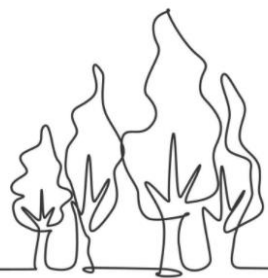




DNCSAP Evaluation & Strategy Alignment Report

April 2024



Note to Reader

In 2022, the City of Nanaimo developed the Downtown Nanaimo Community Safety Action Plan (DNCSAP), which recommended specific measures to address the most serious and visible issues affecting viability and safety in the City Centre.

Approximately two years after the implementation of the DNCSAP, Deloitte was engaged to conduct an evaluation of the DNCSAP, including determining if the objectives of the plan have been achieved and if the plan is sufficiently resourced, as well as making recommendations for future efforts in the City.

The DNCSAP was intended to be a tactical, “downstream”, plan and did not intend to mitigate the underlying root causes of the community safety and social disorder challenges faced by Nanaimo. However, the City’s desired outcomes, as articulated in ‘City Plan: Nanaimo Reimagined’, as well as the DNCSAP, are much more aspirational, with the City expressing a desire to tangibly improve perception and reduce social disorder in Downtown and the City at large. As such, this project has focused on not only examining the successes and challenges associated with the DNCSAP, but on providing recommendations for how the City can play a key role in coordinating among stakeholders and service providers to deliver on a holistic vision for community safety & well-being, recognizing that many of the key drivers of challenges are outside the municipality’s control or influence. However, if there is a desire to continue to focus on ‘downstream’ measures similar to those proposed in the DNCSAP, a revision of the City’s desired outcomes may be necessary to more accurately reflect what such measures can accomplish.

The analysis presented in this report is largely a result of extensive conversations with key stakeholders including City employees across teams and departments (including CSOs and Clean Teams), service providers, Neighbourhood Associations, Business Associations, and members of Nanaimo’s vulnerable population. Considering the limited availability of substantive quantitative data, it is challenging to provide precise quantitative estimates, such as staffing needs and costs. In addition, a detailed cost-benefit analysis of future options was not considered in-scope for this work, and the recommendations in this report are primarily a reflection of the feedback gathered through a qualitative engagement method.

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Executive Summary

Context and Background of the Project

This project was delivered by Deloitte between January and March of 2024, in close collaboration with the City of Nanaimo.

Background

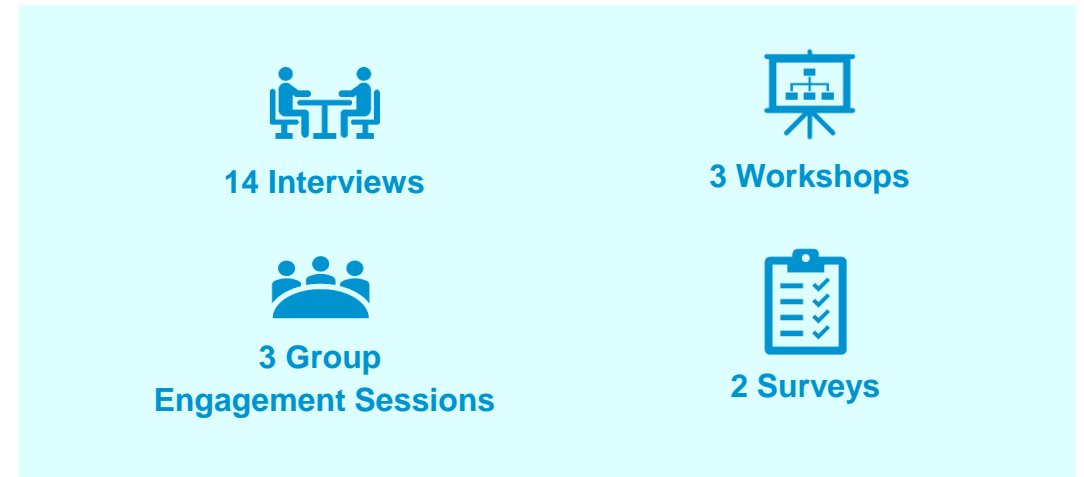
- In recent years Nanaimo has experienced a rise in levels of visible homelessness, open drug use, conflict, vandalism, lack of cleanliness and overall social disorder in the downtown core and surrounding neighbourhoods.
- In 2022, the City of Nanaimo implemented the Downtown Nanaimo Community Safety Action Plan (DNCSAP) which recommended specific measures to address the most serious and visible issues affecting viability and safety in the City Centre.¹

Scope

- Evaluate DNCSAP to ensure the existing initiatives and strategies are effectively aligned to reduce crime and promote public safety through multi-sector collaboration. This includes a review of existing initiatives to determine if objectives have been achieved and if the plan is sufficiently resourced.
- Ensure it is aligned with other City initiatives and strategies including City Plan: Nanaimo Reimagined, Health and Housing Action Plan (2021), and the Nanaimo Youth Resilience Strategy.
- Explore the feasibility of expanding measures to be City-wide initiatives.
- Propose a framework to develop the future plans for the City of Nanaimo to consider.

Methodology

- There was no baseline data available before the DNCSAP was developed and its measures were implemented. In addition, the measures and outcomes outlined in the plan did not contain objective targets that could be calculated.
- Therefore, the evaluation of whether the program delivered what it set out to accomplish was done using a qualitative methodology – based on feedback from a wide range of stakeholders that contribute to the community safety agenda in the city. This included feedback from interviews, workshops, and sessions to obtain both an evaluation of the perceived achievement of DNCSAP’s actions and recommendations for a future framework.
- The recommendations articulated in this document are a reflection of the feedback gathered through this qualitative method and are supplemented by Deloitte’s experience in developing strategies and designing and implementing operational changes.



Notes: (1) Project was conducted by third-party consulting group, not related to current project.

Findings: DNCSAP's Measures

The following are the key findings uncovered throughout the engagement process, which included gathering feedback from City employees (including Community Safety Officers and Clean Team members), service providers, Neighbourhood Associations, Business Associations, members of the City's vulnerable population and other relevant stakeholders.

Findings

Evaluation of Measures

Out of DNCSAP's 14 measures:

- **7 (half) were fully implemented** – Private Security for Parkades, Community Safety Officer (CSO) Program, RCMP Downtown Engagement Team, Enhanced Clean Team, Vandalism Relief Grant, Downtown Parkade Cleaners, and Rules & Resources
- **4 were partially implemented** – Park ambassadors and the three Governance measures
- **2 are in progress** – Parkade Security and CPTED Improvements
- **1 is incomplete** – The Downtown Ambassador Program



Key Successes

The CSO and Clean Teams

Feedback has been overwhelmingly positive from various stakeholder groups, neighbourhood and business associations, service providers, and other partners. They have made a notable impact on the perception of safety and cleanliness of downtown areas. While some challenges still remain, it is widely recognized that the situation downtown would have been much worse if these teams were not present. Anecdotal evidence suggests that CSOs are responding to calls for service that would have otherwise been dealt with by the primary emergency response services; police, fire, and health. CSO response to some calls enables a better overall response by facilitating the process of the 'right person for the right incident' and allowing specialist staff to focus on more serious and critical incidents. Feedback from participants overwhelmingly stated the important role that the CSOs play in facilitating a compassionate approach. This feedback was also echoed through the survey conducted through a select number of outreach services with persons in need in the community.

Strong operational coordination among service providers

There are strong relationships at operational levels among service providers supporting persons in need downtown. The CSO program has also proven to be a key link in the chain, especially in supporting and directing persons in need to the right service provider and supporting outreach workers in their activities downtown.



Key Challenges

Limited ongoing monitoring and governance

It is not clear what the governance framework is for managing the delivery of the overall City Plan: Nanaimo Reimagined, how the DNCSAP and other plans report into it, and how the outcomes are measured and monitored. Feedback through the interviews has identified various governance bodies and committees (Situation Table, Public Safety Committee, SPO, etc.). However, there is no clear picture that emerged of how these committees fit together into a framework that aligns their different mandates and accountabilities, allows for the discharge of responsibilities and targets, engages the appropriate partners and stakeholders, and supports effective decision-making and reporting. We understand that a team in the City is already working on developing a monitoring strategy for the key desired outcomes, due to be presented in April 2024. The strategy will also include a key set of indicators related to community safety.

Limited upstream service availability and capacity

Participants commented on the lack of availability of a continuum of services for people who need it and the lack of resources to coordinate these services. Many people in the vulnerable population experience challenges that cannot be addressed by a single organization / agency but require a continuum of services to be available at the right time. The absence of the next service that is needed means that person could be back on the street and revert to the same issues for which they received treatment (i.e. someone coming out of a detox facility and cannot find suitable shelter and services to support their recovery).

Challenging to find the 'right person' to help

Feedback suggested that the public finds it difficult to know how to react to some of the issues that might be observed downtown (i.e. if they see someone non-responsive on the street) and where to ask for help when they do. 'The System' is difficult to navigate, and it is difficult to know who to call for what issue. Even though there are booklets and numbers that the City has published, these are difficult to find when people are faced with an incident that does not fit a '911 emergency'. Getting help can become a challenge because the non-emergency numbers are often only attended to during business hours and there is no one monitoring the phones all the time. This has an impact on people's perception of the situation and their willingness to 'get involved' if they do not receive support from the City or other agencies.

Recommendations: DNCSAP's Measures (1/2)

The following are the key recommendations related to the measures within the DNCSAP, separated by each of the three groups of measures.

Recommendations

Group 1: Tiered Responses

1. Downtown Ambassadors Program

- The City should consider implementing a Downtown Ambassadors program in collaboration with the Business Association and the RCMP to enhance supports to the businesses downtown (as originally identified in DNCSAP).

2. Private Security for Parkades

- The City should continue to support the use of private security for City parkades when and where it is deemed necessary.

3. Community Safety Officer (CSO) Program

- Consider an increase in resources and expansion of hourly and geographical coverage as per following scenarios:
 - Scenario 1: Provides the same level of hourly and geographical coverage but accounts for the safety and wellbeing of CSOs – ensures there are 2 FTE per team and 2 teams working at all times (20 CSO FTEs and 1 additional Supervisor).
 - Scenario 2: Increase hourly coverage downtown to 24x7 (24 CSO FTEs and 1 additional Supervisor).
 - Scenario 3: Increase geographical and hourly coverage by expanding beyond Downtown. Increase the number of FTEs to 30 CSO FTEs and 1 additional Supervisor).
 - Investigate options for adequate and effective backup to CSOs when needed
 - Implement Mental Health Support
 - Create Common Standards
 - Invest in Training
 - Investigate and Implement Technology
- #### 4. RCMP Downtown Engagement Team
- Implement this measure when there are sufficient resources within the context of the RCMP's priorities.

Group 2: Public Spaces & Assets

1. Enhanced Clean Team

- Increase Resources & Expand Geographical Area
 - Scenario 1: Increase the number of FTEs to at least 6 to ensure sustained coverage of Downtown.
 - Scenario 2: Increase the number of FTEs to 10 FTEs or more, including 6 FTEs dedicated to sufficient coverage of Downtown, with at least 4 FTEs dedicated to expansion beyond Downtown in neighbourhoods that have expressed a need and desire.
- Along with the expansion of resources, appropriate equipment, including vehicles will need to be procured.
- Increase services that decrease the demand on the CSOs and the clean team (facilities, appropriate disposals, etc.).
- Ensure appropriate reporting structure and align the Clean Team's shift times and locations to CSOs.
- Implement Common Standards including formalized ways of working, handover processes, and responsibilities between the two teams.
- Invest in training and mental health support.

2. Vandalism Relief Grant

- Continue to offer the grant program and ensure appropriate communication.
- Review compliance and enforcement of graffiti bylaws and other actions resulting in uncleanliness or contributing to urban decay.

3. Downtown Parkade Cleaners

- Continue leveraging parkade cleaners to supplement Clean Teams as necessary to attract more traffic to business areas, increase tourism, and strengthen overall sense of safety.

4. Parkade Security Improvements

- Continue to pursue the implementation of the measures recommended by the security consultant, seeking additional funding as required.
- Review options for extending security to suburban parking lots and for providing increased security in other areas of need (e.g. Departure Bay).

Recommendations: DNCSAP's Measures (2/2)

The following are the key recommendations related to the measures within the DNCSAP, separated by each of the three groups of measures.

Recommendations

Group 2: Public Spaces & Assets (cont'd)

5. CPTED Improvements

- Establish clear roles and responsibilities for the continued execution of this measure. CSOs could have time to carry out the suggested CPTED assessments but only if their numbers increase as per proposal in previous pages.
- CSOs need to be kept informed of the process to assess, review and decide on proposed CPTED recommendations they put through to other teams in the City (e.g. Parks) in order to enable a process of continuous improvement and encourage identification of additional opportunities.

6. Rules & Resources

- Rules and resources are best shared by those working with the people in need. Proper awareness and training for the totality of these resources is critical.
- In addition, the rules and resource guide can be posted in shelters and other high-visibility places where they frequently visit. This will increase likelihood of it being used as a reference, particularly considering people are unlikely to keep paper guides.
- If SPO will be leading the coordination of services, efforts will need to be made to ensure awareness and that it appropriately works within the larger governance framework (for upstream feedback).

7. Park Ambassadors

- Proceed with plans to re-establish the program in the summer of 2024.

Group 3: Action Plan Governance

1. Downtown Safety Coordination

- Plan for the hiring of an additional internal Manager-level resource to lead the ongoing coordination and monitoring of the existing plan, as well as to play a central role in facilitating future planning activities, including those outlined in the following section, which proposes a framework for future planning.

2. Interdepartmental Working Group

- Establish a clearly defined governance model for the ongoing monitoring, tracking and reporting of the DNCSAP and any future plans. The following Community Safety & Well-being Framework section contains detailed observations and recommendations related to monitoring and governance.

3. Stakeholder's Committee

- Develop an overarching vision for community safety & well-being in Nanaimo in collaboration with key stakeholders and clearly articulate the roles and responsibilities of each stakeholder towards the collective vision. The following Community Safety & Well-being Framework section contains detailed observations and recommendations related to collaborating with public safety partners.

Additional Recommendations

The following are additional recommendations that resulted from our engagement that did not fit clearly into the existing plan:

- Remove temporary fences when possible, and clearly communicate their need to public
- Create opportunities for positive news in the downtown
- Invest in alternative places for people to go (24 hr. warming centers). The location of these services should be planned in collaboration with partners (i.e., neighbourhood associations, and service providers).

Findings & Recommendations: DNCSAP's Structure, Alignment and Future Planning

The following are the key findings and recommendations identified related the structure of the DNCSAP, as well as its alignment to other plans and future planning.

Findings

- The plan was aspirational, but the success of the outcomes outlined was not all under the city's control.
- For the plan to be fully successful, the city must focus on outcomes within its control and/or coordinate with the other partners that have public safety in their mandate and have a great influence on community safety.
- To objectively evaluate the plan, baseline measures must be established, and appropriate key performance indicators established with regular review and reporting.
- There are overlapping mandates with other strategies that will impact community safety in Nanaimo.
- There were several recommendations the city should consider that do not fall directly within the current DNCSAP but will contribute to achieving its desired outcomes.

Recommendations



Identify a vision or “North Star” and ensure it is clear about what the City of Nanaimo can achieve based on their mandate.



Coordinate with other partners who have a responsibility for public safety.



Set expectations with the public.



Create desired outcomes that

- Have clear definitions
- Are within the control and influence of those working to deliver them
- Are measurable and based on a known and well-understood baseline
- Measurement of outcomes should include input from the public as well as various interested and impacted partners and stakeholders



Build measures or actions that are directly linked and contribute to the achievement of the stated outcomes.



Develop a baseline of data for the measures outlined in the plan and any strategy moving forward. Key performance indicators are critical to providing feedback and understanding the success of initiatives. This will help inform who needs support, what services are provided, funding streams, and resources available. This includes better knowledge of key demographics of those in need to inform the strategy.



The city should **coordinate with those executing other strategies with overlapping mandates**. Any future initiatives, strategies or plans should consider including the following areas of focus which were identified as gaps:

- First Nations truth and reconciliation
- Preventative measures
- Youth-specific measures
- Diverse housing and infrastructure (i.e. 24/7 warming centers)



Create a communications strategy and include public education.

Next Steps

Based on the review of the plans and feedback gathered throughout the engagement process, Deloitte has identified a number of overarching recommendations for the City to consider as part of its next steps activities.



Coordinate with public safety partners

- The social disorder issues Nanaimo faces are a manifestation of complex challenges that cannot be addressed by a single organization. They require a multi-agency approach, with organizations coming together to develop a joint strategy, programs, and initiatives for how to address not only the issues but also the root causes.



Create a governance framework and hire resources

- Development and implementation of a strategy requires a strong governance framework which is responsible for delivery of the whole strategy and its initiatives.
- This requires an understanding and consideration for the varying mandates, authorities, and responsibilities of the various partners and aligning them through formal agreements on which services can be designed and delivered.
- The program, including the governance framework, requires investment in resources and support, not only to deliver services but also resources to support the management, tracking, and reporting to ensure that the desired outcomes are achieved.



Develop key performance indicators

- The ability to measure the impact of the strategy and related initiatives on the desired outcomes is critical to understanding the impact made, track progress during the implementation, and an important communication tool to the public, in support of accountability and perceptions of community safety. The programs and initiatives need to have their own metrics and mapped to the outcomes that they will contribute to and /or achieve.

Implement Recommendations – Critical Path: Invest in CSOs and Clean Teams



- Implement recommendations within this report but start with the most important: The CSO and Clean Team expansion.
- Feedback from participants in the engagement process shows overwhelming support for more CSOs and clean teams, to increase coverage and capacity downtown as well as hotspots in the rest of the city.



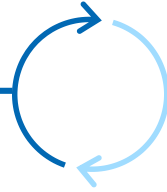
Project Overview & Engagement Summary

Context and Background of the Project

This project was delivered by Deloitte between January and March of 2024, in close collaboration with the City of Nanaimo.

Background & Context

- In recent years Nanaimo has experienced a rise in levels of visible homelessness, open drug use, conflict, vandalism, lack of cleanliness and overall social disorder in the downtown core and surrounding neighbourhoods.
- Residents, business owners and workers have become increasingly frustrated with conditions in the core, as have those in community service organizations who work to improve the lives of people in need. The perception that Downtown Nanaimo has become an unsafe and unruly part of the community has become widespread.
- In 2022, the City of Nanaimo developed the Downtown Nanaimo Community Safety Action Plan (DNCSAP) which recommended specific measures to address the most serious and visible issues affecting viability and safety in the City Centre.¹
- 18 months after the implementation of DNCSAP, and in preparation for a broader Community Safety and Wellbeing Strategy, City Leadership is looking to evaluate the effectiveness of the plan, alignment to City's other strategies and plans and options for consideration for next steps.



