An Analysis of Downtown Community Safety Partnership and Its Effect on Winnipeg's Core

By

Mike Giesbrecht

A Thesis submitted to the Faculty of Graduate Studies of
The University of Manitoba
in partial fulfilment of the requirements of the degree of

MASTER OF ARTS

Department of Sociology and Criminology
University of Manitoba
Winnipeg

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Acknowledgements

Supervisor: Rick Linden, Criminology
Advisors: Frank Cormier, Criminology; Greg Mason, Economics

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Abstract

The Downtown Community Safety Partnership (DCSP) is an outreach organization dedicated to enhancing safety and wellness in downtown Winnipeg. As a unique initiative combining outreach patrollers with long-term case management services, scarce research exists regarding how organizations like DCSP operate or their impact on the community. Additionally, cities often lack knowledge on how such organizations allocate funding to achieve their intended outcomes. This thesis examines two key questions: (1) Was DCSP implemented as planned? and (2) Does DCSP achieve its goals? Four research methods were employed to answer these questions: quantitative analysis, qualitative interviews, literature review, and field observations. Overall, DCSP was implemented as planned. Although qualitative interviews show Winnipeg safety personnel believe DCSP is positively impacting Winnipeg, quantitative analysis did not reveal any major effects. This research provides insight into DCSP's operations and effects and provides a baseline for subsequent evaluations. The conclusion presents twelve recommendations for DCSP.

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List of Tables *7*
List of Figures *8*
Chapter 1: Introduction *9*
Chapter 2: Literature Review: Municipal Safety Models *12*
2.1 Black Lives Matter and Defund the Police Movement **12**
2.2 Contemporary Critiques of Safety Models: **14**
2.2.1 Racism 14
2.2.2 Homelessness 16
2.2.3 Mental Health 20
2.3 Proposed Solutions to Safety Model Issues **22**
2.3.1 Funding other services: preventative and alternative response approaches 22
2.4 Alternative Response Programs: Case Analysis **26**
2.4.1 CAHOOTS – Mental Health Worker Response to Mental Health Issues 27
2.4.2 Heavy Users of Service in Edmonton 28
2.4.3 Denver's Support Team Assistance Response (STAR) Program 28
Chapter 3: Methodology: A Program Evaluation *32*
3.1 Logic Models **32**
3.1.1 What Is a Logic Model? 32
3.1.2 How Does a Logic Model Work? 32
3.1.3 What Are the Components of a Logic Model? 33
3.2 Evaluation Types **35**
3.2.1 Process Evaluations 35
3.2.2 Outcome Evaluations 35
3.2.3 DCSP 36
3.3 How Information Was Gathered **36**
Chapter 4: DCSP's Logic Model Information *40*
4.1 Situation **40**
4.1.1 Homelessness 40
4.1.2 Housing Affordability 42
4.1.3 Substance Use 43
4.1.4 Winnipeg's Long-Term Service Sector State 43
4.1.3 Who Responds to Problems in Winnipeg 47
4.1.4 Long- and Short-Term Service Issues in Downtown Winnipeg. 49
4.1.5 Current Negative Outcomes resulting from Winnipeg's current safety model approach 51
4.2 Desired Outcomes **54**
4.2.1 The Alliance Proposal's Desired Outcomes: 54

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4.2.2 DCSP's Foundational Goals 55
4.2.3 The Impact of Harvard Bloomberg's City Leadership Initiative 57
4.3 Assumptions 59
4.3.1 DCSP activities can decrease demands for first responders at non-emergency activities 59
4.3.2 DCSP activities help coordinate downtown agencies 59
4.3.3 DCSP activities will help to make downtown Winnipeg a safer community 60
4.3.4 Connecting Heavy Users of Services to appropriate ongoing services helps community and individuals' well-being, health and safety 61
4.3.5 DCSP activities can improve how Winnipeg's downtown responds to social issues and will decrease social problems in downtown Winnipeg 61
4.3.6 Social service, outreach, and patrol organizations need to be integrated and work as a team to provide increased support to citizens in need and a complete continuum of care 61
4.3.7 Creating a sense of well-being and safety in every person is vital to creating a sense of well-being in a community (DCSP 2021c:4, 2021b:5, 2021d:7) 62
4.3.8 DCSP services promote health and well-being in Winnipeg's downtown community 62
4.3.9 Downtown needs to be safe and welcoming for Winnipeg to grow. 62
4.3.10 DCSP believes creating rapport between themselves and downtown residents is important for their success and believes their activities create rapport 63
4.3.11 DCSP believes its activities engage its target community (everyone who utilizes their target area in downtown Winnipeg). 63
4.4 Implementation Plan 63
4.4.1 DCSP's Goals 63
4.4.2 DCSP's Outreach Services 64
4.5 Inputs 68
4.5.1 Funding 68
4.5.2 Collaborative Partnership/Efforts 68
4.5.3 Food 70
4.5.4 Building Space 70
4.5.5 Administration Services Necessary to DCSP's Productivity 71
4.5.6 DCSP Frontline Teams and Case Management 72
4.5.7 Training 73
4.5.8 Medical Supplies 74
4.5.9 Vehicles 74
4.5.10 Uniforms 75
4.5.11 Radios 75
4.6 Activity 75
4.6.1 MAC 24/7 and Connect Outreach 75
4.6.2 General 84
4.6.3 COAR 87
4.6.4 Coordinated Assistance Network (CAN) 90

