development Program.

Summary

The CSWB Plan was adopted by the City, County, and five Townships in July and August of 2022. The CSWB Plan contains strategies associated with addressing the community risk factors of:

1. Housing and Homelessness
2. Poverty & Income Security
3. Health & Mental Health
4. Substance Use & Addictions
5. Transportation & Connectivity

This Report recommends that Option 4, which includes the creation of a Leadership Table, be approved.

Submitted by,

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