Scope & Methodology

SCOPE

The scope of the project was to:

- Evaluate DNCSAP to ensure the existing initiatives and strategies are effectively aligned to reduce crime and promote public safety through multi-sector collaboration. This includes a review of existing initiatives to determine if objectives have been achieved and if the plan is sufficiently resourced.
- Ensure it is aligned with other City initiatives and strategies including City Plan: Nanaimo ReImagined, Health and Housing Action Plan (2021), and the Nanaimo Youth Resilience Strategy.
- Explore the feasibility of expanding measures to be City-wide initiatives.
- Propose a framework to develop the future plans for the City of Nanaimo to consider.²

METHODOLOGY

- There was no baseline data available before the DNCSAP was developed and its measures were implemented. In addition, the measures and outcomes outlined in the plan did not contain objective targets that could be calculated.
- Therefore, the evaluation of whether the program delivered what it set out to accomplish was done using a qualitative methodology – based on feedback from a wide range of stakeholders that contribute to the community safety agenda in the city. This included feedback from interviews, workshops, and sessions (see 'Our Engagement Approach' slide for further detail) to obtain both an evaluation of the perceived achievement of DNCSAP's actions and recommendations for a future framework.
- The recommendations articulated in this document are a reflection of the feedback gathered through this qualitative method and are supplemented by Deloitte's experience in developing strategies and designing and implementing operational changes.

Our Engagement Approach

Deloitte used a variety of approaches to gather information and input into this report, including document reviews, interviews and groups sessions with stakeholders and partners contributing to community safety in Nanaimo, as well as surveys.



Document Review

Reviewed relevant City documents, including:

- Downtown Community Safety Action Plan (DNCSAP)
- City Plan: Nanaimo Reimagined
- Integrated Action Plan (IAP)
- Health & Housing Action Plan
- Youth Resilience Strategy
- CSO Monthly Reports
- Acute Response (Situation) Table Terms of Reference



Interviews

Conducted 14 interviews with 20+ participants representing a wide range of organizations, including:

- Mayor's Office
- Systems Planning Organization (SPO)
- Community Safety Officers (CSOs)
- Nanaimo Sanitation & Clean Teams
- RCMP
- Nanaimo Area Public Safety Association
- Public Safety Committee
- Acute Response (Situation) Table
- Island Health
- Non-profit Service Providers



Workshops

Facilitated 3 workshops with different stakeholder groups to gather feedback on the effectiveness of the DNCSAP, successes, challenges that need to be addressed, and recommendations for next steps. Workshop participants included:

- Select City and Community Safety representatives in the Kick-off meeting
- Situation Table
- Framework Development Workshop – City and partner organizations



Group Engagement Sessions

Led 3 group engagement sessions with 20+ participants:


1. Nanaimo Neighbourhood Associations¹
2. Nanaimo Business Associations, including:
 - Nanaimo Chamber of Commerce
 - Old City Quarter Business Association
 - Victoria Crescent Community Association
 - Downtown Nanaimo Business Association
3. Community Safety Officers (CSOs), including a walkabout of the City



Surveys

Conducted 2 surveys to gather feedback from the following groups:

- Nanaimo Neighbourhood Associations¹
- Individuals with Lived Experience²



Evaluation of DNCSAP

Downtown Nanaimo Community Safety Action Plan

The context for the evaluation of the DNCSAP that has been conducted, as well as considerations related to the scope and limitations of the evaluation are summarized below.

(DNCSAP)

Context for Evaluation

- In late 2021, the Nanaimo City Council commissioned the development of the Downtown Nanaimo Community Safety Action Plan (DNCSAP), concentrating on pragmatic and tangible measures that focus on addressing the highest-risk, most serious, and most visible issues in the city centre. The plan was implemented in 2022.
- Deloitte was asked to conduct an evaluation of the DNCSAP to ensure the existing initiatives and strategies are effectively aligned to reduce crime and promote public safety through multi-sector collaboration. This includes a review of existing initiatives to determine if objectives have been achieved and if the plan is sufficiently resourced.

Evaluation Scope & Limitations

- Through an initial review of available data and information, Deloitte determined that there was insufficient baseline data on the state of challenges the DNCSAP aimed to address. In addition, the outlined objectives and outcomes in the plan were not assigned measurable targets that needed to be achieved, for example, reduce social disorder incidents by 20%. Therefore, it was not possible to do an objective evaluation of whether the measures outlined in DNCSAP effectively achieved the desired plan outcomes.
- In discussion and agreement with the City team, it was decided that the evaluation would be based on the feedback and opinions of individuals across the different groups that participated in the engagement. Each group / interviewee was asked to comment on the outcomes and measures outlined in the DNCSAP, as well as any additional measures or outcomes they would like to see in the next iteration or follow-up to this plan. As there were different levels of awareness and understanding of the DNCSAP, not all participants were able to provide feedback on all of these items.
- The evaluation of the plan was focused on two areas:
 - **Outcomes** – participants in the engagement process were asked to comment on whether they thought the specific 7 outcomes defined in the DNCSAP were achieved or not.
 - **Measures** – Some of the measures in the plan are not readily visible to people outside the City or the Public Safety team, therefore engagement participants lacked awareness and knowledge of whether the measures had been achieved or not. Where this was the case, Deloitte worked with the City's Public Safety team to gather information on the status of the measures and feedback on how they were implemented and any challenges they faced.
- As the CSO Program and Clean Teams are two of the more visible actions in the plan, additional time was spent gathering feedback on the plan and the impact on outcomes from their perspective. The evaluation is provided through a number of sub-sections as shown below.

Downtown Nanaimo Community Safety Action Plan

The DNCSAP articulates 7 desired outcomes, to be achieved through the groups of measures, as shown below. **The evaluation in this report has been conducted with respect to both the DNCSAP's outcomes and measures.**

Desired Outcomes

1. Improved Perception of Downtown

Improved perception of Downtown Nanaimo as an appealing and welcoming place to visit, shop, work and live.

2. Tangible Decrease in Social Disorder

Tangible decrease in incidents of problematic behavior, conflict, property damage, litter and filth, and other examples of social disorder.

3. Support for Businesses and Neighbourhoods

Businesses and neighbourhoods have new connection points to City Hall and feel supported in their efforts to prosper in Downtown Nanaimo.

4. Support for Service Providers & Non-profits

Non-profit service agencies that are active in the city centre provide essential services to persons in need; staff and governing bodies of these agencies will, similar to businesses and residents, have new connection points to the City, and will feel supported in the work they do.

5. Connection to Services

Persons in need in the downtown core will be assisted in connecting to available social services and supports, with the aid of Community Safety Officers, assigned to interact with people Downtown Nanaimo.

6. Compassion-based Approach

Persons in need in Downtown Nanaimo will be approached and treated with compassion, respect and dignity, even in difficult circumstances.

7. Expectations and Responsibilities Understood

Persons in Downtown Nanaimo accept that rights are balanced by responsibilities — all persons understand, strive to meet, and are supported in their efforts to meet the community's expectations on conduct and responsibilities related to social order and behavior.

Groups of Measures¹



Tiered Response

Effective, timely and flexible response to behavioral issues and their impacts in the downtown core and surrounding neighbourhoods, using resources that are best suited to the specific types of incidents.

1. Downtown Ambassadors Program
2. Private Security for Parkades
3. Community Safety Officer (CSO) Program
4. RCMP Downtown Engagement Team



Public Spaces and Assets

City of Nanaimo programs aimed at keeping public spaces and infrastructure clean, safe and accessible.

1. Enhanced Clean Team
2. Vandalism Relief Grant
3. Downtown Parkade Cleaners
4. Parkade Security Improvements
5. Crime Prevention Through Environmental Design (CPTED) Improvements
6. Rules & Resources
7. Park Ambassadors



Action Plan Governance

Coordination of the City's implementation efforts, development of new additional measures, and support for and alignment with measures taken by other agencies.

1. Downtown Safety Coordination
2. Interdepartmental Working Group
3. Stakeholder's Committee

Notes: (1) Refer to Appendix 1 for further descriptions of the measures in the DNCSAP.

DNCSAP Overview & Alignment to Other Strategies

Key Areas of Feedback (1/2)

Key areas of feedback on the overall plan, as provided by participants in the engagement process and Deloitte's team observations.



An aspirational plan

- The outcomes stated in the DNCSAP are aspirational and, if achieved, would greatly enhance the experiences of citizens of Nanaimo. However, the plan does not have direct and objective measurable links between the measures being undertaken and the achievement of the aspirational desired outcomes, both in the DNCSAP or in the City Plan. For example, in addressing the social disorder issues, how will the city impact this issue with measurable actions? How will they address the root causes? How is it being defined and measured?



Within the control and influence of the city

- One of the outcomes of the DNCSAP was to improve the perception of Downtown. There are a wide variety of social, health, economic, political, and even experiential factors that contribute to the perception of safety. Many of these are outside the control and influence of the City of Nanaimo and therefore cannot be addressed effectively through a single program or plan.
- The City has limited mandate, authority, and resources and cannot address all the impacts, and more importantly the root causes of the concerns, such as social disorder, that it is experiencing. The public has limited awareness/understanding of the role of the City and other levels of government. DNCSAP was a tactical plan to address immediate concerns and did not, and was not intended, to address the root causes of these disorders. That requires a cohesive approach from all partners with overlapping mandates – those who are funding or delivering services in the city, to work together toward a single objective



Aligned Vision (North Star)

- A wide range of organizations are working towards a 'community safety agenda' ; across different levels of government, service providers, and non-profits, as well as community groups and business associations. They all have their own mandate, areas of responsibility, governance, and funding streams.
- Almost all those interviewed said that they were not aware of whether the City has an agreed vision or strategy on how to deal with the social disorder issues the City is experiencing. The general feeling is that people are 'trying their best, trying to do what they can, but there isn't a single agreed approach on how best to address these issues and the role that all partners can play.
- Participants in the process recognized that responses to these issues are often driven by values and beliefs and that it would be too ambitious to ask for them all to align. However, they believe that there is value in having a majority view, developed with partners, of the values, strategies, and initiatives needed to effectively tackle the impacts of social disorder in the City as well as coordinating efforts to address the root causes.

Key Areas of Feedback (2/2)

Key areas of feedback on the overall plan, as provided by participants in the engagement process and Deloitte's team observations.



Availability and Capacity of Services

- Participants commented on the lack of availability of a continuum of services for people who need it and the lack of resources to coordinate these services. Many people in the vulnerable population experience challenges that cannot be addressed by a single organization / agency but require a continuum of services to be available at the right time. The absence of the next service that is needed means that person could be back on the street and revert to the same issues for which they received treatment (i.e. someone coming out of a detox facility and cannot find suitable shelter and services to support their recovery, would end back on the street and open to falling back into addiction).
- There is also a notable lack of capacity in services such as; warming centers, housing, mental health & addictions, shelter beds, detox & rehabilitation facilities, and services for individuals with complex needs (e.g. schizophrenia, aggressive behavior).



Baseline Data

- Participants pointed to the lack of baseline data on the vulnerable population that needs support, what services are provided and by whom, levels of responsibility and accountability by the different parties, and the measurement of the impact made or outcomes achieved.
- This feedback was consistent from both organizations on the frontline delivering services, but also other members of the public or organizations in the periphery, such as Neighbourhood Associations. Even organizations that deliver services only access the data they own but cannot see the data that another organization has on a given person in need. This means that the service they can provide is limited in scope, not aligned to other needs the person has, and will potentially not offer a long-lasting impact.

Strategic Alignment: Overview

The following pages provide an analysis of the alignment between the DNCSAP and the various plans that the City has developed, including City Plan: Nanaimo Relimagined, Health & Housing Plan and Youth Resilience Strategy. This was a high-level analysis based on a review of the plans already developed and being implemented by the City, with the aim of answering the two questions highlighted below.



Notes: (1) This will be done through a review of the 7 outcomes defined in section C3.1 of City Plan: Nanaimo Relimagined, which is focused on Community Safety & Security.

Strategic Alignment: Between City Plan & DNCSAP

The table below provides a mapping of which of the **outcomes and measures** of the DNCSAP contribute to the community safety outcomes outlined in City Plan: Nanaimo Reimagined.



Areas of alignment

- The outcomes defined in the DNCSAP are all aligned to and contributing to at least one of the community safety outcomes outlined in City Plan: Nanaimo Reimagined, with the majority contributing to multiple City Plan outcomes.
- DNCSAP measures are also aligned to and contribute to almost all of City Plan: Nanaimo Reimagined's outcomes.



Gaps

- There is only one DNCSAP outcome that contributes to outcome 4 in City Plan: Nanaimo Reimagined. This is due to the tactical nature of DNCSAP, more short-term actions, being out of alignment with outcome 4, which is looking at root causes – long-term actions. The Rules & Resources Measure aims to assist individuals in need with available programs and services, and are not directly addressing root causes.
- With respect to outcome 5, only the CPTED Improvements measure relates to identifying and leveraging best practices in design & land use.

City Plan Outcomes ¹	DNCSAP Outcomes	DNCSAP Measures
1. A caring, healthy, accessible, inclusive & safe community	<ul style="list-style-type: none"> • Support for Businesses and Neighbourhoods • Connection to Services • Compassion-based Approach • Expectations and Responsibilities Understood 	<ul style="list-style-type: none"> • Downtown Ambassadors Program • CSO Program & Private Security for Parkades • RCMP Downtown Engagement Team • Vandalism Relief Grant • Downtown Parkade Cleaners & Enhanced Clean Team • Park Ambassadors
2. A high degree of perceived & actual public safety & security	<ul style="list-style-type: none"> • Improved Perception of Downtown • Tangible Decrease in Social Disorder • Support for Businesses and Neighbourhoods 	<ul style="list-style-type: none"> • CSO Program & Private Security for Parkades • RCMP Downtown Engagement Team • Parkade Security Improvements
3. A safe Downtown	<ul style="list-style-type: none"> • Improved Perception of Downtown • Tangible Decrease in Social Disorder 	<ul style="list-style-type: none"> • CSO Program & Private Security for Parkades • RCMP Downtown Engagement Team • Parkade Security Improvements
4. Programs & services that address root causes	<ul style="list-style-type: none"> • Connection to Services 	<ul style="list-style-type: none"> • Rules & Resources
5. Continued use of best practice when reviewing design, land use & space programming	<ul style="list-style-type: none"> • n/a 	<ul style="list-style-type: none"> • CPTED Improvements
6. A wealth of safe, equitable & inclusive public spaces	<ul style="list-style-type: none"> • Compassion-based Approach • Expectations and Responsibilities Understood 	<ul style="list-style-type: none"> • Downtown Ambassadors Program • CSO Program & Private Security for Parkades • Downtown Parkade Cleaners & Enhanced Clean Team • RCMP Downtown Engagement Team • Vandalism Relief Grant • Park Ambassadors
7. Safety and security in all parts of the City supporting community members and businesses	<ul style="list-style-type: none"> • Improved Perception of Downtown • Tangible Decrease in Social Disorder • Compassion-based Approach 	<ul style="list-style-type: none"> • CSO Program & Private Security for Parkades • RCMP Downtown Engagement Team • Parkade Security Improvements • Vandalism Relief Grant • Rules & Resources • Park Ambassadors

Notes: (1) The 7 outcomes of section C3.1 of the City Plan, which is focused on Community Safety & Security. Complete descriptions of the outcomes shown are included in Appendix 4.

Strategic Alignment: Between DNCSAP and Other Plans

This page provides an overview of the analysis of these plans and the identified alignment and gaps between the DNCSAP and the Youth Resilience and Health & Housing Plans.

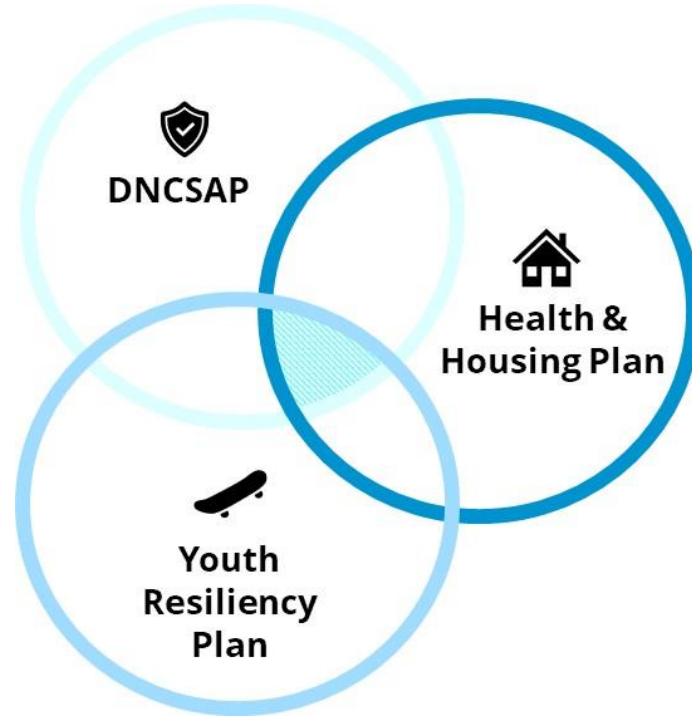
DNCSAP ↔ Youth Resilience

Alignment

- The Youth Resilience Plan focuses on youth outreach, which aligns with DNCSAP's outcome for Connection to Services.

Gaps

- The youth strategy focuses on safe youth gathering spaces, which does not appear in DNCSAP but aligns with the engagement findings outlined in this report, as there is a need for increased infrastructure (places and spaces) for people who are unhoused.
- The youth mentoring program is an area that is not touched upon in DNCSAP; peer outreach and mentorship do align with the overall DNCSAP strategy and could be considered.
- The youth strategy discusses media and communications. This is a measure that is missing from DNCSAP. However, it is a key factor, as identified through the interviews, in influencing the perception of safety.



DNCSAP ↔ Health & Housing

Alignment

- Challenging discrimination and stigma are implied in the DNCSAP through the Compassionate Approach outcome but could be further emphasized.
- Governance is discussed in both plans, and opportunities should be examined to see if links can be made given the overlapping mandates; the H&H plan also discusses community engagement which is critical for feedback.
- The Complex Need Capability section of the H&H plan aligns with the Connection to Services highlighted in the DNCSAP; DNCSAP could take a similar approach by assessing these services according to access to basic needs via a human rights approach.

Gaps

- Truth and Reconciliation including improving community cohesion & indigenous belonging is not currently mentioned explicitly in the DNCSAP and could be contemplated in a new framework including in consideration of future governance structures.
- Diverse housing options including 24 hr. / 365-day options for people to go to (i.e., expanding warming centers) as well as integrating health and housing will have a direct effect and align with the DNCSAP.
- Preventative measures, including reducing poverty were discussed throughout the engagement process as an important aspect of the success of DNCSAP and are key focus areas in the H&H plan.

Strategic Alignment: Recommendations

In addition to the tactical improvement opportunities made in previous pages, there are some key strategic recommendations for the City to consider.



Identify the “North Star”

Define a vision for what the City aims to achieve in the foreseeable future (five, ten, or fifteen years). The inclusion of a definition of what ‘community safety and wellbeing’ means for the City of Nanaimo will build parameters around the strategy and what should be included.

Be clear on what the city can achieve within its control and influence. Ensure the vision, and desired outcomes of any city strategy or plan link to measures that are within the city’s mandate.

If aspirational outcomes require coordination with other partners (i.e., other levels of government, health authorities, or non-profits), outline a critical path on how to work with or influence decisions to meet collective goals. A key success factor to this plan is on preventative measures, and access to resources. Many of these measures would require partnering with other agencies to achieve.

This will help set expectations and foster accountability to the public.