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4.6.5 Clean Slate Team 90
4.7 Outputs 91
4.7.1 COAR's Outputs 91
4.7.2 Connect, MAC 24/7 and COAR Outreach services 100
4.8 Outcomes 116
4.8.1 Quantitative Data 117
4.8.5 Qualitative Results 119
Chapter 5: Discussion 126
5.1 Process evaluation 126
5.1.1 Did DCSP create an alternative for health and social well-being Issues as their founders intended? ... 126
5.1.2 Is DCSP a highly visible presence as its founders intended it to be? 127
5.1.4 Does DCSP triage incidents appropriately? 128
5.1.5 Does DCSP provide individualized support and connection to people and social services? 128
5.1.6 Does DCSP work within its originally designed boundary? 129
5.1.7 Does DCSP utilize a communication network to efficiently deploy their resources? 129
5.1.8 Does DCSP utilize partnerships to support its operational goals? 130
5.1.9 Does DCSP employ people with traits congruent with its founder's intentions 131
5.1.10 Are DCSP employee roles the same as its founders anticipated? 131
5.2 Outcome Evaluation 133
5.2.1 Does DCSP engage the community and promote relationships between itself and the downtown's population? 134
5.2.2 Does DCSP increase the health and well-being of downtown's population and improve their quality of life? 135
5.2.3 Does DCSP's work increase safety and Winnipeggers' sense of safety in Downtown Winnipeg? 137
5.2.4 DCSP create a continuum of care as its founders desired? 138
5.2.5 Does DCSP reduce demands on emergency services? 139
5.2.6 Does DCS improve coordination between existing social service agencies and improve their effectiveness? 140
Chapter 6: Conclusions 142
6.1 Suggestions for Future Research 142
6.2: Recommendations for DCSP 143
6.3 Limitations to this Project 146
6.4 Final Remarks 147
Bibliography 148

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List of Tables

Table 1 Outreach How many times Each Group Acted 101
Table 2 What days of the week each group acted 101
Table 3 What hours in the day each group acted 101
Table 4 Outreach - What activities are completed 104

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List of Figures

Figure 1 Temporal analysis of Winnipeg's homeless population's living situations. 41
Figure 2 Biz Survey's most unsafe neighbourhoods in Winnipeg 52
Figure 3 COAR Housing Referrals Figure 4 Manitoba Housing Applications Completed/Submitted 92
.....Figure 5 COAR Participants Housed Figure 6 DCSP Frequent Users of Service Housed 92
Figure 7 Substance Use responses Figure 8 COAR Medical Related Responses 94
Figure 9 COAR Unsafe Panhandling Responses Figure 10 COAR Well-being Checks 95
Figure 11 COAR Intakes 96
Figure 12 COAR Social Service Connections by Category 96
Figure 13 COAR Referral 99
Figure 14 COAR Voluntary Transports 100
Figure 15 Outreach Incidents by Hour 107
Figure 16 Outreach incidents by days in the week 108
Figure 17 Outreach Incidents Timeline (beginning to end of reporting period) 108
Figure 18 DCSP's most active locations GIS map 110
Figure 19 DCSP's hotspot locations more generally GIS Map 111
Figure 20 DCSP activity locations generally GIS Map 112
Figure 21 How/why DCSP hears about incidents 113
Figure 22 How DCSP responds to incidents 114
Figure 23 How DCSP Responds to Incidents 115
Figure 24 Homeless survey's Winnipeg 136
Figure 25 HSC Emergency Department registration rates 136
Figure 26 DCSP Responses analyzed temporally 141

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Chapter 1: Introduction

The Downtown Community Safety Partnership (DCSP) is a non-profit response, patrol and case management referral service in downtown Winnipeg (Downtown Community Safety Partnership, 2021a). DCSP began operating in April 2020 with various goals, including:

- engaging with the downtown community to build rapport between their workers and the downtown community;
- improving the health and well-being of downtown Winnipeggers;
- creating a continuum of care for downtown Winnipeggers; and,
- improving safety conditions in downtown Winnipeg (Downtown Community Safety Partnership, 2021b:8–11).

Two additional goals are to:

- reduce non-emergent demands on first-response organizations in Winnipeg (MNP, 2020:5) and;
- improve the coordination between Winnipeg's existing social services, response, and patrol groups in its targeted area (MNP, 2020:15–16).

DCSP is an organization with three main teams:

- Connect is a street outreach patrol team;
- Mobile Assist and Connect (MAC 24/7) is an outreach support team; and
- Community Outreach Advocacy Resources (COAR) is a case management service that finds long-term solutions for participants.

Layered above these teams are managers who manage the teams, a director and an executive director. When combined, DCSP's activities are part of a unique mix of services. While DCSP's response and patrol activities are helpful on their own, DCSP patrollers (MAC 24/7, Connect) further act as outreach referral agents to DCSP's long-term case management program (COAR).