Areas of Focus

Future initiatives, strategies or plans should consider including the following areas of focus which were identified as gaps:

- First Nations truth and reconciliation
- Preventative measures
- Youth specific measures
- Diverse housing and infrastructure (i.e. 24/7 warming centers)



Develop Baseline

Develop a baseline of data for the measures outlined in the plan and any strategy moving forward. Key performance indicators are critical to providing feedback and understanding the success of initiatives. This will help inform who needs support, what services are provided, funding streams, and resources available.¹

DNCSAP Desired Outcomes

DNCSAP Evaluation: Outcomes (1/5)

The table provides a summary of feedback received throughout the engagement on whether the DNCSAP outcomes have been achieved.

Outcome	Positive Impact	Remaining Challenges
<p>1</p> <p>Improved Perception of Downtown</p>	<ul style="list-style-type: none"> Feedback suggests that the perception of downtown has somewhat improved, and that has been primarily attributed to the visible presence of Community Safety Officers (CSOs). The CSO program, combined with the visible presence of the RCMP Bike Team, provide citizens with a sense of security – they feel safer when they see uniformed staff on the streets. Interviewees also commented that the CSO program has been a successful ‘stop gap’ and that downtown would have been worse if they were not there. The Clean Team was also viewed to have a positive impact on the Downtown, with participants citing that there is a sense of safety when public spaces are clean and cared for. 	<ul style="list-style-type: none"> Achieving the perception of a ‘Safe Downtown Nanaimo’ remains a challenge, primarily due to the fact that perception is an output of a range of factors, many of which are outside of the City’s control and influence. Lack of alternative ‘day accommodation’ both in terms of space availability and coverage in hours, means that vulnerable people are on the street for most of the day, impacting the perception of safety. CSOs are a great step in mitigating some of these impacts and perceptions but they were not intended to address the root causes, which are still not adequately addressed. Fenced-off areas in the Downtown have exacerbated the perception challenges, and are seen as a physical manifestation of social disorder issues. In addition, feedback suggested that fencing-off areas, such as the Italian Square Park in 2021, might remove the social disorders from that area but also stops everyone from using and enjoying the facilities. Negative media was also noted as perpetuating an unfavorable perception of Downtown.
<p>2</p> <p>Tangible Decrease in Social Order</p>	<ul style="list-style-type: none"> Some participants who provided feedback noted a decrease in the most dangerous and acute instances of social disorder. Feedback also pointed to the success of the RCMP Repeat Violent Offender program, achieving an 85% success rate in apprehending the repeat offenders identified by the Nanaimo Hub, one of the 12 hubs established by the Province as part of its Public Safety Plan. 	<ul style="list-style-type: none"> The City did not have data on the number of social disorder incidents Downtown prior to the implementation of DNCSAP. The absence of this baseline makes it challenging to determine whether this outcome has been achieved or not. Similar to the ‘perception of safety’, opinions on what constitutes a ‘social disorder’ are relative to the observer – people have different levels of tolerance based on their personal views and experiences, and sometimes even dependent on who they are with when they observe social disorder. For example, someone might not notice / mind a social disorder incident if they are Downtown on their own, but they might consider it a problem if they observe it when walking with their young child. Decriminalization has brought drug use into the open – and while this is seen as a positive in enabling people to get connected to services and a better alternative to using harmful substances indoors and unsupervised – it is also recognized by almost everyone that this has led to an increase in social disorder. Comments were also made that current Downtown-focused efforts have “pushed out” social disorder to other areas (e.g. Woodgrove). Some of the support services to the vulnerable population also become attractants for street disorder (e.g. drug trafficking, theft, brandishing of weapons, litter, loitering, fights, etc.). The majority of engagement participants noted that there was no overall decrease in social disorder incidents.

DNCSAP Evaluation of Outcomes (2/5)

The table provides a summary of feedback received throughout the engagement on whether the DNCSAP outcomes have been achieved.

Outcome	Positive Impact	Remaining Challenges
<p style="text-align: center;">3</p> <p>Support for Businesses and Neighbourhoods</p>	<ul style="list-style-type: none"> The CSO program, Clean Team and Vandalism Relief Grant have been very well received and have had a positive impact on businesses Downtown feeling supported by the City. Feedback from Neighbourhood Associations suggests that people living outside of downtown value the presence of CSOs and have noticed the positive impact they have made to making the space feel a bit safer. The Clean Team has also had a positive impact on the Downtown, commented on by both businesses and Neighbourhood Associations. The Public Safety team has been a valuable new connection point between the businesses and the City. 	<p>Ongoing Support for Businesses</p> <ul style="list-style-type: none"> Security challenges to their properties are still being felt. CSOs do not cover the night shift and Footprint Security coverage has been challenging. Business Associations commented that they had to find their own security services for Victoria Crescent and have noticed that security in other areas has dropped their 'beat' from 8 times a night to 4 due to lack of resources and concerns for their staff's safety. There is a greater desire for business development-focused initiatives that will improve perception and bring more business to Downtown, such as the Night Market or similar events. Feedback suggests that high lease rates, combined with impact of social disorders on shoppers, has caused businesses in the Downtown to close, even those that have been operating for a long time. A clear approach is required to decision-making around where services and facilities for persons in need are placed. People are accepting of the needs for services, however they do not feel that the relevant agencies are taking into account the associated social disorder that accompanies those services (e.g. drug use, littering, criminal incidents and fights around the service building). <p>Neighbourhoods Associations</p> <ul style="list-style-type: none"> Neighbourhood Associations expressed a strong desire to be seen as partners to the City and for a collaborative approach when considering new housing projects or centers / spaces for the vulnerable population. They often feel that they are consulted 'after the fact' and that their concerns and feedback are not taken into account, a more recent example being the announcement of new facilities in Newcastle. They also commented that often, when consulted, they are asked to provide feedback on a particular site, but they feel that the City is not considering the full picture of impacts to the neighbourhoods – e.g. 'what happens between the sites, around the sites, walking routes between the sites, etc.'? There is a need for additional CSO and Clean team resources, as well as increased coverage in both hours and areas in the City they can support.

DNCSAP Evaluation of Outcomes (3/5)

The table provides a summary of feedback received throughout the engagement on whether the DNCSAP outcomes have been achieved.

Outcome	Positive Impact	Remaining Challenges
4 Support for Service Providers & Non-profits	<ul style="list-style-type: none">• The level of experience, expertise and the way CSOs work, has been a key point of difference noted by service providers, when compared to other enforcement teams they interact with. CSOs have built strong relationships with service providers and non-profit organizations, both through their interactions with the clients of these organizations (vulnerable people) but also in directing to services and helping to coordinate service delivery and support as required.• Mental Health and Outreach workers feel comfortable going out with CSOs to encampments and other areas where vulnerable people are, in support of each other's work.• The Public Safety team has been a great new point of connection between the service providers and the City, contributing to their sense of feeling supported in the work that they do.	<ul style="list-style-type: none">• These organizations continue to experience challenges due to limited resources and capacity to support the people who need it.• Coordination across service providers at a tactical level is good and continues to improve. However, there is a lack of planning, availability and visibility of a 'continuum of services' to cater to the different needs, and ease of visibility and accessibility of what capacity might be available, which leads to people spending ample time on the phone or otherwise attempting to coordinate services (e.g. to find a place or bed for someone when it is really needed).

DNCSAP Evaluation of Outcomes (4/5)

The table provides a summary of feedback received throughout the engagement on whether the DNCSAP outcomes have been achieved.

Outcome	Positive Impact	Remaining Challenges
<p style="text-align: center; font-size: 2em; font-weight: bold;">5</p> <p style="text-align: center; font-weight: bold;">Connection to Services for Persons In Need</p>	<ul style="list-style-type: none"> Resources guides and the CSOs have been very helpful in facilitating connections to services for persons in need. The CSOs have built valuable relationships with both persons in need and service providers, playing a vital role in connecting individuals in need to available services. Similar feedback was received through the surveys conducted by service providers with some of the people in need. Feedback received also suggests that in addition to directing to available services, in some cases, CSOs also provide tactical help with transporting belongings, making connections to family members, transporting people to services, etc. 	<ul style="list-style-type: none"> Resource guides should also be posted where they are most visible, as individuals are unlikely to keep paper-based pamphlets. Hours of operations for all services, individually and across the service providers, continues to be a challenge. Places where people in need can go to during the day are not open early enough or stay late enough. When CSOs try to move people away from shop fronts or public places downtown ready for businesses to open, there are no other places open for them to go, so they simply move to another location downtown. Timely access to services continues to be a challenge. This is very important for addressing the root causes of the challenges people are facing and an important step to providing a potential long-term solution rather than a tactical step. Some members of the vulnerable population may have ‘moments of clarity’ where they recognize the need and ask for help. This is where CSOs can be most helpful, in directing them to the right service. Resource guides should also be posted where they are most visible, as individuals are unlikely to keep paper-based pamphlets. <p>Finding Someone to Help</p> <ul style="list-style-type: none"> Feedback suggests that the public finds it difficult to know how to react to some of the issues that might be observed downtown (i.e. if they see someone non-responsive on the street) and where to ask for help when they do. “The System” is difficult to navigate, it is difficult to know who to call for what issue. Even though there are booklets and numbers that the City has published, these are difficult to find when people are faced with an incident that does not fit a ‘911 emergency’. Getting help can become a challenge because the non-emergency numbers are often only attended to during business hours and there is no one monitoring the phones all the times. This has an impact on people’s perception of the situation and also their willingness to ‘get involved’ if they do not receive support from the City or other agencies.

DNCSAP Evaluation of Outcomes (5/5)

The table provides a summary of feedback received throughout the engagement on whether the DNCSAP outcomes have been achieved.

Outcome	Positive Impact	Remaining Challenges
<p>6 Compassion-based Approach</p>	<ul style="list-style-type: none"> Feedback from persons in need highlighted very positive interactions with CSOs and they believe they have been treated with compassion. This has also been noted by other groups engaged during this project. Members of the City’s vulnerable population feel they can talk to CSOs, and they have built relationships which make it easier and less confrontational for them to do their job (e.g. remove individuals from doorways of shops). There is a high degree of cooperation, trust and mutual respect between the CSOs and other service providers. 	<ul style="list-style-type: none"> Compassion from the rest of the public continues to be a challenge. Some anecdotal feedback gathered through interviews suggests that public’s compassion can sometimes significantly diminish when they do not receive support from other agencies. One example provided was of a member of the public noticing someone on the street who appeared not to be moving. They called 911 and ambulance arrived but left without taking the person to hospital. The member of the public tried to call other services but could not get a response and did not know where else to get help. Not knowing what to do, finding ways or people to help, or inability to provide long-lasting help can lead to compassion fatigue, which can be a detriment to any public involvement in support of efforts to address these issues.
<p>7 Expectations & Responsibilities Understood</p>	<ul style="list-style-type: none"> CSOs play a key role in educating the City’s vulnerable population on the expectations community have on them for how they behave, and reinforce them as part of their daily interactions. Some service providers, such as shelters, also mandate people using the service to sign and follow ‘Good Neighbor Agreements’. 	<ul style="list-style-type: none"> Achieving this outcome will continue to be a challenge as some persons in need might struggle to understand or comply with such expectations and responsibilities, given the behavioral challenges they experience. <p>Public Education and Communication</p> <ul style="list-style-type: none"> More needs to be done to educate and communicate with the public on the issues Nanaimo is facing and how the City is responding. The critical areas where this is required are: the role and mandate of the City versus other agencies to address the issues, what is being done to provide and coordinate services, successes that have been achieved, how to respond / deal with a situation they might come across, and ‘fighting back’ disinformation with facts about inaccurate news reports. An example of education provided relates to workshops organized by the Mental Health team with workers of the Coastal Credit Union working in Downtown. Its employees were feeling helpless and unsafe coming into work among all the social disorder they were noticing. They did not know how to deal with the circumstances or what they could do to help. The workshop provided them with advice, simple tools, and resources they could access. Education also needs to be provided on the role and mandate of the City versus other agencies, i.e. what the City can and cannot do, what is criminal behavior, versus a social disorder issue. Transparency and clarity on some of these topics will go a long way towards achieving a common understanding of the efforts that are being made and the outcomes that can be achieved.

DNCSAP Outcomes: Recommendations

Based on the review of the plans and feedback gathered through relevant interviews, there are a number of strategic recommendations for the City to consider as part of its next steps activities.

Strategy Building Recommendations



Create desired outcomes that

- Have clear definitions
- Are within the control and influence of those working to deliver them
- Are measurable and based on a known and well-understood baseline
- Measurement of outcomes should include input from the public as well as various interested and impacted partners and stakeholders



Build measures or actions that are directly linked and contribute to the achievement of the stated outcomes.

Additional Recommendations

The following were additional recommendations that resulted from our engagement that did not fit clearly into the existing plan and are not found in more detail within the following DNCSAP Measures section.

- Remove temporary fences when possible, and clearly communicate their need to public
- Create opportunities for positive news in the downtown
- Invest in alternative places for people to go (24 hr. warming centers). The location of these services should be planned in collaboration with partners (i.e., neighbourhood associations, and service providers).

DNCSAP Measures

DNCSAP Evaluation of Measures: Overview

The tables below provides an overview of the status of each of the measures outlined in the plan. The subsequent slides contain additional details on how each measure was implemented and any challenges experienced during the implementation which need to be addressed or mitigated in the future.

	Measures	Status
Group 1: Tiered Response	1. Downtown Ambassadors Program	Not Delivered
	2. Private Security for Parkades	Delivered
	3. Community Safety Officer (CSO) Program	Delivered
	4. RCMP Downtown Engagement Team	Delivered

	Measures	Status
Group 2: Public Spaces & Assets	1. Enhanced Clean Team	Delivered
	2. Vandalism Relief Grant	Delivered
	3. Downtown Parkade Cleaners	Delivered
	4. Parkade Security Improvements	In Progress
	5. CPTED Improvements	In Progress
	6. Rules & Resources	Delivered
	7. Park Ambassadors	Partially Delivered

	Measures	Status
Group 3: Action Plan Governance	1. Downtown Safety Coordination	Partially Delivered
	2. Interdepartmental Working Group	Partially Delivered
	3. Stakeholder's Committee	Partially Delivered

Group 1



Tiered Response

Effective, timely and flexible response to behavioral issues and their impacts in the downtown core and surrounding neighbourhoods, using resources that are best suited to the specific types of incidents.

1. Downtown Ambassadors Program
2. Private Security for Parkades
3. Community Safety Officer (CSO) Program
4. RCMP Downtown Engagement Team

Group 1 - Downtown Ambassadors Program

Measure

The City will develop, in collaboration with other interested organizations, a Downtown Ambassadors program.

Status

Not Delivered

How it was Implemented

This measure has not been delivered.

Context & Challenges

- Downtown Ambassador programs are typically functions of Business Associations (e.g. Kelowna, Kamloops, etc.) or delivered jointly with RCMP (e.g. Maple Ridge).
- Prior to the implementation of the DNCSAP, an Ambassador program was put in place for approximately one year, funded by a Service Canada grant. The program did not continue when the funding lapsed.
- Due to the limited capacity of Business Associations and RCMP in Nanaimo, a “coalition” approach with community organizations was proposed. However, resource capacity constraints have prevented this coalition approach from being pursued further.
- In the neighbourhood association survey, the ambassador program (tied with the Vandalism Relief Grant, developing and distributing resource guides, and establishing a Park Ambassador program) was the third most widely requested (4 of 11 responding neighbourhoods) measure requesting to be extended to beyond downtown. This measure was third to expanding the clean teams and the CSOs to neighbourhoods.

Recommendations

The City should consider implementing a Downtown Ambassadors program in collaboration with the Business Association and the RCMP to enhance supports to the businesses downtown.

Group 1 – Private Security for Parkades

Measure

The City will continue to rely on Private Security for City parkades and facilities.

Status

Delivered

How it was Implemented

This measure has been delivered and has contributed to overnight safety in the parkades (particularly in absence of CSO coverage overnight).

Context & Challenges

- Recruitment, retention, and costs have been key challenges.
- It has been noted that there is less concern going into parkades and that security helps build a sense of safety.
- Individuals with lived experience have cited negative experiences with security officers (e.g. rude interactions).

Recommendations

The City should continue to support the use of private security for City parkades when and where it is deemed necessary.

Group 1 – Community Safety Officer (CSO) Program (1/7)

Measure

The City will create the CSO position, and hire, train and deploy a team of twelve CSOs in Downtown Nanaimo.

Status

Delivered

How it was Implemented

- CSO team is part of the City’s Community Safety Division.
- The CSO team is made up of 11 full-time employees and 1 Supervisor.
- The team provides coverage 7 days a week, 16 hours/day, 07:00 - 23:00 in two shifts: 07:00-17:30, and 12:30-23:00.

Context

The Community Safety Officer (CSO) program is one of the main and more visible measures of the DNCSAP. This and the following pages provide an overview of the program, some of its challenges and areas for future consideration.

Scope & Role

- CSOs are City of Nanaimo employees and are similar to Bylaw Enforcement Officers in legal authority and status, both of which are outlined in the Community Charter.
- Their primary role is to:
 - Engage with persons in need - to explain rules and expectations, deescalate difficult situations, listen to concerns, and provide assistance where possible;
 - Interact with downtown businesses as business liaison;
 - Build relationships with service providers in Downtown Nanaimo, providing support and assistance;
 - Enforce camping rules;
 - Be proactive in identifying issues, de-escalating situations, and providing assistance where possible; and
 - Focus on downtown to help improve the health and safety of Downtown Nanaimo

Operational Overview

- The team is multi-disciplinary, its members are recruited from a variety of backgrounds and experiences, which have proven critical to the ability of the team to deal with the challenges they face. These experiences range from social work, people with experience in housing, working with mental health services, and law enforcement.
- In the continuum of public safety entities and occupations that maintain public safety, peace, and security, their role falls in between the City’s bylaw officers and the RCMP’s law enforcement officers.

Group 1 – Community Safety Officer (CSO) Program (2/7)

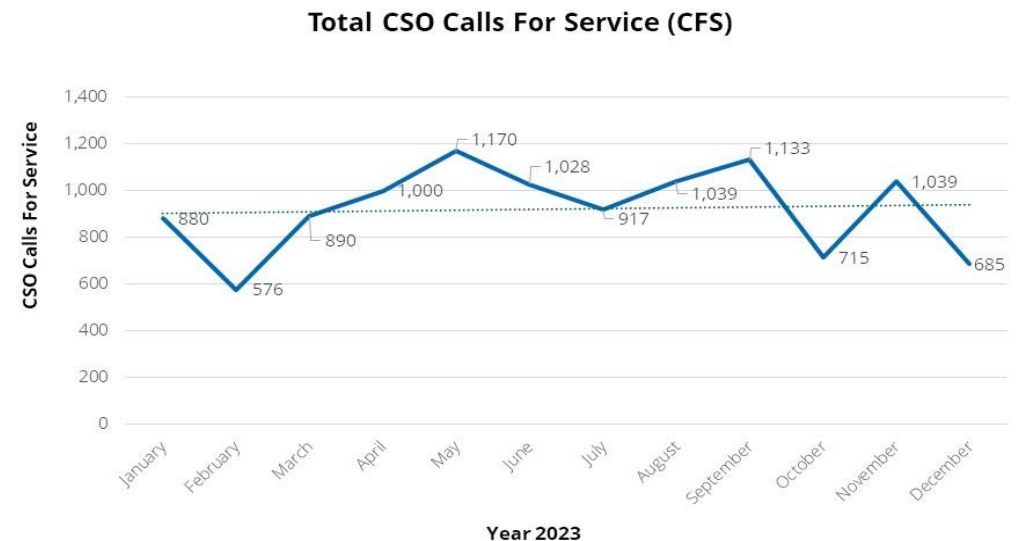
In an attempt to understand the workload of the CSO team and determine the adequacy of the available resource, Deloitte analyzed the number of Calls for Service (CFS) which the team recorded in 2023.

Context – Workload & Calls for Service

- CFS numbers used for the analysis have been gathered through the CSO Monthly Reports provided to Deloitte.
- Given that this is the first full year of operations, the team has been looking at how and what information it collects. For example, partway through the year, the team added more codes in the system to increase the level of detail of the types of incidents that officers are attending.
- A review of the reports suggests that CSOs are providing support in several areas, some of which are:
 - Assisting RCMP;
 - Assisting Fire Department;
 - Assisting Emergency Health Service;
 - Assisting Outreach teams;
 - Providing First Aid
 - Mental Health incidents;
 - Social Disorder incidents;
 - Welfare Checks –individuals on the street to check life/wellbeing;
 - Extinguishing fires – no Fire Department call out;
 - Security in Parkades;
 - Confiscating Weapons;
 - Removing encampments;
 - Overdoses and administering Naloxone.
- Estimating the total workload of the team and determining how many resources are needed is not possible as the team is not able to record the time that they spend on each incident.

Analysis of Calls for Service (CFS)

- The total number of CFS that CSOs reported attending in 2023, is **11,072**, an average of **923 CFS per month**, as shown in the figure below.
- Given that this is only data for 1 year, it is difficult to determine a pattern of increases or decreases or any correlations between the factors that could impact those calls such as seasonality.
- Most of the demand for CSOs is through proactive work, officers going ‘on the beat’ patrolling and offering support. Therefore, the number of CFSs they can attend is primarily driven by officer availability. The lower number of recorded CFS in a given month could be an indication of fewer officers working in that period.



Group 1 – Community Safety Officer (CSO) Program (3/7)

In addition to the successes highlighted on page 20, the following are additional points of feedback gathered on the CSO program from engagement participants.

Successes



Role in the Emergency Response Continuum

- In the short time that CSOs have been operating, they have proven to play a critical role in contributing to public safety in the City.
- Anecdotal evidence suggests that they are responding to calls for service that would have otherwise been dealt with by the primary emergency response services; police, fire, and health. CSO response to some calls enables a better response overall by facilitating the process of the ‘right person for the right incident’ and allowing specialist staff to focus on more serious and critical incidents.
- The relatively lower cost of the program compared to other emergency responses also allows for a better allocation of limited public resources.



Compassionate Face of the City

- The CSO program is the visible evidence that the City is taking a compassionate approach to dealing with the persons in need in the streets, one of the key outcomes of the DNCSAP.
- The Individuals with lived experience that were engaged through this process, have stated largely positive experiences with CSOs.
- CSOs have been able to build trusting and mutually respectful relationships with vulnerable people, which not only contributes to other DNCSAP outcomes but is a key factor in contributing to the overall welfare of the community living on the streets.



Key Contributor to Public Safety

- Members of the public have started to see a change in Downtown as a result of the work of the CSO program. Engagement participants have noted that they feel safer when they see CSOs as they are a visible sign that they are safe.
- Feedback has suggested that the situation in Downtown Nanaimo would have been much worse in recent years if CSOs were not present.



Key Connection To Service Providers

- CSOs have been able to establish strong working relationships and connection points to service providers in the City, directing persons in need to the right provider, as well as facilitating access to services when they are needed.
- The knowledge, skills, and experience of CSOs are a welcome support to other service providers such as outreach workers, clean teams, shelter providers, etc.



Key Contributor to Public Health

- BC is in an opioid crisis, experiencing significant numbers of drug poisonings/overdoses.
- CSOs can administer first aid and Naloxone kits. The number of overdose incidents that CSOs have been attending has steadily risen every month in 2023.
- They play a significant role as frontline staff in dealing with overdoses, preventing significant harm, and saving lives in the vulnerable population.

Group 1 – Community Safety Officer (CSO) Program (4/7)

Analysis of feedback received and discussions with CSOs have identified a number of challenges the program faces, coupled with recommended improvements for consideration by the City.

Challenges



Resources & Geographical Restrictions

- The program has been seen as a great success by the public, businesses and other organizations engaged through this project.
- This, in turn, has led to comments that there are not enough CSO resources, they do not cover all areas outside downtown and they are not available at nighttime when businesses still suffer from social disorder issues.
- In the neighbourhood association survey, 5 of 11 responding neighbourhoods agreed with expanding the CSO program, with 3 of the 5 respondents who chose this measure representing neighbourhood associations in close proximity to Downtown (Old City, Newcastle, Bradley Street). It is likely that these neighbourhoods are seeing some of the impacts of what is happening downtown move to their community (see Appendix 2).
- Pedestrian mobility and the ability to enjoy outdoors and use of parks and beaches was identified as one of the main benefits of living outside of downtown. Many of these spaces are perceived to be unsafe. Respondents of the neighbourhood association survey expressed a desire for particular attention to these “hotspots” (e.g. Bowen Park, St. George Ravine Park, Departure Bay & Long Lake Beaches, Harewood Mall). Active patrols to address instances of social disorder in these “hotspots” have been requested by multiple neighbourhoods (e.g. via CSOs, private security, etc.).
- While the challenges faced by neighbourhoods outside Downtown are acknowledged, in our group engagement sessions with Business Associations and other stakeholders, it was noted that any expansion should not come at the expense of Downtown, particularly considering the difficulties in keeping up with the needs of Downtown to-date.

Recommendations



Increase in Resources & Service Area

- The CSO program has made a significant impact to perceived safety Downtown Nanaimo. This resource is within the City’s control, and therefore provides the opportunity to influence their mandate, priorities and resources to best meet the city’s needs.
 - The City should consider increasing the number of CSO FTEs (from 11 at present), and coverage, both geographical and hour availability. (See Appendix 3 for details). The following scenarios can guide the City’s future planning efforts. It is important to note that in addition to salary costs, the cost of additional resources for each officer will need to be planned and budgeted for (including IT tools, desk space, personal equipment and uniforms, vehicles, etc.). In addition, increases in CSO numbers will also require increased level of supervision and management, and therefore additional supervisory resources need to be considered.
- Scenario 1:** Provides the same level of hourly and geographical coverage but accounts for the safety and wellbeing of CSOs – ensures there are 2 FTE per team and 2 teams working at all times
- Increase the number of CSO FTEs to 20 FTEs – an additional 9 FTE of CSOs
 - Increase Supervisor resource by 1 FTE (based on current ratio of 1 Supervisor :11 CSO FTEs)
- Scenario 2:** Increase hourly coverage downtown to 24x7
- Increase the number of CSO FTEs to 24 (additional 13) and 1 extra Supervisor
- Scenario 3:** Increase geographical coverage by expanding beyond Downtown. Increase the number of FTEs to 30 including:
- 20 FTEs dedicated to sufficient coverage of Downtown - Scenario 1
 - 10 FTEs dedicated to providing coverage on a rotating basis across several neighbourhoods with the highest need. This would also require an additional Supervisor to the one in Scenario 1.

Group 1 – Community Safety Officer (CSO) Program (5/7)

Analysis of feedback received and discussions with CSOs have identified a number of challenges the program faces, coupled with recommended improvements for consideration by the City.

Challenges



Physical Safety and Liability

- CSOs are on the frontline, engaging with vulnerable people who could pose significant risks to CSOs' health and safety, resulting from behavior driven by mental health challenges and substance use.
- However, CSOs do not have the tools and available backup that police officers would have in similar situations.
- In some cases, CSOs also transport vulnerable people to services using City-provided vehicles. This poses challenges to the safety of the officer as well as raises liability and legal challenges for the City in the event of vehicle accidents.
- Radios are not an effective communication as there is no continuous monitoring of the radio frequency, and there is no facility to ask for immediate help in the event of harm or injury. Unlike police officers, who are in constant communication with Dispatch and can call for help at the push of a button, CSOs will have to rely on 911 to ask for help.



Wellbeing and Mental Health Support

- CSOs have built strong relationships with the persons in need living on the streets downtown. In many cases, they know people by name. They also see people in distressing situations all day and every day.
- Whereas it is recognized that this is 'part of the job', it is important to note that it poses significant challenges to officers' well-being and mental health. Hours taken as 'sick', which is often an indicator in law enforcement of staff wellbeing, are high. Numbers for 2023, the only data available, show that the average per team member (including the supervisor) was 139 hours of sick leave (~17.3 days).

Recommendations



Back-up Service and Policy Review

- Investigate options for providing adequate and effective backup to CSOs when needed. One option could be to formalize priority access to the City's team that manages the non-emergency number or the Public Works team (after hours).
- The type of work that CSOs are doing is unlike any other role in the City and therefore carries additional risks and potential liabilities for the City. It is recommended that the City reviews the relevant policies to identify any potential changes, mitigating actions, or other considerations to ensure that CSOs and the City have adequate legal and financial coverage.



Implement Mental Health Support

- Investigate resources to offer comprehensive wellbeing and mental health support to the CSO team, in line with the challenges they face in their unique role. Examples of this should come from support available to police officers and other emergency responders.
- Consider implementing mandatory debriefing after traumatic incidents to start to help the team deal with what they have witnessed. Making the debriefings mandatory removes any potential stigma associated with 'asking for help'.

Group 1 – Community Safety Officer (CSO) Program (6/7)

Analysis of feedback received and discussions with CSOs have identified a number of challenges the program faces, coupled with recommended improvements for consideration by the City.

Challenges



Operational Support

- The team is very young, it became operational in 2022. The focus at the time was to get the team quickly up and running to address the growing demand from the public and the City for action to be taken. This means that not enough time was set aside to establish and document the standard and expected ways of working, common processes, etc.
- City leaders have recruited CSOs who have extensive experience and expertise to perform the job, however, this is not standardized across the whole team. Team members rely on their personal experience and are learning about how others work through the job, which can lead to inconsistencies in how service is delivered, or how people deal with various situations.



Training

- In addition to the training available as City employees, the team also receives some basic training for their role (e.g. first aid, CPR, drug identification).
- For the majority of the work they do, officers rely on training received in their previous jobs and their extensive experience. This means that not every team member has a foundational set of common expertise relevant to the CSO role, and therefore the way they respond to similar situations and incidents is different.

Recommendations



Create Common Standards

- It is recommended that investment is made in time and effort to agree on and develop common ways of working, with the aim of delivering consistent service, minimizing variability in how team members deal with various incidents, and agreeing on a common set of standards that are based on the extensive experience and expertise available in the team.
- The areas that would benefit from this approach include responding to and dealing with different types of incidents, tools to manage own wellbeing and mental health, services to support vulnerable people (i.e. helping with housing applications), knowledge sharing, and debriefing process.



Invest in Training

- It is recommended that, following agreement and design of common standards (as mentioned above) investment is made in time and effort to identify the training needs of the team.
- This needs to be followed by an identification of the appropriate formal and informal training resources that could be available, and building training plans for each team member.
- Training needs to include both physical and wellbeing and mental health requirements of the role.

Group 1 – Community Safety Officer (CSO) Program (7/7)

Analysis of feedback received and discussions with CSOs have identified a number of challenges the program faces, coupled with recommended improvements for consideration by the City.

Challenges



Data Recording and Tracking

- The current platform used by CSOs to document and report on incidents is limited in its ability to allow for accurate classification of events (e.g. if a wellness check occurs in a Parkade). The platform does not permit “ticking off” the relevant identifiers), making it challenging to understand different areas CSOs are dealing with and therefore impact they are making. The current process also is manual and time-consuming, resulting in information not being accurately recorded.
- This presents a challenge not only for determining their workload, and therefore the right level of resources required for that work, but also hinders the ability of the City to understand the size and complexity of the social disorders, needs, and challenges on the street’ and services that are required.

Recommendations



Investigate and Implement Technology

- Investigate tools to accurately record the calls for service that the team responds to, as well as the time spent on the incident.
- Any technology implemented must be easy to use, and intuitive. It should not force the team to ‘spend time on paperwork’ and take away time from actual service delivery.

Group 1 – RCMP Downtown Engagement Team

Measure

The RCMP will reassign the four-member Youth Unit to the Downtown Engagement Team for the summer of 2022.

Status

Delivered

How it was Implemented

- This measure was only intended to be implemented for the summer of 2022.
- The four members of RCMP's youth unit, who work as school safety officers during the academic year, were reassigned to a Downtown Engagement Team.

Context & Challenges

- This was a tactical measure aimed at providing additional public safety support downtown for a defined period.
- Staffing challenges have not made it possible to extend this measure in the summer of 2023. The RCMP Bike Squad has been prioritizing Downtown area since then, working alongside CSOs and Clean Team and interacting with businesses, persons in need and other members of the public.

Recommendations

The City of Nanaimo should consider implementing this measure when there are sufficient resources within the context of the RCMP's priorities.

Group 2

Public Spaces and Assets

City of Nanaimo programs aimed at keeping public spaces and infrastructure clean, safe and accessible.

1. Enhanced Clean Team
2. Vandalism Relief Grant
3. Downtown Parkade Cleaners
4. Parkade Security Improvements
5. Crime Prevention Through Environmental Design (CPTED) Improvements
6. Rules & Resources
7. Park Ambassadors

Group 2 – Enhanced Clean Team (1/4)

Measure

The City will enhance the Clean Team by adding a second two-person unit and vehicle, and by providing stable and secure funding.

Status

Delivered

How it was Implemented

- Initially established as the Social Disorder Response Team (SDRT) in 2019, it was expanded from 1 to 2 two-person units, with funding through the City’s operating budget.
- Two teams (Alpha and Bravo) work in shifts Monday-Thursday and Wednesday to Sunday.

Context

Scope & Role

- In late 2019, the City created as a pilot project a Social Disorder Response Team (SDRT) to remove waste from City streets, parks, and other public spaces.
- The SDRT — commonly referred to as the Clean Team — was initially made up of two City of Nanaimo sanitation workers and one vehicle that has been customized with roll-off garbage bins.
- DNCSAP expanded the team by adding one more two-person team, bringing the total to 2 two-person teams that provide services 7 days a week.
- The main focus of the Clean Team is downtown Nanaimo. They work closely with CSOs in providing clean spaces, clearing encampments, and cleaning public spaces to help make them accessible and appealing to residents and businesses.

Operational Overview

- The 2 two-person teams; Alpha and Bravo, work in shifts to provide coverage 7 days a week.
- Each team has use of 1 truck and aims to have 2 people in the team at all times, however, there are cases when only one person is available.
- The team has dual reporting lines – to the Sanitation Department and the Senior Community Safety Supervisor.
- The team carries Naloxone kits and can deliver first aid, although that is not part of their role. Naloxone kits were handed out for personal use in the event of exposure and first aid skills are skills that team members have gained in their previous roles.
- Feedback received during this project suggests that the team has had a visible impact on the cleanliness of downtown, with people recognizing the challenges of the role, the limitation of resources, and the need for additional team members.

Group 2 – Enhanced Clean Team (2/4)

Analysis of feedback received and discussions with the Clean Team have identified a number of challenges the program faces, coupled with recommended improvements for consideration by the City.

Challenges



Resources & Geography

- Supervisors and general feedback from participants highlighted the need for additional members in the clean team, to both keep up with the demand in the existing spaces and also deal with new hotspots created by new services/service providers who support persons in need.
- 10 of the 11 respondents to the neighbourhood association survey determined the Clean Team should be expanded beyond downtown. This was the number 1 result, CSO expansion was second. In addition, the majority of respondents pointed to 'homelessness and vandalism' as the top issues and challenges most visible in their community, closely followed by 'drug use and lack of cleanliness' (see Appendix 2).
- The team has experienced the impacts of significant supply-chain delays. The vehicles the team currently uses are rental vehicles and are not adequately equipped. This is a challenge for the team, recognized by the supervisor and leaders in the City.
- New services provided, even simple ones like a free harm-reduction vending machine in the hospital can create additional work for the clean team, on top of what has already been planned for.

Recommendations



Increase Resources & Expand Geographical Area

- The City may consider expanding the Clean Team to better support the CSOs, and go beyond the downtown core. The following scenarios can guide the City's planning efforts. It is important to note that in addition to salary costs, the cost of additional resources to support each member of the team will need to be planned and budgeted for (including personal equipment, uniforms, vehicles, etc.). These scenarios were built to reflect the understanding that the clean teams will support the CSOs and work together.
 - **Scenario 1:** Increase the number of FTEs to at least 6 to ensure sustained coverage of Downtown.
 - **Scenario 2:** Increase the number of FTEs to 10 FTEs or more, including 6 FTEs dedicated to sufficient coverage of Downtown, with at least 4 FTEs dedicated to expansion beyond Downtown in neighbourhoods that have expressed a need and desire.
- Expedite the procurement of the required number of purpose-built vehicles in alignment with the selected scenarios defined in the prior page.
- Services planned for persons in need such as facilities, whether they are permanent spaces or temporary ones, need to consider the decreased or increased 'support' costs associated with Clean Teams and CSOs.

Group 2 – Enhanced Clean Team (3/4)

Analysis of feedback received and discussions with the Clean Team have identified a number of challenges the program faces, coupled with recommended improvements for consideration by the City.

Challenges

Reporting Structure

- The team currently reports to both the Sanitation Supervisor and the Community Safety Supervisor. This dual reporting can be challenging for a number of reasons, including;
 - Prioritizing workload when the team receives multiple work orders from different sources;
 - Visibility of where the team is at any one point during the day so that supervisor can exercise their responsibility for managing resources effectively; and,
 - Ensuring limited resources are deployed effectively and efficiently.

Operational Support

- In most cases, the team works the same route as CSOs and need their support. As explained in the previous section, the CSO team is also young and has not yet established standard ways of working. This has an impact on the availability of agreed ways of working between the two teams. Feedback suggests that some members of the CSO team will carry out cleaning activities and others will not.

Recommendations

Clean Team & CSO Reporting Structure

- It is recommended the City reviews reporting lines for the team to ensure effective and efficient management of the resources and reduce the amount of effort supervisors spend on continuous daily negotiation of priorities and management of the team.
- The clean team works closely with CSOs and needs the support of the CSOs to do their work, especially in encampments or when moving people from shot fronts. This calls for the co-location of both teams – aligning the routes and availability at all times. This can only be done well if both teams have the same reporting line.

Implement Common Standards

- Agree and formalize ways of working, handover processes, and responsibilities between the two teams.

Group 2 – Enhanced Clean Team (4/4)

Analysis of feedback received and discussions with the Clean Team have identified a number of challenges the program faces, coupled with recommended improvements for consideration by the City.

Challenges



Training and Support

- Similar to the CSO role, although to a lesser extent, the Clean team is faced with potentially traumatic and difficult incidents regularly. The team also has administered naloxone in some cases (although they recognize that this is not part of their role, and these are the kits provided to them for personal use).
- Witnessing these incidents could have an impact on team members' health and wellbeing and they need to be trained and supported in how they react and manage those situations.
- Currently the team is provided only with on-the-job training for the core technical aspects of the work, and they rely on previous experience on how to deal with difficult interactions and incidents they might witness on the streets.