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DCSP's case management team provides long-term solutions to clients by helping them navigate Winnipeg's social service sector to meet participants' long-term needs. Using DCSP patrollers as a referral pipeline for DCSP's case management team, DCSP can help people unwilling/unable to seek treatment independently.

This thesis comprises a complete process and outcome evaluation that helps determine if DCSP was implemented as planned and if it has been successfully reaching its goals. A process evaluation compares an organization's desired implementation plan with the actual implementation of services by the agency. An outcome evaluation compares a program's desired outcomes with an organization's actual outcomes to determine its success (W.K. Kellogg Foundation, 2017) Together, process and outcome evaluations consider various factors. These factors include situation, desired implementation plan, assumptions, inputs, activities, outputs, real outcomes and desired outcomes (W.K. Kellogg Foundation, 2017). Because this evaluation began only 2.5 years after DCSP started, it cannot assess DCSP's long-term outcomes. However, this evaluation will assessl short and intermediate-term outcomes while providing a framework for future evaluations.

Downtown Winnipeg has major safety concerns. Safety surveys suggest that many residents believe downtown can be unwelcoming (Downtown Winnipeg Biz, 2019). Furthermore, recent social movements, including 'defund the police' and 'Black Lives Matter,' have contended that the current model of police response needs to change. With this in mind, a civilian response and patrol group that focuses on the long-term needs of community residents while acting as extra eyes and ears on the streets for first responders was established.

This thesis is important for several reasons. There have been few thorough evaluations of organizations like DCSP, so this thesis will serve as one of the first publicly available

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evaluations of organizations that respond, patrol, and serve as a case management referral service for people in need. Further, this thesis will allow those responsible for DCSP to understand how DCSP affects the community around them. This thesis has two primary purposes.

- The first purpose of this thesis is to answer the research questions: 'Has DCSP been implemented as planned'? and 'Has DCSP achieved their desired outcomes for their target area/population'?
- The second purpose of this thesis is to create a baseline for subsequent evaluations. There is usually a comma between the name and the year.

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Chapter 2: Literature Review: Municipal Safety Models

2.1 Black Lives Matter and Defund the Police Movement

Black Lives Matter (BLM) and their most recent slogan, Defund the Police (DTP), has brought mass attention to issues regarding North American municipal safety models. Defund the Police's supporters hope to bring awareness to policing's role in contemporary society to reassess and change the role of policing in the lives of citizens (Cobbina-Dungy et al., 2022). The movement has succeeded in creating awareness, as some cite BLM as the largest social movement in U.S. history based on the documented number of participants (Buchanan et al., 2020). The peak of BLM and DTP protests was during the summer of 2020 after the deaths of George Floyd and Breonna Taylor (Cobbina-Dungy et al., 2022). However, a larger social justice movement has been active since the civil rights protests in the 1960s. It has been focused on policing since the beating of Rodney King (1991) and the deaths of Trayvon Martin (2013) and Michael Brown (2014)(Cobbina-Dungy et al., 2022:2,167) (Maurantonio, 2014:740–41) (Ramaswamy, 2017).

The first recent mainstream use of the term 'Defund the Police' occurred after Michael Brown died in 2014 in Ferguson, Missouri. However, the phrase was not popular until 2020, when the Black Vision Collective used it in protests responding to George Floyd's death. The purpose of slogans in social movements is to succinctly represent the "core goals and identity of the movement" and call people to action (Cobbina-Dungy et al., 2022:148-149,151).

DTP and its larger social justice movement produced four major outcomes.

- The first major outcome is the discourse change regarding how cities approach safety (Cobbina-Dungy et al., 2022). By discussing issues such as "Do police make us safer"

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and "Do police have an appropriate amount of authority and power" (Tensley, 2021), societies can begin to critically review the facts and determine their answers.

- Second, the DTP movement has created national awareness regarding some negative outcomes of contemporary safety models. The first set of critiques about safety models highlights the racism and white supremacy that advocates allege are present in police departments (Graham, 2021). Next, the movement highlights specific issues that police departments are incorrectly handling, unpopular policing practices, how the police handle too many incidents, and that policing is overly militaristic (Cobbina-Dungy & Jones-Brown, 2021) (Jacobs et al., 2021).
- Third, DTP brought awareness to government public safety spending. Advocates throughout the defunding movement have requested that money be divested from police services to fund neglected municipal social services and neglected neighbourhoods (Cobbina-Dungy et al., 2022). In some cases, DTP members anchor this view in the belief that certain North American municipalities have increased police department budgets unnecessarily over the past decades (Levin, 2021). Additionally, advocates focused on the broader public safety budget and noted that governments should increase funding to other social sectors. For example, scholars noted that social institutions such as education, hospitals, and social services were underfunded compared to the police (Cobbina-Dungy & Jones-Brown, 2021).
- Finally, by disrupting the beliefs that current systems are working and that funding levels are appropriate, DTP has increased the popularity of alternative safety services and outlined what alternative sectors are important to invest in for public safety (Woods, 2021) (Cobbina-Dungy & Jones-Brown, 2021). The types of solutions that citizens have

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suggested include food insecurity, social services, housing, traditional models of safety, community policing, anti-carceral social work investment; and alternative forms of problem-solving and communication (Graham, 2021) (Bates, 2020) (Gillis, 2020) (Rankin, 2020) (Jacobs et al., 2021). These solutions have resulted in some new programs developed by municipalities, such as Austin, Texas's homeless hotel, Advance Peace Street outreach and Cure Violence (Cobbina-Dungy & Jones-Brown, 2021).