Recommendations



Invest in Training and Support

- It is recommended that an investment of time and effort is made to identify the training needs of the team, and the appropriate formal and informal training resources that could be available for the team to access.
- Consideration should also be given to making some of the mental health training and support that CSOs could receive (part of the previous recommendation) available to the Clean team.

Group 2 – Vandalism Relief Grant

Measure

The City will develop and implement, in collaboration with the BIAs, a Vandalism Relief Grant.

Status

Delivered

How it was Implemented

The Vandalism Relief Grant is administered by the Nanaimo Chamber of Commerce, with funding available to 2026.

Context & Challenges

- This initiative was very well received by the business community and they appreciated the grant to help manage the expenses of vandalism to their businesses.
- Some feedback was received which pointed to lack of awareness of the grant and how to access it.
- In the neighbourhood association survey, the Vandalism Relief Grant was third, after the CSOs and Clean Teams, as the measure people selected for expansion beyond downtown. 4 out of 11 survey respondents chose this measure, as well as the Ambassador Program, developing and distributing resource guides, and establishing a Park Ambassador program.
- The majority of respondents in the neighbourhood association survey pointed to 'homelessness and vandalism' as the top issues and challenges most visible in their community, (see Appendix 2)
- In addition, the participants in the survey also suggested preventing urban decay through better enforcing graffiti bylaws would be beneficial.

Recommendations

- Continue to offer the grant program and ensure appropriate communication
- Review compliance and enforcement of graffiti bylaws and other actions resulting in uncleanliness or contributing to urban decay.

Group 2 – Downtown Parkade Cleaners

Measure

The City will extend and increase the use of contract cleaners in the downtown parkades.

Status

Delivered

How it was Implemented

Private cleaners have been contracted 7 days a week to provide regular cleaning as a supplement to the Clean Team.

Context & Challenges

- Many participants noticed a difference in the parkades' cleanliness and feeling of safety downtown which is attributed to both the parkade cleaners and the security.
- Some engagement participants feel current measures do not go far enough, and have voiced concerns about the state of parkades, particularly stairwells and elevators (e.g. unpleasant smell in stairwells).

Recommendations

Continue leveraging parkade cleaners to supplement Clean Teams as necessary to attract more traffic to business areas, increase tourism, and strengthen overall sense of safety.

Group 2 – Parkade Security Improvements

Measure

The City will identify and implement security improvements to the downtown parkades.

Status

In Progress

How it was Implemented

The implementation of the recommendations provided by the security consultant are currently underway.

Context & Challenges

- Capital funding is required to implement some of the recommendations made by the firm hired to conduct a review of the parkade security, including improvements to infrastructure, removal of overhead structures, etc.
- Some engagement participants felt there have been improvements to the parkades downtown and feel safe to use them. Others voiced that the current measures do not go far enough, and have voiced concerns about the state of parkades, particularly stairwells and elevators (e.g. unpleasant smell in stairwells).
- Respondents from the neighbourhood association survey rated the importance of increasing coverage of security teams beyond downtown, with areas such as beaches of Departure Bay and Longwood Lake and areas in Newcastle requiring special attention. Comments were also made about extending security team hours into the evening and extending the Parkade Security Improvement program to cover suburban parking lots.

Recommendations

- Continue to pursue the implementation of the measures recommended by the security consultant, seeking additional funding as required.
- Review options for extending security to suburban parking lots and for providing increased security in other areas of need (e.g. Departure Bay).

Group 2 – Crime Prevention Through Environmental Design (CPTED) Improvements

Measure

The City will identify and implement CPTED changes in the downtown core, based on information from the safety audits, and input from Community Safety Officer, residents and businesses.

Status

In Progress

How it was Implemented

- A number of CPTED changes to Downtown public spaces have been identified, and are intended to be implemented in the Fall of 2024.
- CSOs have received CPTED training and identify area-specific CPTED needs as required (e.g. when a business has become victims of repeat vandalism).

Context & Challenges

- The level of increasing demand CSOs face does not allow for any time to be spent on ‘special projects’ such as identifying potential improvements.
- When improvement opportunities are identified and logged with the relevant City department, there is no feedback loop or follow-up conversations with CSOs on what happened to those ideas. This can be discouraging and potentially reduce CSO participation in these improvements.
- In the neighbourhood association survey, pedestrian mobility and the ability to enjoy outdoors and use of parks and beaches was identified as one of the main benefits of living outside of Downtown. A desire has been expressed to keep open spaces / parks clean and safe to encourage their use and pedestrian mobility. Related to this, implementing Crime Prevention Through Environmental Design (CPTED) measures could bring benefits to areas beyond Downtown as well (see Appendix 2).

Recommendations

- Establish clear roles and responsibilities for the continued execution of this measure. CSOs could have time to carry out the suggested CPTED assessments but only if their numbers increase as per proposal in previous pages.
- CSOs need to be kept informed of the process to assess, review and decide on proposed CPTED recommendations they put through to other teams in the City (e.g. Parks) in order to enable a process of continuous improvement and encourage identification of additional opportunities.

Group 2 – Rules & Resources

Measure

The City will develop, for distribution by Community Safety Officers, a user-friendly Rules and Resources Guide.

Status

Delivered

How it was Implemented

A Rules & Resources Guide has been published and made available to persons in need and service providers.

Context & Challenges

- There are a lot of resources and services that provide help to persons in need, but the information feels confusing and ever changing. It is even hard for people working in ‘the system’ to know all of the resources, programs and possibilities.
- Feedback across different groups of stakeholders suggests that services provided to persons in need and actions taken by various organizations are not coordinated, and potentially duplicated. Also, it is not well understood who is receiving help, who is providing services, and where.
- Engagement participants were not aware of any organization that is trying to organize all the services. Some references were made to the Systems Planning Organization (SPO) as the coordinating agency, although they were not aware of what they did or whether they had managed to achieve their objective.
- Providing the Rules and Resources Guide in printed paper is probably not very effective as they typically get thrown out and people who most need the information tend not to hold on to paper documents.
- Coordination at an operational level, among service providers, works well. They often work together to identify people who might need cross-organizational, interdisciplinary levels of support and try to organize a package of support to meet that need. The Nanaimo Acute Response (Situation) Table is an example of a forum where this occurs effectively.

Recommendations

- Rules and resources are best shared by those working with the people in need. Proper awareness and training for the totality of these resources is critical.
- In addition, the rules and resource guide can be posted in shelters and other high-visibility places where they frequently visit. This will increase likelihood of it being used as a reference, particularly considering people are unlikely to keep paper guides.
- If the SPO will be leading the coordination of services, efforts will need to be made to ensure awareness and that it appropriately works within the larger governance framework (for upstream feedback).

Group 2 – Park Ambassadors

Measure

The City will re-establish and repurpose the Park Ambassador program for the summer of 2022.

Status

Partially Delivered

How it was Implemented

The program was initially launched in the summer of 2022.

Context & Challenges

- Union-related challenges about the working hours of the Ambassadors halted the program. Funds have been earmarked for this program to return, however operational details have yet to be determined.
- Being able to use the parks, not just downtown but across the city, was a consistent point of feedback and concerns raised during the engagement process. Many expressed concerns about not being able to use parks, bring their kids, or do not feel that the spaces are safe and clean. Whereas people recognize that some parks/spaces had to be fenced off, to stop social disorder incidents, they also pointed out that this prevents everyone from using the spaces.
- Ambassadors could focus their efforts on making the park spaces more welcoming.
- With increased tourism in the summer, including the addition of the new Hullo ferry, there is an opportunity to provide a positive experience for tourists and further increase tourism.
- The respondents to the Neighbourhood Association survey, selected the Park Ambassadors measure as the third measure they would like to be extended beyond downtown (chosen by 4 of 11 respondents). This followed the expansion of the Clean Teams and the CSOs, which were in the top 2. (see Appendix 2).

Recommendations

Proceed with plans to re-establish the program in the summer of 2024.

Group 3 **Action Plan Governance**

Coordination of the City's implementation efforts, development of new additional measures, and support for and alignment with measures taken by other agencies.

1. Downtown Safety Coordination
2. Interdepartmental Working Group
3. Stakeholder's Committee

Group 3 – Downtown Safety Coordination

Measure

The City will provide resources to oversee and coordinate the implementation of the Downtown Nanaimo Community Safety Action Plan.

Status

Partially Delivered

How it was Implemented

- The Plan asked for external management consulting services to be leveraged to aid in the ongoing coordination and monitoring of the Plan, with the potential for a new internal role to be introduced in the future.
- Some of the actions noted in the Plan, such as supporting the CSO program and liaising with stakeholder groups, have been undertaken by the core leadership team.

Context & Challenges

- No additional internal or external resources were tasked with undertaking these responsibilities, with the core leadership team undertaking this work.
- Therefore, some actions noted in the Plan, such as the development of progress measures and ongoing collection of quantitative and qualitative data, have not occurred due to capacity constraints within the leadership team.

Recommendations

Plan for the hiring of an additional internal Manager-level resource to lead the ongoing coordination and monitoring of the existing plan, as well as to play a central role in facilitating future planning activities, including those outlined in the following section, which proposes a framework for future planning.

Group 3 – Interdepartmental Working Group

Measure

The City will create an Inter-Departmental Working Group to ensure that all departments and agencies with roles to play are fully aware of steps being taken through Action Plan implementation.

Status

Partially Delivered

How it was Implemented

The Public Safety Department hosts a bi-weekly meeting attended by key stakeholders across City departments for the purpose of identifying and discussing public safety issues, plans and directing resources.

Context & Challenges

- The DNCSAP envisaged an Interdepartmental Working Group, chaired by the Deputy City Manager or their designate and comprising of senior level managers across City departments, including Public Works, Facilities and Parks, Community Development, Communications, Bylaws, RCMP and Fire Rescue, to guide the ongoing implementation and monitoring of the Action Plan.
- While the current bi-weekly meeting is attended by most of the stakeholders listed above, the Communications team and the CAO / Deputy City Manager are not included.
- Feedback through the interviews has identified various governance bodies and committees (Situation Table, Public Safety Committee, SPO, etc.). However, there is no clear picture that emerged of how these committees fit together into a framework that aligns their different mandates and accountabilities, allows for the discharge of responsibilities and targets, is engaging the appropriate partners and stakeholders, and supports effective decision-making and reporting. We understand that a team in the City is already working on developing a monitoring strategy for the key desired outcomes identified in City Plan, due to be presented in April 2024. The strategy will also include a key set of indicators related to community safety.

Recommendations

Establish a clearly defined governance model for the ongoing monitoring, tracking and reporting of the DNCSAP and any future plans. The following *Community Safety & Well-being Framework* section contains detailed observations and recommendations related to monitoring and governance.

Group 3 – Stakeholder’s Committee

Measure

The City will create a Downtown Nanaimo Stakeholders' Committee as a forum to identify opportunities for collective action, identify data and other needs for effective advocacy, develop joint positions, coordinate individual actions and programs, and monitor changes and improvements in the city centre.

Status

Partially Delivered

How it was Implemented

The Public Safety Department hosts a bi-weekly meeting attended by key stakeholders across City departments for the purpose of identifying and discussing public safety issues, plans and directing resources.

Context & Challenges

- The challenge remains to identify opportunities for collective action and manage issues and responses that cross organizational boundaries.
- The Nanaimo Acute Response (Situation) Table provides tactical coordination among stakeholders and service providers but is not intended for broader strategic-level collaboration.

Recommendations

Develop an overarching vision for community safety & well-being in Nanaimo in collaboration with key stakeholders and clearly articulate the roles and responsibilities of each stakeholder towards the collective vision. The following Community Safety & Well-being Framework section contains detailed observations and recommendations related to collaborating with public safety partners.

Summary of Recommendations Related to DNCSAP

Summary of Recommendations: Group 1 Measures

	Measures	Recommendations
<p>Group 1: Tiered Response</p>	<p>1. Downtown Ambassadors Program</p>	<ul style="list-style-type: none"> The city of Nanaimo should consider implementing a Downtown Ambassador program in collaboration with the Business Association and the RCMP to enhance supports to the businesses downtown.
	<p>2. Private Security for Parkades</p>	<ul style="list-style-type: none"> The City should continue to support the use of private security for City parkades when and where it is deemed necessary.
	<p>3. Community Safety Officer (CSO) Program</p>	<ul style="list-style-type: none"> Increase Resources and expand geographical area <ul style="list-style-type: none"> Scenario 1: Provides the same level of hourly and geographical coverage but accounts for the safety and wellbeing of CSOs – ensures there are 2 FTE per team and 2 teams working at all times (20 CSO FTEs and 1 additional Supervisor) Scenario 2: Increase hourly coverage downtown to 24x7 (24 CSO FTEs and 1 additional Supervisor) Scenario 3: Increase geographical and hourly coverage by expanding beyond Downtown. Increase the number of FTEs to 30 CSO FTEs and 1 additional Supervisor) Investigate options for providing adequate and effective backup to CSOs when needed. Implement Mental Health Support Create Common Standards Invest in Training Investigate and Implement Technology
	<p>4. RCMP Downtown Engagement Team</p>	<ul style="list-style-type: none"> The City of Nanaimo should consider implementing this measure when there are sufficient resources within the context of the RCMP's priorities.

Summary of Recommendations: Group 2 Measures (1/2)

	Measures	Recommendations
<p>Group 2: Public Spaces & Assets</p>	<p>1. Enhanced Clean Team</p>	<ul style="list-style-type: none"> • Increase Resources & Expand Geographical Area: <ul style="list-style-type: none"> ○ Scenario 1: Increase the number of FTEs to at least 6 to ensure sustained coverage of Downtown. ○ Scenario 2: Increase the number of FTEs to 10 FTEs or more, including 6 FTEs dedicated to sufficient coverage of Downtown, with at least 4 FTEs dedicated to expansion beyond Downtown in neighbourhoods that have expressed a need and desire. • Along with the expansion of resources, appropriate equipment, including vehicles will need to be procured • Increase services that decrease the demand on the CSOs and the clean team (facilities, appropriate disposals, etc.) • Ensure appropriate reporting structure and align the Clean Team’s shift times and locations to that of the CSOs. • Implement Common Standards including formalized ways of working, handover processes, and responsibilities between the two teams. • Invest in training and mental health support.
	<p>2. Vandalism Relief Grant</p>	<ul style="list-style-type: none"> • Continue to offer the grant program and ensure appropriate communication. • Review compliance and enforcement of graffiti bylaws and other actions resulting in uncleanliness or contributing to urban decay.
	<p>3. Downtown Parkade Cleaners</p>	<ul style="list-style-type: none"> • Continue leveraging parkade cleaners to supplement Clean Teams as necessary to attract more traffic to business areas, increase tourism, and strengthen overall sense of safety.
	<p>4. Parkade Security Improvements</p>	<ul style="list-style-type: none"> • Continue to pursue the implementation of the measures recommended by the security consultant, seeking additional funding as required. • Review options for extending security to suburban parking lots and for providing increased security in other areas of need (e.g. Departure Bay).

Summary of Recommendations: Group 2 Measures (2/2)

	Measures	Recommendations
Group 2: Public Spaces & Assets	5. CPTED Improvements	<ul style="list-style-type: none"> • Establish clear roles and responsibilities for the continued execution of this measure. CSOs could have time to carry out the suggested CPTED assessments but only if their numbers increase as per proposal in previous pages. • CSOs need to be kept informed of the process to assess, review and decide on proposed CPTED recommendations they put through to other teams in the City (e.g. Parks) in order to enable a process of continuous improvement and encourage identification of additional opportunities.
	6. Rules & Resources	<ul style="list-style-type: none"> • Rules and resources are best shared by those working with the people in need. Proper awareness and training for the totality of these resources is critical. • In addition, the rules and resource guide can be posted in shelters and other high-visibility places where they frequently visit. This will increase likelihood of it being used as a reference, particularly considering people are unlikely to keep paper guides. • If the SPO will be leading the coordination of services, efforts will need to be made to ensure awareness and that it appropriately works within the larger governance framework (for upstream feedback).
	7. Park Ambassadors	<ul style="list-style-type: none"> • Proceed with plans to re-establish the program in the summer of 2024.

Summary of Recommendations: Group 3 Measures

	Measures	Recommendations
<p>Group 3. Action Plan Governance</p>	<p>1. Downtown Safety Coordination</p>	<ul style="list-style-type: none"> Plan for the hiring of an additional internal Manager-level resource to lead the ongoing coordination and monitoring of the existing plan, as well as to play a central role in facilitating future planning activities, including those outlined in the following section, which proposes a framework for future planning.
	<p>2. Interdepartmental Working Group</p>	<ul style="list-style-type: none"> Establish a clearly defined governance model for the ongoing monitoring, tracking and reporting of the DNCSAP and any future plans. The following Community Safety & Well-being Framework section contains detailed observations and recommendations related to monitoring and governance.
	<p>3. Stakeholder’s Committee</p>	<ul style="list-style-type: none"> Develop an overarching vision for community safety & well-being in Nanaimo in collaboration with key stakeholders and clearly articulate the roles and responsibilities of each stakeholder towards the collective vision. The following Community Safety & Well-being Framework section contains detailed observations and recommendations related to collaborating with public safety partners.



Next Steps

Next Steps

Based on the review of the plans and feedback gathered throughout the engagement process, Deloitte has identified a number of overarching recommendations for the City to consider as part of its next steps activities.



Coordinate with public safety partners

- The social disorder issues Nanaimo faces are a manifestation of complex challenges that cannot be addressed by a single organization. They require a multi-agency approach, with organizations coming together to develop a joint strategy, programs, and initiatives for how to address not only the issues but also the root causes.



Create a governance framework and hire resources

- Development and implementation of a strategy requires a strong governance framework which is responsible for delivery of the whole strategy and its initiatives.
- This requires an understanding and consideration for the varying mandates, authorities, and responsibilities of the various partners and aligning them through formal agreements on which services can be designed and delivered.
- The program, including the governance framework, requires investment in resources and support, not only to deliver services but also resources to support the management, tracking, and reporting to ensure that the desired outcomes are achieved.



Develop key performance indicators

- The ability to measure the impact of the strategy and related initiatives on the desired outcomes is critical to understanding the impact made, track progress during the implementation, and an important communication tool to the public, in support of accountability and perceptions of community safety. The programs and initiatives need to have their own metrics and mapped to the outcomes that they will contribute to and /or achieve.

Implement Recommendations – Critical Path: Invest in CSOs and Clean Teams



- Implement recommendations within this report but start with the most important: The CSO and Clean Team expansion.
- Feedback from participants in the engagement process shows overwhelming support for more CSOs and clean teams, to increase coverage and capacity downtown as well as hotspots in the rest of the city.