2.2 Contemporary Critiques of Safety Models:

To understand how and why contemporary safety models might change and innovate three major critiques that scholars and activists have presented about current safety models will be presented.

2.2.1 Racism

Since the 1960s, advocates have claimed that racism is present in policing. However, through the DTP and BLM movements, racism in policing became a major focus in Canada and the U.S. (Cobbina-Dungy & Jones-Brown, 2021).

In Canada's House of Commons Report, "*Systemic Racism in Policing in Canada,"* the Standing Committee on Public Safety and National Security showed how pressing the issue of systemic racism is in Canadian policing (John McKay, 2021). Throughout the standing committee's report, multiple police chiefs and Canadian activists attested to the systemic racism embedded in their systems. Also, they noted they were working to eliminate racism through reforms and new perspectives. For example, Edmonton's police chief, Dale McFee, noted that "… as police services work to address systemic racism, their operational or organizational structures need to be considered from new perspectives in partnership with community members, service providers and academia" (John McKay, 2021, p. 28). The House of Commons report

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concluded that systemic racism in Canadian policing "…is a real and pressing problem…." (John McKay, 2021:75).

Research has shown that systemic racism is present in various policing organizations throughout North America. Pierson's analysis of 8 state patrol and 6 municipal department data over 10 years shed light on this issue. The analysis found that while police search Black and Hispanic persons at a higher rate than white persons, police conducted more successful searches on white persons than on Black or Hispanic persons (Pierson et al., 2020). Wortley has studied this phenomenon in several Canadian cities. From 2008 to 2018, Toronto police carded Black people at a "2,123 per 1,000 " rate, while white people were only carded at a rate of "653.7 per 1,000" (Wortley, 2022, p. 576). In Halifax, from 2006 to 2017, Wortley discovered that police checked Black citizens 1,739.1 times per 1,000 people, while white citizens were checked 304.2 times per 1,000 people (Wortley, 2019). Wortley found that people believed racialized people are treated worse by police. For example, Wortley found that when researchers polled citizens in 1994, 2007, and 2019, people believed Black people were treated more poorly than white people increasingly over time.

Research shows that racialized outcomes result from current safety models:

- First, racialized people are more likely to be charged and incarcerated by police (Toronto Neighbourhood Centres, 2020).
- Second, racialized people are more likely to be involved in police use of force encounters.
- Third, police kill racialized people at a higher rate than non-racialized people (Toronto Neighbourhood Centres, 2020) (Jacobs et al., 2021).

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- Fourth, the over-policing of racialized people can lead to mental health issues for those who are over-policed (John McKay, 2021).
- Finally, these factors lead to racialized people distrusting police services. For example, Cobbina et al. conclude that due to racist policing practices, minorities are more likely to view police as illegitimate and untrustworthy and be cynical about the legal system (Cobbina-Dungy et al., 2022). This distrust can make racialized people less likely to report crimes.

While policing organizations may have established policies and philosophies that could lead to racist behaviours and are difficult to change, alternative organizations such as DCSP have an opportunity to change this situation by founding themselves with a different set of beliefs.

2.2.2 Homelessness

Some police chiefs and many researchers have criticized how police handle social issues related to homelessness (Herring, 2019).

- First, critics believe that current safety models criminalize homelessness. Historically, Mitchell (1997) theorized, "Anti-homeless legislation can be understood as an attempt to annihilate the spaces in which homeless people must live and perform everyday functions" (Mitchell, 2002, p. 1). Though homeless people may not be breaking explicit laws, this theory shows how homeless people can be criminalized by performing necessary survival functions in restricted (public) spaces.
- Second, research shows that homeless populations may be overpoliced. A United States study found that homeless people report ten times as many interactions with police across 15 United States cities when compared to non-homeless (Rountree & Hess, 2019). A Canadian study found that the homeless accounted for 10% of all police contacts (MCIT, 2013.).

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- Third, critics note that officers have responded to homeless calls through issuing "move-along" (Goldfischer, 2020, p. 1561) orders. Critics view these orders as simply resolving complaints by temporarily displacing the homeless from the area they are unwanted in (Goldfischer, 2020). Although this is effective at solving the immediate issue, handing move along orders does not provide any long-term solution and only pushes homeless people to different public spaces. Alternatively, Stuart noted that some police agencies utilize "therapeutic policing" (Stuart, 2016, p. 39) in which officers use "discretionary enforcement through the threat of arrest and citation to try and compel individuals to avail themselves of social services" (Herring, 2019, p. 772). Stuart's research discovers that although many safety models are moving toward punitive measures for the homeless, the attempted 'solutions' to homelessness are not the same across all agencies, as local circumstances and departmental philosophies are variable. The theme across literature has been that critics view therapeutic policing methods more positively than move-along orders for handling homeless issues.

It is crucial to understand why critics argue that police agencies over-police and criminalize homeless persons.

- Some critics believe that Broken Windows Policing beliefs cause policymakers and police officials to over-police and criminalize homelessness (Goldfischer, 2020). Broken Windows policing theory believes that targeting visible disorder (including the activities of homeless persons) will deter crime. There are many examples of this theory in legislation passed in recent decades. According to Herring, the United States has increased the number of bans on homeless activities from 2006 to 2016, including sitting and lying bans (+52%), citywide camping bans (+69%), loitering and loafing bans

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(+88%), and living in vehicle bans (+143%) (Herring, 2019). Critics believe this legislation is increasing internationally (Fernandez, 2013).

- Some critics suggest that "complaint-oriented policing" (Herring, 2019, p. 770) (incident responses that consistently originate from the same citizens/places—police responding to third-party issues) causes the increase in homeless policing. These critics believe that due to complaints from wealthier residents in gentrifying and upper/middle-class neighbourhoods, the police remove the homeless from spaces at alarming rates (Herring, 2019).

Critics assert that North America's current response to homeless persons is ineffective at solving long-term issues of homeless persons' housing and stability. A study by Herring describes a pattern of circumstances for homeless people in which over-policing exacerbates their issues and leads them to less stability.

- First, the justice system may fine homeless people for breaking rules governing their behaviour. For example, among Herring's homeless respondents, 69% were cited within the past year, with 22% receiving over five citations (Herring, 2019). In Canada, Transit peace officers in Edmonton issued over $1.425 million worth of bylaw and provincial violation tickets to people having "no fixed address" (Community Safety and Wellbeing Taskforce, 2021, p. 47). In addition, in the same year, Edmonton Police Service (EPS) gave 44 tickets for shouting, swearing or singing in public (Community Safety and Wellbeing Taskforce, 2021).
- In many cases, homeless individuals cannot pay tickets issued to them, which can sometimes lead to more fines. In some cities, people who do not pay tickets for long

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enough can have arrest warrants created for them. Having active warrants are an increased barrier to accessing social services (Herring, 2019).

When all of these effects are combined, it seems that the safety model approach of fining homeless people holds them back from reaching stability. Critics describe further outcomes from the police's use of move-along orders for homeless people.

- Homeless people's property is at great risk of theft during move-along orders. In one example by Herring, the homeless were only able to carry what they could and left many valuables (ID, medication, benefit cards) behind, which can be detrimental to one's ability to survive on the street and access services. As noted by Herring, most homeless people chose not to attend social service meetings, medical appointments, and work shifts in order to protect their belongings from destruction or confiscation by police (Herring, 2019). This outcome contradicts the desires of many social services that seek to help homeless people find stability.
- Furthermore, applying move-along orders can lead to personal conflicts between homeless people on the streets who are moving into other homeless people's territory (Herring, 2019).
- Finally, Herring has associated move-along orders with more "cop wisdom" (Herring, 2019, p. 793) among homeless people. "Cop Wisdom" (Herring, 2019, p. 793) is a "cognitive framework designed to reduce unwanted police interactions" (Stuart, 2016, p. 135). This mentality is caused by the homeless not wanting to be removed from a place of stability by the police who see them living there. Additionally, the "cop wisdom" frame of mind is associated with the unwillingness to report crimes (Herring, 2019, p. 93).

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2.2.3 Mental Health

Many police members, scholars, and activists called for changes in mental health crisis response and prevention procedures in Canada and North America (John McKay, 2021). Critics make these demands because critics they understand law enforcement agencies handle many mental health calls. For example, according to former RCMP Commissioner Lucki, the RCMP handles "10,000 calls a month or more" related to mental health (John McKay, 2021, p. 50).

Critics, scholars and activists agree that although police respond to many mental health events, policing is not a long-term solution for social issues related to people with mental illnesses (PMI) (John McKay, 2021). Some critics assert that municipalities have not properly trained law enforcement officers to respond to mental health events because they intend to enforce laws (Green, 1997). Municipal safety models do not train or intend for police to provide long-term solutions to mental health events. This intent and lack of training may be why multiple studies suggest that "…typical police service responses to mental health crises and wellness checks are ineffective" (John McKay, 2021, p. 51). Critics assert that police responses to PMIs are ineffective for a variety of reasons.

- First, PMI calls involve repeat contacts, indicating that police do not solve mental health problems but suppress them until later (Kane et al., 2018).
- Second, critics assert that police responses may prevent the de-escalation of problematic situations. Critics have noted that police train to utilize "a system of command, physical confrontation, enforced compliance and negative sanctions for non-compliance" (Iacobucci, 2014, p. 61). However, critics note that people in crises may not understand or properly react to police commands. In these cases, critics note that a "conciliatory… de-escalation, delay, and containment" (Iacobucci, 2014) method is better suited for persons in crises and note some officers are not suited for this (Iacobucci, 2014).