Appendices

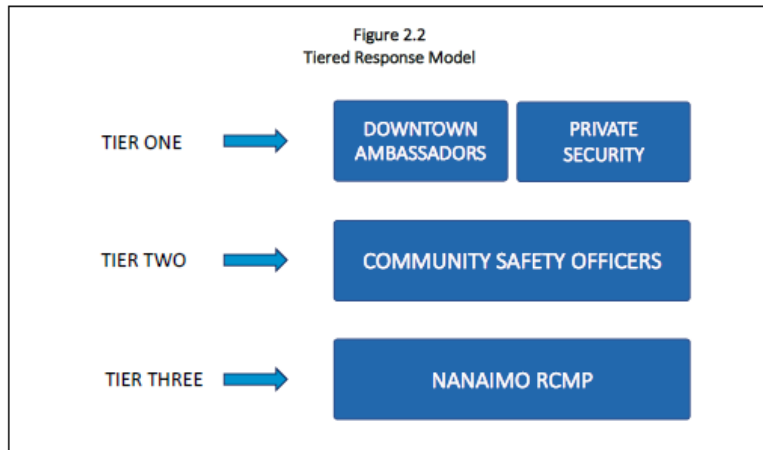
The image shows a low-angle, perspective view of a paved sidewalk made of rectangular stones. The sidewalk leads towards a street where a person is walking and several cars are parked or moving. The background features a row of buildings, including a prominent brick building. The entire scene is overlaid with a semi-transparent blue filter, and the word "Appendices" is written in a bold, black, sans-serif font on the left side of the image.

Appendix 1: DNCSAP Measures

Group 1 – Tiered Response

Three separate levels, tiers, of public safety personnel, trained and mobilized to play specific roles and deal with particular types of issues.

Plan



Measures

1. The City will develop, in collaboration with other interested organizations, a Downtown Ambassadors program.
2. The City will continue to rely on Private Security for City parkades and facilities.
3. The City will create the CSO position, and hire, train and deploy a team of **twelve** CSOs in Downtown Nanaimo.
4. The RCMP will reassign the **four**-member Youth Unit to the Downtown Engagement Team for the summer of 2022.

Group 2 – Public Spaces and Assets

Seven City Programs aimed at keeping public spaces and infrastructure clean, safe and accessible to the broader community

Plan

1. Enhanced Clean Team
2. Vandalism Relief Grant
3. Downtown Parkade Cleaners
4. Parkade Security Improvements
5. Public Space CPTED Improvements
6. Rules & Resources
7. Park Ambassadors

Measures

The City will:

1. enhance the Clean Team by adding a second **two-person** unit and vehicle, and by providing stable and secure funding.
2. develop and implement, in collaboration with the BIAs, a Vandalism Relief Grant.
3. extend and increase the use of contract cleaners in the downtown parkades.
4. identify and implement security improvements to the downtown parkades.
5. identify and implement CPTED changes in the downtown core, based on information the safety audits, and input from Community Safety Officer, residents and businesses.
6. develop, for distribution by Community Safety Officers, a user-friendly Rules Resources Guide.
7. re-establish and repurpose the Park Ambassador program for the summer of **2022**.

Group 3 – Action Plan Governance

A governance model to oversee the implementation and evolution of the Plan.

Plan

The model features three parts:

1. Downtown Safety Coordination
2. Inter-Departmental Working Group
3. Stakeholders' Committee

Measures

The City will:

1. provide resources to oversee and coordinate the implementation of the Downtown Nanaimo Community Safety Action Plan.
2. create an Inter-Departmental Working Group to ensure that all departments and agencies with roles to play are fully aware of steps being taken through Action Plan implementation.
3. create a Downtown Nanaimo Stakeholders' Committee as a forum to identify opportunities for collective action, identify data and other needs for effective advocacy, develop joint positions, coordinate individual actions and programs, and monitor changes and improvements in the city centre.

Appendix 2: Neighbourhood Association Survey Results

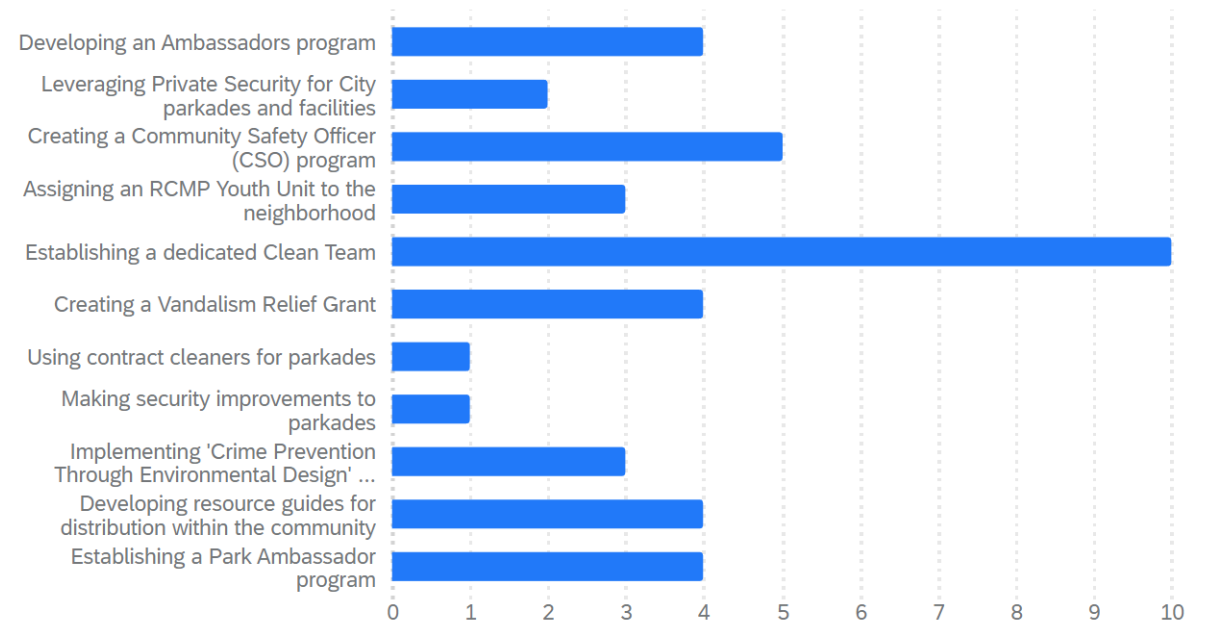
Expanding Beyond Downtown: Survey Results (1/2)

The Deloitte team conducted a survey with representatives of all the 15 Neighbourhood Associations in Nanaimo. One of the questions asked was on the feasibility of implementing current DNCSAP measures beyond downtown. The results of this survey question are summarized below.¹

Survey Highlights

- 11 out of 15 neighbourhood associations completed the survey.
- The **Clean Team** was the measure that is deemed to be relevant to **majority of the neighbourhoods**, with 10 of the 11 respondents picking this as one of their choices.
- The **second most relevant** measure for expansion was the **CSO program**, with 5 of 11 responding neighbourhood associations selecting it as a desirable measure for expansion to their neighbourhoods. 3 of the 5 respondents who chose this measure represent neighbored associations in close proximity to Downtown (Old City, Newcastle, Bradley Street). It is likely that these neighbourhoods are seeing some of the impacts of what is happening downtown move to their community.
- The **third most widely requested** measures were developing a neighbourhood **Ambassador program**, **Vandalism Relief Grant**, developing and distributing **resource guides**, and establishing a **Park Ambassador program**, with each of these four measures being selected by 4 of 11 responding neighbourhood associations¹

Question: Which of these measures from DNCSAP do you think will be relevant for expansion in your neighbourhood?



Notes: (1) The geographic distribution of the responses are summarized on the following page.

Expanding Beyond Downtown: Survey Results (2/2)

The figure below provides a more detailed view of the measures selected as relevant to their community by the survey respondents. This detail is a useful indicator of some of the challenges that different communities are experiencing and the measures that could be relevant and effective in addressing these challenges.

Survey Highlights

- The commentary survey participants provided, suggests that not all neighbourhoods are experiencing the same problems, and therefore a ‘lift and shift’ approach of the whole plan and its measures might not be appropriate and relevant for every neighbourhood.
- Majority of respondents pointed to **‘homelessness and vandalism’** as the top issues and challenges most visible in their community, closely followed by **‘drug use and lack of cleanliness’**.
- Another key difference between downtown and the rest of the city is the need to keep open spaces/parks clean and safe to encourage their use and pedestrian mobility. Implementing Crime Prevention Through Environmental Design (linked to CPTED measure) is one of the interesting areas which could bring benefits to areas beyond downtown.

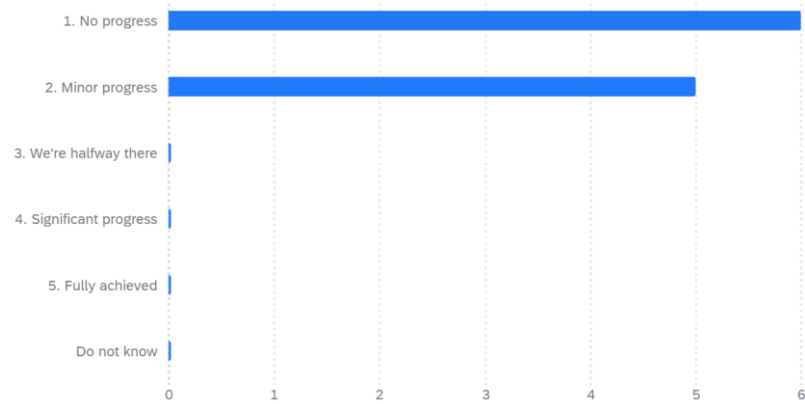
	Ambassador Program	Private Security for Parkades	CSOs	RCMP Engagement Team	Clean Team	Vandalism Relief	Parkade Cleaners	Parkade Security Improvements	CPTED	R&R	Park Ambassadors
Nanaimo Old City Assn	Yes		Yes		Yes				Yes	Yes	
Chase River Community Assn			Yes		Yes	Yes					
Newcastle Community Assn			Yes		Yes	Yes			Yes	Yes	Yes
Departure Bay	Yes										Yes
Rock City Neighbourhood Assn					Yes						
Protection Island Neighbourhood Assn		Yes			Yes					Yes	
Stephenson Point Neighbourhood Assn	Yes			Yes	Yes			Yes	Yes		
Brechin Hill Community Assn				Yes	Yes					Yes	Yes
Harewood Neighbourhood Assn		Yes	Yes		Yes	Yes	Yes				
Wellington Action Committee					Yes	Yes					
Bradley Street Neighbourhood Assn	Yes		Yes	Yes	Yes						Yes
Total:	4	2	5	3	10	4	1	1	3	4	4

Neighbourhood Association Survey: DNCSAP Outcomes

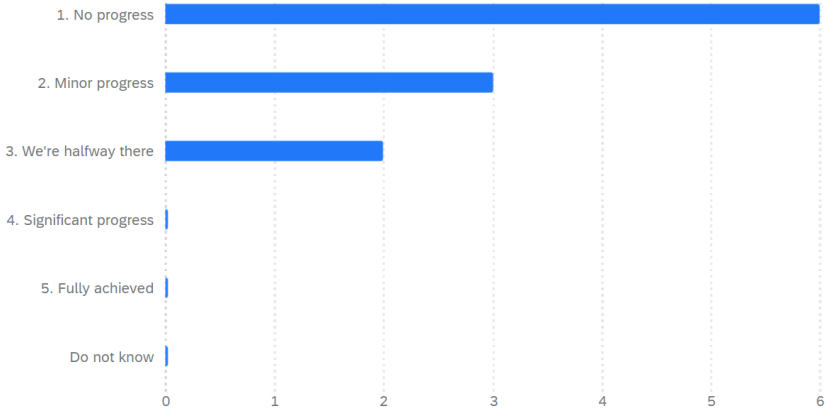
As part of this engagement process, a survey was sent to all neighbourhood associations to gather their feedback on progress towards the outcomes of the DNCSAP and on measures they would like to see expanded to their neighbourhood. 11 of 15 active neighbourhood associations participated in the survey.¹

For each of these outcomes, as outlined in the DNCSAP, choose on a scale of 1-5 the extent to which, in your view, they have been achieved.

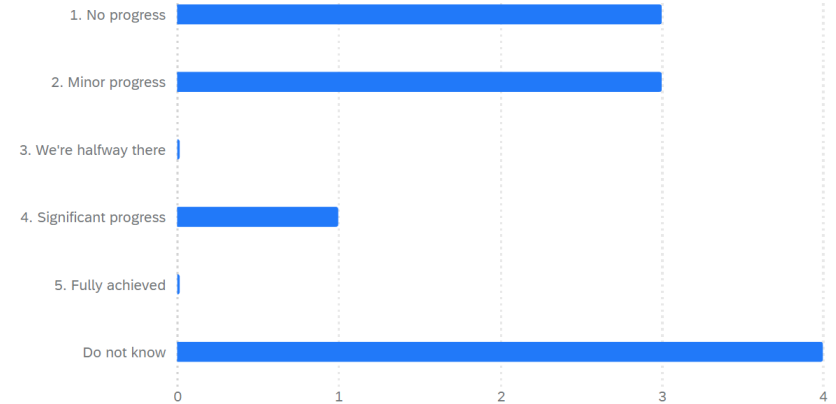
Outcome 1: Improved Perception of Downtown
Improved perception of Downtown Nanaimo as an appealing and welcoming place to visit, shop, work and live



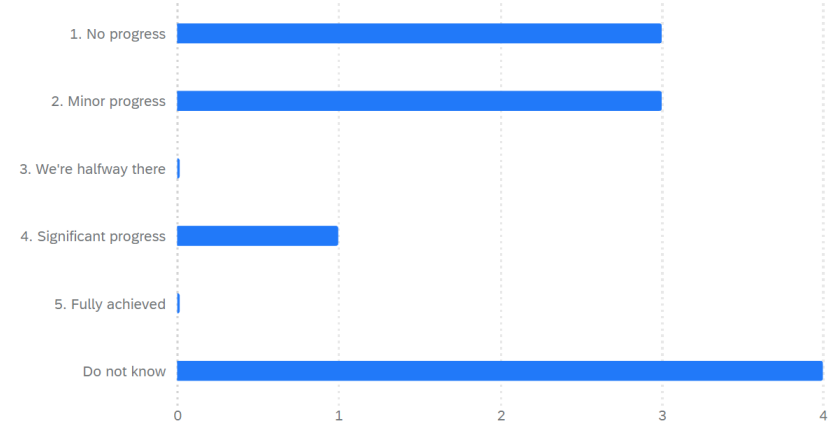
Outcome 2: Tangible Decrease in Social Order
Tangible decrease in incidents of problematic behavior, conflict, property damage, litter and filth, and other examples of social disorder



Outcome 3: Support for Businesses and Neighbourhoods
Businesses and neighbourhoods have new connection points to City Hall, and feel supported in their efforts to prosper in Downtown Nanaimo



Outcome 4: Support for Service Providers & Non-profits
Non-profit service agencies that are active in the city centre provide essential services to persons in need; staff and governing bodies of these agencies will, similar to businesses and residents, have new connection points to the City, and will feel supported in the critical work they do



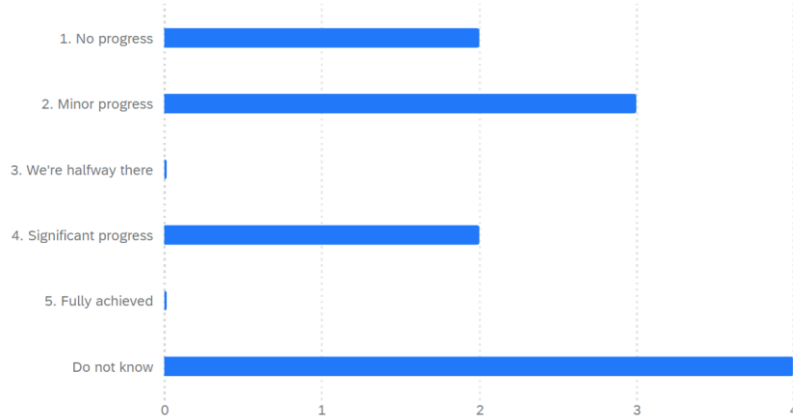
Notes: (1) The following Neighbourhood Associations did not complete the survey: Dover Community Association, Lost Lake Neighbourhood Association, Rocky Point Neighbourhood Association, South End Community Association. Neighbours of Nob Hill Society was deemed inactive at the time this survey was conducted.

Neighbourhood Association Survey: DNCSAP Outcomes (cont'd)

For each of these outcomes, as outlined in the DNCSAP, choose on a scale of 1-5 the extent to which, in your view, they have been achieved.

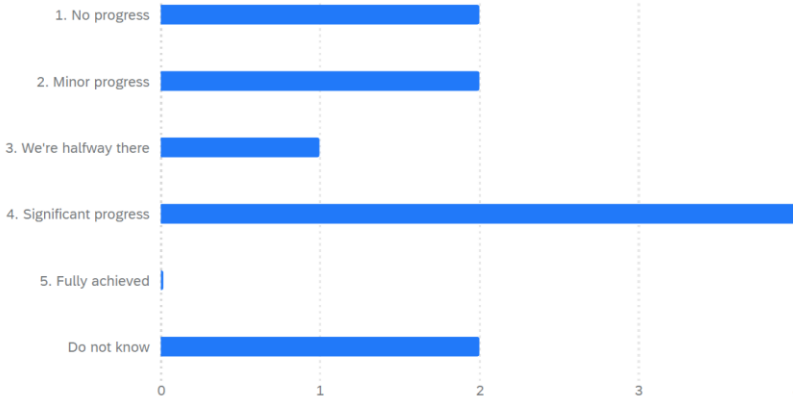
Outcome 5: Connection to Services for Persons In Need

Persons in need in the downtown core will be assisted in connecting to available social services and supports, with the aid of Community Safety Officers, assigned to interact with people Downtown Nanaimo



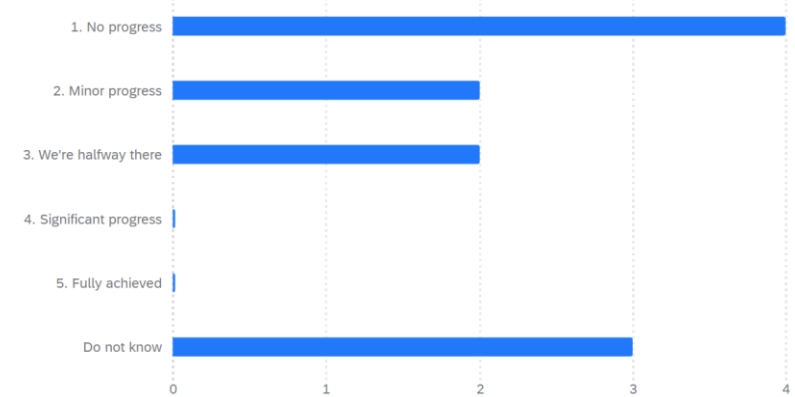
Outcome 6: Compassion-based Approach

Persons in need in Downtown Nanaimo will be approached and treated with compassion, respect and dignity, even in difficult circumstances



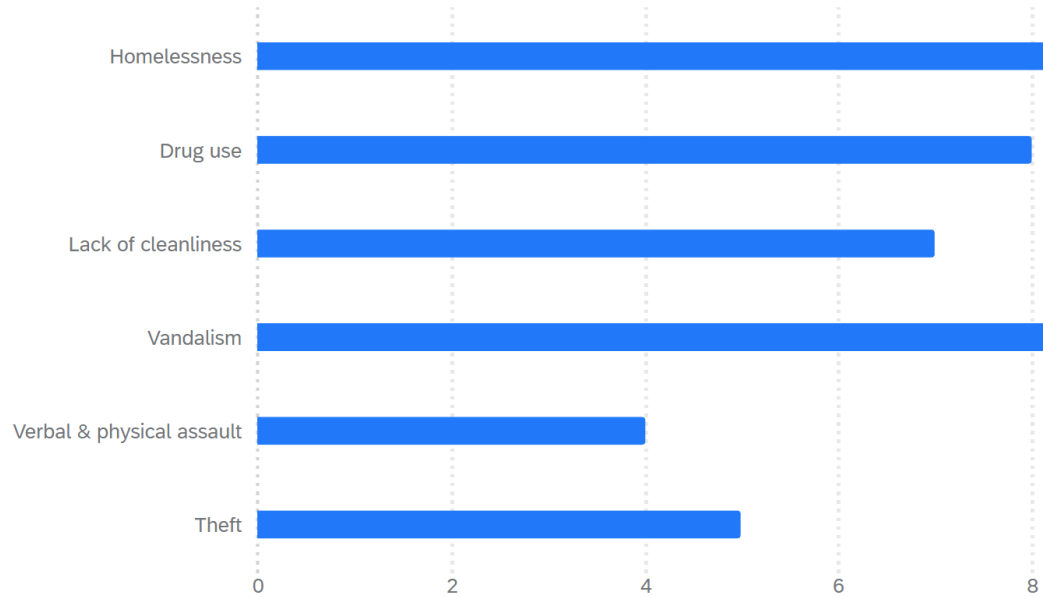
Outcome 7: Expectations and Responsibilities Understood

Persons in Downtown Nanaimo accept that rights are balanced by responsibilities — in particular, all persons understand, strive to meet, and are supported in their efforts to meet the community's expectations on conduct and responsibilities related to social order and behavior

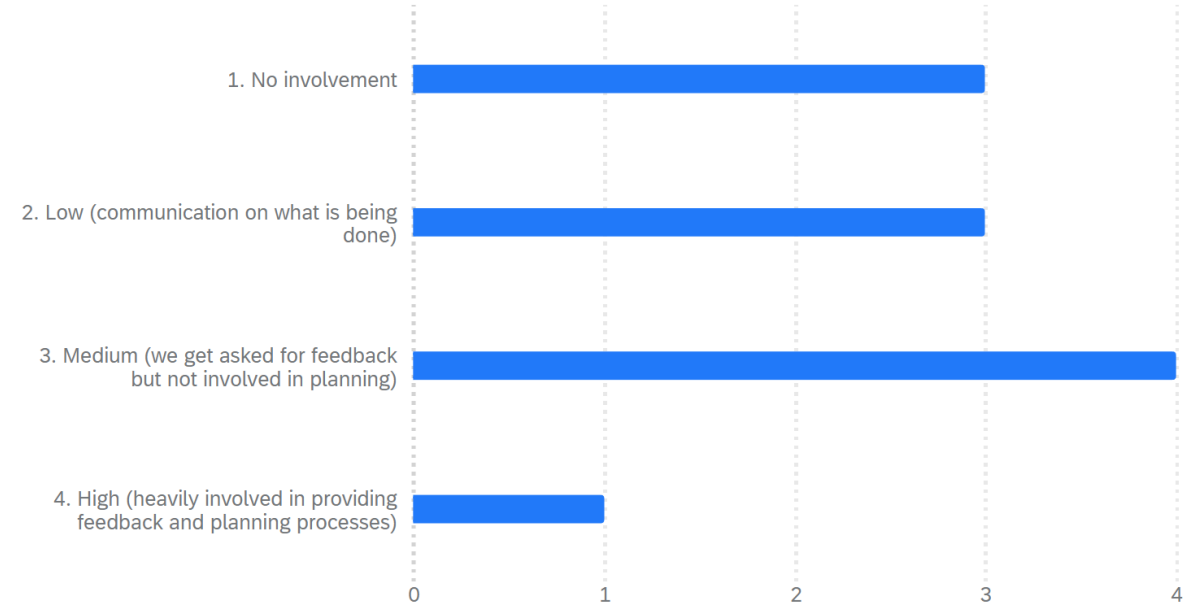


Neighbourhood Association Survey Results: Future Planning

Which of the following challenges/social disorder issues have you seen increasing in your neighbourhood?



How would you rate your current level of involvement developing the City's plans for community safety and wellbeing?



Appendix 3: Estimating CSO Resources

Estimating CSO Resources (1/2)

The CSO team does not have the appropriate tools to accurately record the volume of work they are doing (total number of incidents, time spent on dealing with each incident and that spent travelling or on administrative work). In addition, the focus of the team has been on doing the work and supporting people in need. This lack of data has made it difficult to determine the true number of resources the City would need to address the challenges downtown or support any future expansion.

One way to determine the number of resources required is to look at the coverage (hours) CSOs are required to provide and determine the number of full-time employees (FTEs) that need to be hired to provide that level of coverage. These calculations are shown below.

FTE Required for current coverage, taking into account Net Available Hours

- CSOs cover 7 days / week apart from Statutory Holidays. Therefore, the coverage the downtown receives is:
 - 365 days/year – 10 days Stat holiday = 355 days
- They work in 2 shifts, covering time from 07:00-23:00, 16 hours /day. This is done by people working in 10-hour shifts. Coverage for 1 day requires
 - 2 x 10-hour shifts
- CSOs work in teams of 2 person per team
- The coverage in person hours in this scenario is:
 - $355 \times 2 \times 10 \times 2 = 14,200$ person hours
- In order to calculate the number of FTE required to deliver the above person hours, this number is divided by the Net Available Hours (1,444) (*shown in the following slide*)
 - $14,200 : 1444 \sim 10$ FTE (*rounded from 9.8*). This means that on average, across the year, only 1 team of 2 FTE can be guaranteed to be available per shift. This is not considered safe for CSO – as there is no back up team if needed – and they cannot provide enough coverage downtown.

Scenario 1 – 2 Teams of 2 FTE each per Shift

- One team is not able to provide adequate coverage downtown, so the practice currently is to have two teams per shift. This is challenging to maintain on a regular basis and in many cases, teams only have 1 person working during the shift. Considering CSO safety and ability to deal with incidents which require more than 2 people, it is strongly recommended that the standard staffing should be to have **2 teams of 2-person each for each shift**.
 - 4 persons per shift
- The coverage in person hours in this scenario is:
 - $355 \times 4 \times 10 \times 2 = 28,400$ person hours
- In order to calculate the number of FTE required to deliver the above person hours, this number is divided by the Net Available Hours (1,444) (*shown in Appendix 3*)
 - $28,400 : 1,444 \sim 20$ FTE (*rounded from 19.7*). This requires an increase of 9 FTE from current complement of 11 in order to guarantee 2 teams of 2 people for each shift.

Estimating CSO Resources (2/2)

The CSO team does not have the appropriate tools to accurately record the volume of work they are doing (total number of incidents, time spent on dealing with each incident and that spent travelling or on administrative work). In addition, the focus of the team has been on doing the work and supporting people in need. This lack of data has made it difficult to determine the true number of resources the City would need to address the challenges downtown or support any future expansion.

Scenario 2: Increase hourly coverage downtown to 24x7

- CSOs cover 7 days / week, excluding Statutory Holidays. Therefore, the coverage the downtown receives is:
 - 365 days/year – 10 days Stat holiday = 355 days
- To increase coverage to 24 hours, the shift pattern will have to change to 3 shifts at 8 hours / shift. Coverage for 1 day requires
 - 3 x 8-hour shifts
- CSOs work in teams of 2 person per team. As per Scenario 1, 4 persons is recommended per shift. The coverage in person hours in this scenario is:
 - $355 \times 4 \times 8 \times 3 = 34,080$ person hours
- In order to calculate the number of FTE required to deliver the above person hours, this number is divided by the Net Available Hours (1,444) (*shown in Appendix 3*)
 - $34,080 : 1,444 \sim 24$ FTE (*rounded from 23.6*). This requires an increase of 13 FTE from current complement of 11. This would also require an additional 1 Supervisor at the current ratio of 1 Supervisor to 11 FTE CSOs.

Scenario 3: Increase geographical coverage by expanding beyond Downtown. Increase the number of FTEs to 30 including:

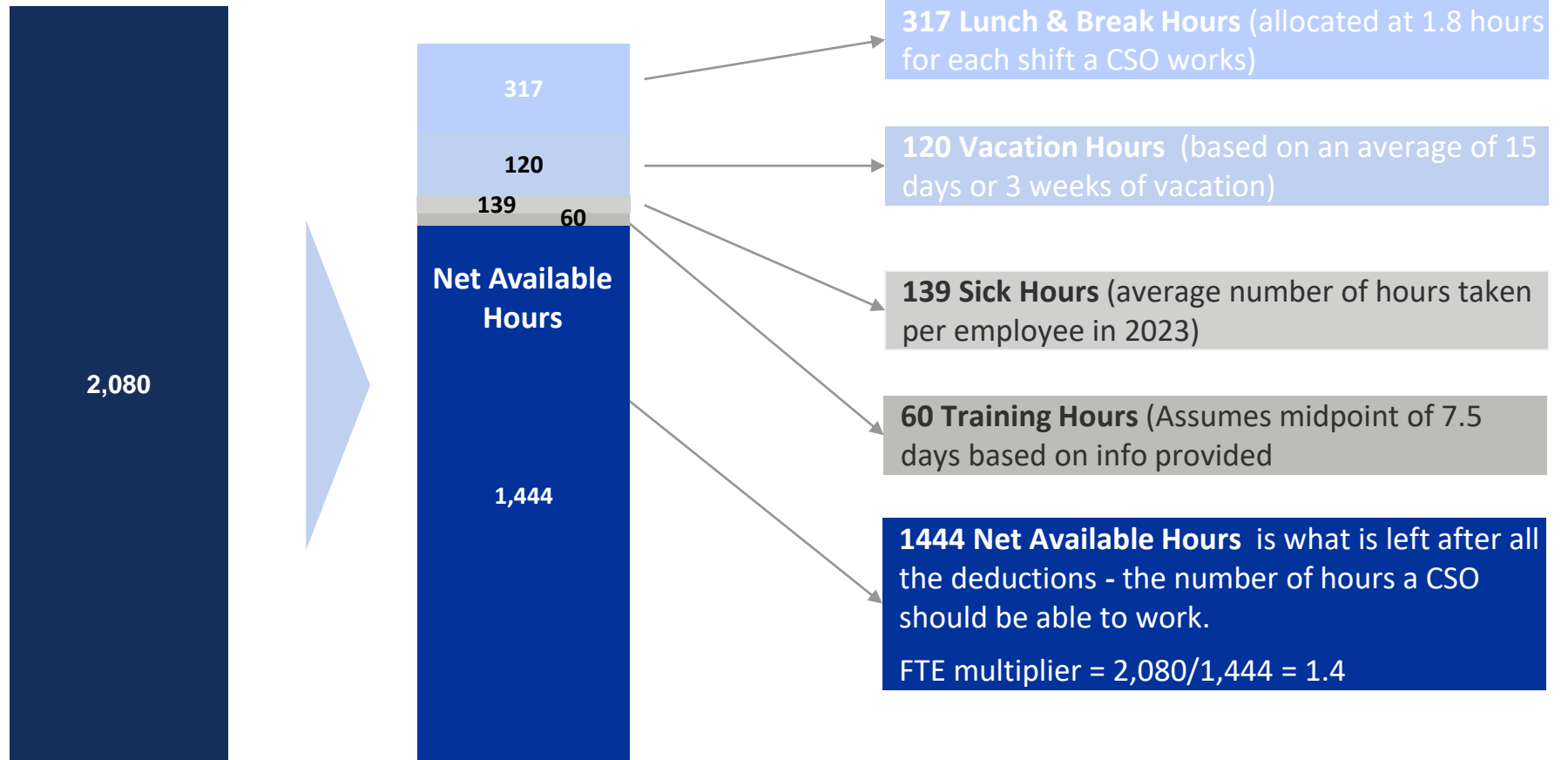
- 20 FTEs dedicated to sufficient coverage of Downtown - Scenario 1
- 10 FTEs dedicated to providing coverage on a rotating basis across several neighbourhoods with the highest need. This would also require an additional Supervisor to the one in Scenario 1. The 10 FTE could be assigned to specific routes that take into account availability of 2 teams patrolling beyond downtown at any given time, similar to approach followed in Scenario 1 for downtown.

Net Availability Calculation for CSOs

Annual net availability is the number of hours a CSO is available for work, rather than hours contracted to work. Net availability is important in determining the true number of people that should be hired to ensure the adequate coverage of shifts. The calculation show that **1.4FTE need to be hired for each 1FTE required on shift.**

The number of **annual contracted hours** less time that is allocated towards leave, training, and breaks, results in total **annual net available hours**.

Annual Contracted Hours



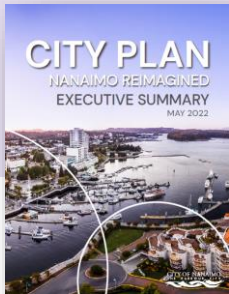
Appendix 4: Strategic Alignment Between City Plan and DNCSAP Outcomes

Nanaimo City Plan: Community Safety & Security Outcomes

The following desired outcomes are articulated in section 3.1 of City Plan: Nanaimo Re-Imagined.

C3.1 COMMUNITY SAFETY & SECURITY

A healthy community is a safe community. Feeling safe and secure in your community is essential to having a high quality of life. Instances of social disorder like crime, harassment, and public drug activity negatively affect people's experiences and can erode feelings of safety and security. Because the root causes of social disorder are complex and varied, reaching long lasting positive outcomes will require shared and definitive action among all partners and all levels of government. The City is committed to our role in supporting visible, sustained progress towards a safe and secure Nanaimo for all.



69% of participants in a 2020 Statistical Survey* identified social challenges such as public drug use and crime as a top concern for the future of the city.

Desired Outcomes

A caring, healthy, accessible, inclusive, and safe community that empowers its community members to realize their aspirations.

A high degree of perceived and actual public safety and security where all people can equitably live, work, play, create, and learn.

A safe Downtown with less instances of people encountering negative experiences in Downtown and throughout the community.

Programs and services that address root causes, reducing points of entry or re-entry to experiencing poverty, mental health challenges, substance use, criminal activity, and violence.

Continued use of best practices when reviewing design, land use, and space programming to consider community safety and security issues, including crime reduction, traffic safety, and emergency response.

A wealth of safe, equitable, and inclusive public spaces where everyone can be present without discrimination or harassment.

Safety and security in all parts of the city supporting a diversity of community members and businesses to thrive.

DNCSAP: Desired Outcomes

The following desired outcomes are articulated in the Downtown Nanaimo Community Safety Action Plan.

1. Improved Perception of Downtown

One desired outcome of the Plan is a significantly improved perception of Downtown Nanaimo as an appealing and welcoming place to visit, shop, work and live.

2. Tangible Decrease in Social Disorder

A tangible decrease in incidents of problematic behavior, conflict, property damage, litter and filth, and other examples of social disorder is an expected and desired outcome of the Plan.

3. Support for Businesses and Neighbourhoods

When the Action Plan is implemented, businesses and neighbourhoods will have new connection points to City Hall, and will feel supported in their efforts to prosper in Downtown Nanaimo.

4. Support for Service Providers

The non-profit service agencies that are active in the city centre provide essential services to persons in need. The staff and governing bodies of these agencies will, similar to businesses and residents, have new connection points to the City, and will feel supported in the critical work they do.

5. Connection to Services

Persons in need in the downtown core will be assisted in connecting to available social services and supports. The addition of Community Safety Officers, assigned to interact with people Downtown Nanaimo, will help to achieve this outcome.

6. Compassion-based Approach

All persons in need in Downtown Nanaimo will be approached and treated with compassion, respect and dignity, even in difficult circumstances.

7. Expectations and Responsibilities understood

As a result of measures in the Action Plan, all persons in Downtown Nanaimo accept that rights are balanced by responsibilities — in particular, responsibilities related to social order and behavior. All persons understand, strive to meet, and are supported in their efforts to meet the community's expectations on conduct.

Appendix 5: Community Safety & Well-being Framework

Developing a framework for Community Safety & Well-being

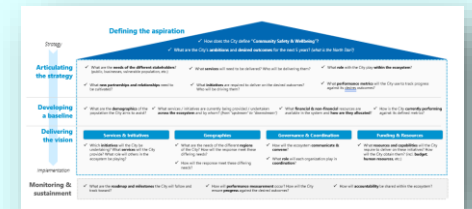
One of the themes that emerged from the interviews with various participants in the engagement process is the lack of an agreed-upon strategy across partners on how to address the impacts and root causes of the social disorder issues the city faces. The purpose of this section is to propose a framework for how the City can develop a comprehensive Community Safety & Well-being Strategy (CSWB), building on the work that has been done through the DNCSAP and other plans and initiatives to-date.

Proposed Framework

- The proposed framework provides a structured approach to help the City think through and answer a series of questions across five 'layers' from vision to implementing and monitoring of progress, as shown in the figure below.
- The proposed approach and questions are similar to those the City, or any other organization, would undertake in the process of developing a vision and strategy for their organization, but coordinated across partners. The framework is based on Deloitte's relevant methodologies and approaches used to help organizations develop a vision for the future, a strategy and desired outcomes for how to achieve that vision, and the operational changes that will need to be designed and actioned to implement that strategy. It has been tailored to meet the needs of the City as identified during this project.
- The Deloitte team facilitated a workshop with a group of representatives from most of the organizations that are part of the community safety ecosystem in Nanaimo. The team introduced the framework and started answering some of the questions posed through a series of group exercises.
- The outputs from the workshop are summarized in the following sub-sections.

- 1 **Aspiration**
- 2 **Strategy**
- 3 **Baseline**
- 4 **Delivery**
- 5 **Sustainment**

The following pages describe the layers of the framework and articulate key considerations and questions related to each. Some of the questions have started to be addressed through an initial workshop and feedback provided through the engagement process.



Community Safety & Well-being Framework

The following is a framework to guide the City from articulating the aspiration, selecting strategies and implementing the changes required to deliver these strategies. These layers are intended to be followed in sequence as the answers to questions in successive layers depend on the answers to previous ones. Some of the relevant questions for each layer have been provided, however this is not an exhaustive list. Leveraging the feedback gathered throughout the engagement, we have made a 'start' in answering some of these questions.

Defining the aspiration

✓ How does the city define "Community Safety & Wellbeing"?

✓ What are the **ambitions** and **desired outcomes** for community safety & well-being in the next 5, 10 years? (*what is the North Star?*)

Strategy

Articulating the strategy

✓ What are the **needs of the different stakeholders**? (public, businesses, vulnerable population, etc.)

✓ What **challenges** will you focus on and aim to address?

✓ What **role** will the **City** play within the ecosystem? What role will other **partners** play within their mandate?

✓ What **new partnerships and relationships** need to be cultivated?

✓ What **services / initiatives** are required to deliver on the desired outcomes? Who will be driving them?

✓ What **performance metrics** will be used to track progress against its desired outcomes?

Developing a baseline

✓ What are the **demographics** of the population the strategy aims to assist?

✓ What **services / initiatives** are currently being provided / undertaken **across the ecosystem** and by whom? (*from "upstream" to "downstream"*)

✓ What **financial & non-financial** resources are available in the system and **how are they allocated**?

✓ How are you **currently performing** against its defined metrics?

Delivering the vision

Services & Initiatives

✓ How will **services / initiatives** be operationally **delivered**? **Who** will deliver them?

✓ What are the **expected outputs** of each service / initiative?

Geographies

✓ How will services be spread across **different geographies**?