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- Third, critics have noted that sending police to mental health calls and issues may criminalize mental health conditions (Lamb et al., 2002).

Some police officials agree with critics' arguments to change conventional safety models' responses to mental health and social issues events (John McKay, 2021). However, some police in Huey's (2022: 41) study noted that police could have a place in mental health responses. In this study, police officers noted that in some crisis scenarios, police might be the only ones who will be able to respond, especially in violent scenarios.

The current approach to handling PMI events has led to negative outcomes for persons with mental illnesses. Critics have highlighted three major negative outcomes of police handling PMI incidents.

1. According to Toronto Neighbourhood Centres (2020), police use force on PMIs 11% of the time, more than double the rate for robbery offenders.
2. According to Saleh et al. (2018), PMIs in the United States are seven times more likely to be killed by police than other people.
3. Some research suggests that some PMIs do not report when they are victims of crime out of fear of not being believed (Burczyka, 2018).

In addition to these outcomes, police officers are affected by their repeated activities with PMIs.

- Police are often troubled by their encounters with PMIs (Kane et al., 2018). Studies show that officers are frustrated with their typical role in mental health responses and realize it is not beneficial to their agencies or PMIs. Huey revealed that officers are frustrated with an underfunded mental health system that needs police to fill in the service gaps (Huey et al.,2022).

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- The need to operate as social workers further frustrates law enforcement officers, who believe that performing these actions hinders their ability to enforce the law (Huey et al., 2022).
- Officer frustrations are exacerbated by PMI calls typically taking much more time than regular police calls. For example, Officers taking PMIs to hospitals often result in lengthy wait times before the person with mental illnesses can see staff. A separate frustration is the number of calls that PMIs make to police that police classified as 'unfounded.' In Huey's study, one complainant with mental illnesses made 27 calls throughout their life to the police regarding various unfounded issues such as non-existent noise complaints (Huey et al., 2022).

2.3 Proposed Solutions to Safety Model Issues

Recent safety model critics discuss various recommendations for changing the situation. The most relevant recommendations for the safety model exist "on a spectrum" (Green, 1997, p. 484) (Andrew, 2020). On one end of the spectrum, defunding advocates recommend disbanding police altogether (Andrew, 2020). On the other end of the spectrum, recommendations focus on divesting partially from police while using the divested funds to invest in "more "upstream" social work and public health preventative approaches" (Koziarski & Huey, 2021, p. 269). While understanding the entire spectrum of solutions is important for perspective, only one proposed solution will be focused on in this thesis to ensure focus on the option that will be the topic of this evaluation.

2.3.1 Funding other services: preventative and alternative response approaches

Alex Vitale summarized the fundamental principle behind the 'defund to fund' perspective when he stated that the "pathway to making progress… is not imagining that we can reform policing. It's reducing the scope of policing" (Caveney et al., 2020 p. 1212). This

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recommendation is popular amongst critics who want modest reform to municipal safety models. The general idea amongst 'defund to fund' advocates is that municipalities should reinvest money divested from police departments back into the community in one of two ways. The first idea is that municipalities could reinvest divested money into community programs that address the root causes of crime and disorder. The second idea is that municipalities could reinvest divested money into alternative first-response options that respond to issues instead of the police.

The first idea about how municipalities could reinvest divested funds emphasizes crime's root causes. Critics believe that fixing root causes like homelessness and food insecurity and providing more effective mental health support (Graham, 2021) can address these issues. Critics believe that addressing these structural issues will help reduce crime. However, municipalities cannot address the root causes of crime in their cities. Multiple government attention and funding levels are required to effectuate fundamental changes to issues such as homelessness (Waller, 2014). Therefore, although municipalities could spend their money addressing the root causes of crime, a real sustained effect on the root causes of crime will only be felt if multiple levels of government work together to solve the issue.

2.3.1.1 Additional Response Options

In recent years, many individuals have expressed a desire to develop an alternative response system that incorporates new types of responders (Toronto Neighbourhood Centres, 2020). This system could reduce the scope of police services and provide alternative agencies to respond more effectively to lower-priority calls. Various cities throughout North America have listened to these requests and developed alternative response programs that are separate from the police. These programs handle social issues such as mental health and homelessness (Erich, 2021). For example, Portland's city commissioner proposed a 4.8 million dollar transfer from

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police to fund "Portland Street Response, a new unarmed, non-police first response option" (Jensen, 2020). Portland Fire and Rescue Service currently delivers these services.

It is not only advocates, scholars, lay persons and city officials who are requesting alternative response models; police chiefs are requesting help, too. Some police officials recognize that police do not need to respond solely to social issues. For example, Ottawa's police chief noted that:

"Community and police do not want to be the only or even primary response option to every call for service everywhere on a 24-7, 365 basis … where they do not and cannot have knowledge, skills and abilities to consistently and successfully deal with non-police related calls, most notably with people suffering from mental health issues or addictions" (John McKay, 2021, p. 51).

Moreover, Chiefs in Denver and Windsor have helped develop alternative response systems (Maru, 2021). While some advocates want to integrate the alternative response system with police forces, others emphasize that utilizing responders independent of police forces is necessary to provide better responses to low-threat calls for service (Community Safety and Wellbeing Taskforce, 2021). Advocates suggest shifting to a safety model focusing more on alternative response systems for a few reasons.

- First, when police respond to some low-priority calls, they may have negative interactions with the callers and problematic subjects they respond to. For example, in a study by Townley et al., homeless respondents generally had negative interpretations of their interactions with police. Respondents noted police treated them "rudely" (Townley et al., 2022, p. 2019) and did not respond to their calls promptly. In contrast, responders have reported that when they respond to events in civilian attire, the reception they

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receive from situations changes drastically and makes things more informal and non-threatening (Erich, 2021).

- Civilian responders' ability to de-escalate conflicts, stay on the scene to determine problems, and help figure out long-term solutions for callers can be valuable (Toronto Neighbourhood Centres, 2020). They can also stay on the scene and refer in-need persons to social services that provide long-term solutions. In addition to handling calls more effectively, by providing long-term solutions to calls, civilian responders can prevent future calls for service from occurring.
- Many critics believe policing's mandate within contemporary safety models is too broad (Woods, 2021). Critics contend that police officers currently respond poorly to non-criminal and "grey-zone" (Huey et al., 2022, p. 52) calls that police are used as a band-aid solution to patch up the cracks in the social safety net (Friedman, 2020), and conclude that this is not an effective way to use police. The police cannot provide long-term solutions as governments have designed them to be an "immediate response, stabilization" force (Friedman, 2020, p. 986). By reducing policing tasks, critics believe police forces will become more effective at their core mission (Woods, 2021). Denver's police chief explained that having alternative first responders handle low-priority calls can "lighten the load" on first responders, which "frees up law enforcement to address crime issues" (Sachs, 2021).

According to critics and program coordinators, alternative first-responder systems should utilize various best practices:

- Alternative response organizations should be available by calling and should be able to get calls routed from emergency services (Huack, 2021). Some critics believe alternative

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and traditional first responders should share the 911 system, and 911 call takers should determine whether traditional or alternative first responders should handle a response request.

- Second, alternative first responders should respond to low-threat calls. For example, the types of calls the Support Team Assisted Response (STAR) alternative response group in Denver responds to are homeless calls, mental health calls, drug user calls and trespassing calls (Hauck, 2021).
- Third, advocates and homeless individuals have suggested that some activities, such as running IDs for outstanding warrants, would harm alternative first responders' ability to connect with those in need (Townley et al., 2022). Instead, advocates and homeless people recommend alternative responders be non-judgemental, client-oriented, empathetic, compassionate, wear non-threatening attire and be able to refer and transport persons in need to other social services where they can receive long-term support and necessities for life (Community Safety and Wellbeing Taskforce, 2021)
- Finally, advocates, scholars and program coordinators have suggested that alternative first responders should be mental health workers, "social workers, conflict resolution counsellors and peer support specialists or people with lived homeless experiences" (Townley et al., 2022, p. 2021).

2.4 Alternative Response Programs: Case Analysis

Alternative responders and patrollers are active in various settings throughout North America. DCSP is one group that actively patrols downtown Winnipeg. However, understanding how other groups work can provide insight into how the alternative response sector generally operates.

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2.4.1 CAHOOTS – Mental Health Worker Response to Mental Health Issues

White Bird Clinic founded Crisis Assistance Helping Out on the Streets (CAHOOTS) in Eugene, Oregon, with the knowledge that "20%-50% of fatal encounters with law enforcement involved people with mental illness" (White Bird Clinic, 2020). CAHOOTS is trying to solve this issue by "improv[ing] the city's response to mental illness, substance abuse and homelessness" (Climer & Gicker, 2021, p.15). CAHOOTS teams respond to issues in several ways. First, they get calls from police departments to respond to non-emergency calls (Eugene Police Department Crime Analysis Unit, 2022). Second, CAHOOTS will get calls from psychiatrists and mental health providers when they are worried about certain patients (Climer & Gicker, 2021). CAHOOTS teams are composed of two people: a "crisis intervention worker" (Climer & Gicker, 2021, p.16) and an EMT or a nurse. The teams receive training in de-escalation techniques and crisis counselling to resolve situations peacefully, with clients receiving responses designed to be more specialized to their needs. (Climer and Gicker, 2021). For example, Waters explains that CAHOOTS is designed to "calm the person; and take them to the local detox program, hospital or other setting[s]" that provide "short-term crisis assessment and stabilization" (Waters, 2021, p. 866).

Although CAHOOTS has never been the object of a publicly available formal evaluation, some reports regarding its effect on Eugene citizens and institutions are available (Batko et al., 2020). First, CAHOOTS "divert rates" are between 5%-8% of Eugene police's total calls for service (Eugene Police Department Crime Analysis Unit, 2022:1). Additionally, CAHOOTS' founding institution reports that it saves the city of Eugene 8.5 million dollars per year (White Bird Clinic, 2020). Finally, the demand for CAHOOTS services has seen a high growth rate within the Eugene area over the past decade. The number of calls CAHOOTS handled increased from "9,646 in 2014 to 18,583 in 2019" (Waters, 2021, p. 866). Eugene's Crime Analysis Unit

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(2022:1) reported that the call for service demand for CAHOOTS in Oregon increased by "8% in 2021." These statistics indicate that the public values CAHOOTS' services enough to call them instead of the police at an increasing rate.