✓ **What is required** to deliver across these different geographies? (e.g. buildings, facilities, supports, etc.)

Governance & Coordination

✓ What is the **governance model** (both strategic and operational) to provide direction and advice to partners, manage and coordinate service delivery and track progress?

✓ What is the **role of each partner** in the governance model? How will accountability be shared?

Funding & Resources

✓ What **resources and capabilities** will be required to deliver on these initiatives? How will they be obtained? (incl. **budget, human resources, technology, data** etc.)

Implementation

Monitoring & sustainment

✓ What is the **roadmap** the City and partners will follow? Which **milestones** will be tracked towards?

✓ How will **performance measurement** occur? How will the City ensure **progress** against the desired outcomes?

✓ **How will "what works and what doesn't" be determined**, such that what works can be replicated and what doesn't work can be readjusted as needed?



1. Defining the Aspiration

As the City envisions the future of community safety in Nanaimo, it is imperative to align on a commonly understood definition of ‘Community Safety & Wellbeing’, supported by a clearly defined set of outcomes that form the “North Star” the City is working towards.

Key Questions

- ✓ How does the city define “**Community Safety & Wellbeing**”?
- ✓ What are the **ambitions** and **desired outcomes** for community safety & well-being in the next 5, 10 years? (*what is the North Star?*)

Observations from Engagement Process



Vision

- There are varying perspectives on the extent to which the City should provide support services to those in need, and whether they impact the needs of other members of the community.
- The geographical placement of the services - choosing between centralization downtown versus distribution of service provision across the city also attracts different views and perspectives.
- There is consensus however on the view that Nanaimo lacks a common vision and strategy on how to deal with the social disorder issues – both the root causes and impacts.
- Some of the current outcomes defined in various strategies (e.g. increasing ‘safety’) are influenced by many factors outside of the City’s control, leading to misunderstandings related to the extent of the City’s influence (e.g. the City’s limited ability to prevent open drug use and other non-criminal activity). As a result, it is important to align and articulate a clear vision for how the City will collectively tackle the social disorder issues faced by the City.



Need for more specific and clearly defined outcomes

Current outcomes articulated by the City are not specific and measurable, making it difficult for the City to be able to demonstrate that it has made progress. Many of the outcomes can also be interpreted differently, resulting in some feeling that progress is not being made, despite the breadth of initiatives underway.



To provide a starting point for aligning on a common definition of community safety & well-being, an exercise was conducted with engagement participants, summarized on the following page. This provides a foundation for the City to build upon and develop a fulsome definition of community safety & well-being in Nanaimo.



1. Defining the Aspiration: What is Community Safety?

To provide a starting point for aligning on a common definition of community safety & well-being, workshop participants were asked to respond to the question: “What words would you use in a definition of community safety?”. The key themes identified have been summarized below.

Community Safety in Nanaimo means...

Living in a community that prioritizes **health and security** for everyone

Fulfilling basic needs, we prioritize nurturing physical and mental well-being, while also maintaining clean city spaces to create a welcoming and relaxed environment.

Key Words:

- Healthy
- Vitality
- Thriving
- Clean
- Needs Met
- Physical
- Positive
- Safe
- Relaxed
- Welcoming

Emphasizing the importance of **collaboration** and **inclusivity** in all places and spaces

A positive and engaging atmosphere is fostered through shared pride, active participation, and inviting spaces, promoting a welcoming environment that encourages exploration and usability for the entire community.

Key Words:

- Belonging
- Equity
- Pride
- Accepting
- Perception
- Beliefs
- Inclusive
- Tolerant
- Vitality
- Multi-generational

Building community **resilience** through **access** to adequate **resources**

This extends beyond provisions for housing, food, medical care, and mental health support, to ensure a supportive and connected living experience for all.

Key Words:

- Supported
- Access to help
- Accessible Supports
- Adequate Resources
- Housing/Shelter

2. Articulating the Strategy

After aligning on a “North star” for community safety & well-being, a set of key strategic questions will need to be addressed to determine the initiatives that will be undertaken, the services that will be delivered, and the role the City will play within the ecosystem.



Key Questions

- ✓ What are the **needs of the different stakeholders**? (public, businesses, vulnerable population, etc.)
- ✓ What **challenges** will you focus on and aim to address?
- ✓ What **role** will the **City** play within the ecosystem? What role will other **partners** play within their mandate?
- ✓ What **new partnerships and relationships** need to be cultivated?
- ✓ What **services / initiatives** are required to deliver on the desired outcomes? Who will be driving them?
- ✓ What **performance metrics** will be used to track progress against its desires outcomes?

Observations from the Engagement Process



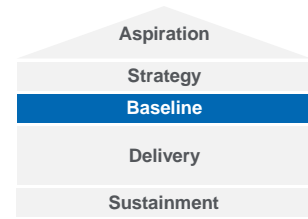
Determining the role of the City and its partners

- Engagement participants acknowledged the challenges associated with the City’s limited mandate and resources to address some of the impacts and the root causes of Nanaimo’s social disorder concerns. These are complex challenges that require a multi-disciplinary approach across several organizations that share the public safety mandate.
- The desired outcomes are not achievable through the city’s mandate, resources, and jurisdictional responsibilities alone. They will require strong cooperation and collaboration among all the partners.
- In developing the strategy, the City would benefit from relevant agreements and supports in place with these partners. Defined roles, and responsibilities will provide clarity on expectations.
- In addition, the role, mandate, and responsibilities of each partner should be determined to allow for identifying gaps/overlaps and designing the response and allocation of resources, including determining what challenges will each organization focus on and how these activities collectively contribute to the betterment of the community.



Identifying measurable performance metrics

- Beyond articulating desired outcomes (as discussed in the ‘Aspiration’ layer), defining clearly measurable performance metrics will be a critical component of a future community safety & well-being strategy.
- Outcomes need to be defined in line with the level of control and influence the partners have over them. The relevant metrics and targets need to be based on a defined baseline of those metrics.
- Each of the initiatives needs to be mapped to the outcome and the defined performance metrics they contribute to. This will enable effective and efficient monitoring of progress against the outcome and become an important tool for ongoing communication of the effectiveness of the strategy.



3. Understanding the Baseline

Understanding the starting point, the baseline of key data, is an important step in the development of outcome measures and targets, and subsequent monitoring and reporting of progress. The baseline also includes the understanding of existing services, initiatives and resources.

Key Questions

- ✓ What are the **demographics** of the population the strategy aims to assist?
- ✓ What services / initiatives are currently being provided / undertaken **across the ecosystem** and by whom? (*from "upstream" to "downstream"*)
- ✓ What **financial & non-financial** resources are available in the system and **how are they allocated**?
- ✓ How are you **currently performing** against its defined metrics?

Observations from the Engagement Process



Understanding the demographics

- There is a lack of data on the demographics of Nanaimo's vulnerable population. While provincial homeless count data¹ exists, the accuracy of the information is low and lacks peripheral data on individuals at risk of homelessness, population flows within Vancouver Island, etc.
- To develop an effective strategy, it is important to know how many people need support, what challenges they face, and by whom and what resources are currently available. This will determine the demand as well as identify strengths, opportunities, and gaps in the system.



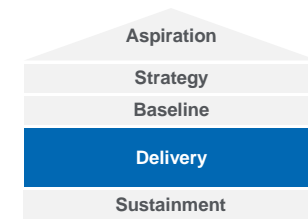
Improved information sharing

- Data protection and privacy are important and there are strict policies and legislation that protect the information of individuals from sharing without consent.
- Feedback from participants suggests that a lack of information sharing across organizational boundaries is hindering effective service delivery. For example, when CSOs are working with someone, they have no way of knowing how to best interact with them, who their case worker is, what services they are receiving, or what applications have been made on their behalf. They are not able to offer help efficiently. Service providers experience the same issues.
- Access to the relevant information by partners will enable end-to-end design of and delivery of packaged support and services that are more effective and provide long-lasting impact. While there are privacy implications of data, consideration should be given to seeking allowances or policy changes from the government.

Mapping the public safety ecosystem²



- As discussed in the strategy section, there is a need to understand and document who is delivering services, what types of services they are delivering, and how much capacity is available.
- Even among the service providers, who spend significant time in tactical and operational coordination activities, there are some gaps in knowledge, especially concerning the current availability and capacity of certain services. Beyond service providers, this information is not known, fueling the perception that services are not available/uncoordinated.



4. Delivering the Vision

Following the development of an overarching strategy and gathering the required baseline information, the team will need to work together to design and implement the necessary operational initiatives required to deliver the vision and strategy.

Key Questions

Services & Initiatives

- ✓ How will **services / initiatives** be operationally **delivered**? **Who** will deliver them?
- ✓ What are the **expected outputs** of each service / initiative?

Geographies

- ✓ How will services be spread across **different geographies**?
- ✓ **What is required** to deliver across these different geographies? (e.g. buildings, facilities, supports, etc.)

Governance & Coordination

- ✓ What is the **governance model** (both strategic and operational) to provide direction and advice partners, manage and coordinate service delivery and track progress
- ✓ What is the **role of each partner** in the governance model? How will accountability be shared?

Funding & Resources

- ✓ What **resources and capabilities** will be required to deliver on these initiatives? How will they be obtained? (incl. **budget, human resources, technology, data** etc.)

Observations from the Engagement Process



A continuum of services

- The challenges Nanaimo is facing are complex and can only be addressed through a multidisciplinary approach. This requires all the partners in to work together to coordinate service delivery. A single organization can only address some of the challenges persons in need experience. By coordinating services, a ‘whole system’ approach will better serve the community.
- Service availability and capacity continue to be a challenge. By understanding the baseline of what is currently provided and what is required to deliver long-lasting solutions, partners will have the information and data to make informed choices about the most effective investments and advocate the other levels of government for support.

Inclusive governance across partners is critical



- Service providers work collaboratively and where possible coordinate service delivery to support persons in need. There are several coordination bodies among partners, such as the Acute Response (Situation) Table, as well as extensive formal and informal collaboration among service providers and levels of government. These bodies are primarily operational governance bodies, focusing on addressing individual needs.
- There is a lack of an overarching governance framework that is responsible for and manages the delivery of community safety outcomes as defined in City Plan.
- There is a need for a governance framework, that includes downstream and upstream partners and holds accountability for the delivery of the vision and desired outcomes.

Public education and communication



- The public is a key partner in the ecosystem. They are directly impacted by the social disorder issues and their perception of safety and what is being done to address their concerns has wide-reaching implications.
- The delivery of the strategy and ongoing monitoring and reporting on the benefits need to be supported by a robust Public Education, Communication, and Engagement strategy which aims to ‘meet people where they are’, address misinformation and disinformation, and work towards changing perceptions. *Findings related to the role of communications are summarized in the following page.*

Delivering the Vision: Public Education and Communication

Feedback gathered through the engagement process suggests that the communications strategy needs to consider the following:



Addressing misinformation and disinformation

- Information is a tool that can be used positively or negatively. The speed at which information spreads, especially misinformation/disinformation, has increased dramatically in recent years and many organizations are struggling to keep up.
- The perception of lack of safety in Downtown is partially attributable to the realities of social disorder experienced by the community. However, it was noted that this perception is exacerbated by the negative news and information people hear and read, whether through traditional or social media.
- A communications strategy to support the new community safety strategy, needs to consider the following key components:
 - **Proactive and Reactive Messaging:** Often organizations communicate new initiatives and projects they are launching. Successes such as the initiatives outlined in DNCSAP, updates from the RCMP Repeat Violent Offender program, etc. are important proactive messages, consideration needs to be given to reactive messaging. Mis/disinformation needs to be addressed as and when they happen, to change the perceptions they create.
 - **Channels:** consider delivering a survey to find out how different people hear about local news, forums and channels they use and engage with them through the most relevant channel.



Public education on City's mandate

- While it is recognized by service providers and partners that many of the key drivers of change (e.g. housing, mental health & addictions) fall outside of municipal responsibility and mandate, this is not widely understood by the broader public, sometimes resulting in undue complaints to the City.
- Clear communication of the various types of services and initiatives currently underway, including by different levels of government, non-profits, and other organizations has the potential to improve public understanding of the intractable challenges, the widespread actions underway by different organizations, and enable complaints to be directed to parties that are best positioned to action on their feedback.



Fostering compassion and shared responsibility ¹

- The City has been focused on adopting a compassion-based approach concerning the City's vulnerable population. The CSO Program is the 'face' of the City in this respect and feedback suggests that it has been successful in achieving it.
- However, there is also feedback that suggests that adversarial attitudes continue to be a challenge. Members of the public often voice concerns related to the existence of services for vulnerable populations near their communities. Designing a communications & engagement approach that is aimed at challenging stereotypes and perceptions may aid in improving these adversarial attitudes.
- This communications & engagement approach should also include elements of education and communication of responsibilities & actions members of the public can undertake to play their part in reducing risks, emphasizing the shared responsibility each citizen has (e.g. what precautions to take to keep yourself safe in a potentially risky situation).

5. Monitoring & Sustainment

Design and delivery of the initiatives needs to be managed and governed to ensure that the whole design can deliver the agreed strategy and desired outcomes. Ongoing measurement of progress towards the outcomes is an important part of accountability to the public as well as changing public perception on safety.



Key Questions

- ✓ What is the **roadmap** the City and partners will follow? Which **milestones** will be tracked towards?
- ✓ How will **performance measurement** occur? How will the City ensure **progress** against the desired outcomes?
- ✓ **How will “what works and what doesn’t” be determined**, such that what works can be replicated and what doesn’t work can be readjusted as needed?

Observations from Engagement Process



Investment in resources

- Implementation of changes and monitoring and tracking of outcomes requires investment in time and effort, both from those who are delivering the change, but also from support resources required to manage and coordinate the activities, support the governance framework, and monitor and report on progress towards the delivery of the strategy.
- This investment needs to be considered a critical component of the overall investment made to deliver the strategy.



Ensuring monitoring of planned initiatives

- While there are many point-in-time planning documents available that have been prepared by the City, including City Plan: Nanaimo Reimagined, Integrated Action Plan, DNCSAP, Health & Housing Action Plan, and Youth Resilience Strategy, there is limited information available on the status of each of the initiatives within these plans.
- The delivery of a strategy across all partners requires strong and robust management to ensure that the design and delivery of the initiatives remain coordinated and can deliver the desired outcomes.
- This can be achieved through the establishment of a Program Management Office (PMO), which manages the program of delivery, tracks progress against the outcomes, and provides updates to the various governance bodies to hold everyone to account and the program accountable to the public.

Measure the realization of the outcomes



- An important role of the PMO – proposed above – is to measure, track, and report on performance towards achieving the defined outcomes.
- This reporting is critical not only for the governance bodies and to support decision-making but is also an important communication tool for the public, which can improve perceptions of safety as well as contribute to public trust in the institutions.

Appendix 6: Sample Definitions of Community Safety

Sample Definitions of Community Safety

Below are examples of community safety definitions in other jurisdictions. These examples illustrate the breadth of definitions of community safety, and can serve as inspiration / examples for Nanaimo.

*Community safety refers to when all sections or groups in an area feel **comfortable and secure** in their environment, where they can live, work, and travel freely.*

City of Port Phillip, Metro Melbourne, Australia¹

*Community Safety is about being able to **feel safe** at home, at work, walking down the street or in other public places. It relates to individuals' quality of life and encourages individuals to **seek the most favorable opportunities** available to them, to enable them to live their lives safely, without fear of crime or disorder.*

City of Dundee, UK³

Safety is defined by three core dimensions:

- **Cultural safety** is the feeling of all people feeling respected and safe when they interact with systems. Culturally safe services are free of racism and discrimination. People are supported to draw strengths from their identity, culture and community.
- **Physical safety** is the absence of physical injury or harm.
- **Social and psychological safety** is the sense of feeling safe with other people. A socially safe setting is one in which people feel secure and free to be themselves.

City of Edmonton, Alberta²

*Community safety & well-being is the ideal state of a **sustainable community** where everyone is **safe**, has a sense of **belonging**, opportunities to participate, and where individuals are able to **meet their needs** for education, health care, food, housing, income, and social and cultural expression.*

Province of Ontario⁴

*Community safety includes **traffic, pedestrian and cyclist safety**; crime and fear of **crime; and personal safety**. Elements that impact community safety include street and pedestrian conditions, lighting, graffiti, and tolerance of **illegal activities***

City of Denver, Colorado⁵

Appendix 7: Ecosystem Mapping Workshop Output

Developing a Baseline: Mapping the Ecosystem

To provide a starting point for developing a current state map of the ecosystem, workshop participants were asked to identify existing initiatives underway / key stakeholders whose activities falls within each of the four pillars below¹. These pillars were used in a workshop as a way to structure the feedback received. The City should determine if these pillars are suitable for their needs, or if new or refined pillars are required. Participants were also asked to identify whether each of the initiatives / stakeholders are under direct City control, partial City influence, or if the City has no control or influence over them. **Note that the responses below only reflects feedback that has been gathered from workshop participants any may contain inaccuracies as a result.**

	Incident Response <i>Responding to critical and non-critical incidents</i>	Risk Interventions <i>Mitigating situations of elevated risk</i>	Prevention <i>Proactively identifying and reducing potential risks</i>	Social Development <i>Promoting and maintaining safety & well-being</i>
City Control	<ul style="list-style-type: none"> • Fire Rescue • Community Crisis Response 	<ul style="list-style-type: none"> • Community Safety Officers (CSOs) • Community Policing Programs (e.g. Block Watch) • Private Security in Parkades • Nanaimo Acute Response Table • CCTV Systems • Vandalism Relief Grant 	<ul style="list-style-type: none"> • Safe Youth Gathering Spaces 	<ul style="list-style-type: none"> • Warming Centers / Day Center • Shower Program • Clean Teams • Property Development • Tenant Relocation • Prescription for Health
City Influence	<ul style="list-style-type: none"> • Non-emergency line operations • RCMP (incl. Repeat Violent Offenders Program) • Ambulance & emergency medical response • CAR 54 • Island Health • Non-profits – protective services, community board services, transition homes (e.g. Unitarian shelter emergency beds) 	<ul style="list-style-type: none"> • Non-profits (e.g. Stone Soup, Connective, CMHA Outreach, Risebridge) • Island Health – Public Health Outreach, ACT, CORE, Sobering Beds • EMCR Extreme Weather Shelter • Probation Offices • 7 – 10 • Situation Table • ICCS (Crisis Shelter) 	<ul style="list-style-type: none"> • Rehabilitation & Treatment Facilities • Youth Outreach & Mentoring • Navigation Centre • RCMP School Based Liaison / School Liaison 	<ul style="list-style-type: none"> • Heart & Hearth programs • Systems Planning Organization (SPO) • Neighbourhood Network • Library • SDPR Community Integration Services Branch (CISB) • BC Housing & Non-profit housing providers
No Control Or Influence	<ul style="list-style-type: none"> • 911 • Hospitals 	<ul style="list-style-type: none"> • Rent Supplements / Rent Bank • Overdose Prevention Site 	<ul style="list-style-type: none"> • LEAP Programs (Recreation Services, Boys & Girls Club) • Youth Foundry • Nanaimo and Area Resource Services for Families 	<ul style="list-style-type: none"> • AVI Health Centre

Notes: (1) Based on the [Ontario Ministry of Community Safety & Correctional Services Community Safety & Well-being Framework](#)