2.4.2 Heavy Users of Service in Edmonton

The Heavy Users of Service (HUoS) program in Edmonton seeks to help the city's most vulnerable people who typically use the most medical, criminal justice and social services (Chan, 2021)**.** The Heavy Users of Service program focuses on treating people chronically falling through the cracks of services and remaining vulnerable for long periods. The program seeks to divert people from the criminal justice system and tries to find client services to help them. Clients are then referred to HUoS and given to a "case planning team" (Chan, 2021, p. 3), which works with the client to get them the needed services.

The results of this program are very positive. Overall, there was a decrease in inappropriate use of social, medical and justice services across the board for clients, an increase in client safety (indicated by the increased housing rates for people in the program) and an improvement in the quality of their client's lives (indicated by bringing them a step closer to stability) (Chan, 2021). Chan found that these outcomes resulted in savings for the province. For example, "for every dollar invested in HUoS, at least $1.41 is returned in social value" (Chan, 2021, p. 21)**.**

2.4.3 Denver's Support Team Assistance Response (STAR) Program

Support Team Assistance Response (STAR) is an alternative response group that began in 2022 and provides "Person-centric mobile crisis response to community members" (Wellpower, n.d.) in Denver's downtown area seven days a week from 6 AM to 10 PM. STAR intends their encounters to be grounded in "…a harm reduction and trauma-informed philosophy" (Wellpower, n.d.). The organization is a partnership between "Wellpower, Denver Health, Denver Police Department, Denver Department of Public Health and Environment…"

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(Wellpower, n.d.) and other community members. STAR comprises teams of two responders: a "Wellpower mental health clinician" and a "Denver Health Paramedic or EMT" (Denvergov.org, n.d.).

STAR is dispatched to incidents by 9-1-1 operators, who screen calls and dispatch STAR responders when appropriate (Denvergov.org, n.d.). For example, "When someone calls 911 for something like a mental health crisis, substance use issues or… homelessness or poverty…" (Wellpower, n.d.) 9-1-1 operators can route calls to STAR responders at their discretion. While waiting for requests for help, STAR vans situate themselves in various Denver areas that are likely to request assistance. This tactic allows STAR teams to be ready and able to respond to the entire city (Denver Public Safety, 2022). However, STAR responders receive calls in other ways. For example, during their 6-month pilot test, out of 748 incidents, 1/3 occurred at the request of responding police and 2/3 occurred due to 911 dispatch or STAR responding independently to field observations (Dee & Pyne, 2022). To be eligible to respond, STAR calls must meet two screening criteria. First, call takers must classify the calls as assistance, intoxication, suicidal series, welfare checks, indecent exposure, the trespass of an unwanted person, or syringe disposal. Second, there must be no evidence that the incident involves weapons, threats, violence, or serious medical needs (Dee & Pyne, 2022). STAR primarily responds to low-level behavioural health crises and issues arising from public health needs or poverty (Denvergov.org, n.d.). For example, the six-month pilot study's top three response types were welfare checks, general assistance, and trespassing/unwanted persons (Denver Public Safety, 2022). STAR divides its assistance into two categories: clinical encounters and non-clinical encounters. Clinical encounters are interventions that meet "a clinical threshold with an identified individual, warranting information gathered that would be protected in an electronic health record that is

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HIPPA compliant" (Denver Public Safety, 2022:5). STAR provided clinical support "1,132 times to 894 individuals" in 2022's first six months (Denver Public Safety, 2022:7). Furthermore, 42% of STAR's clinical encounters resulted in transportation to community resources, while 0 resulted in tickets or citations (Denver Public Safety, 2022). Non-clinical encounters are "interactions with large groups where no one person is identified as a person in crisis" (Denver Public Safety, 2022:5). Typically, non-clinical encounters consist of homeless encampment encounters but can also involve people who do not want to provide identifying information to units (Denver Public Safety, 2022). STAR has provided "1,543 non-clinical encounters with 966 people" (Denver Public Safety, 2022:8). Non-clinical encounters are classified more specifically and can encompass various services. For example, out of the 1,543 non-clinical encounters, "general supports and build rapport" constituted 364 encounters, "general information" constituted 313 encounters, "resource education" constituted 238 encounters, "distributed resources" constituted 208 encounters, and "behavioural health education" constituted 97 encounters(Denver Public Safety, 2022:8). STAR referred 47% its encounter clients to community resources(Denver Public Safety, 2022).

Denver designed STAR to "send the right people to help with crises related to mental health, homelessness and more" (Wellpower, n.d.). The organization attempts to create alternatives to traditional justice system responses (Wellpower, n.d.). For example, STAR tries to connect callers with social services that can provide long-term care for callers (Dee & Pyne, 2022). STAR's creators designed the program to decrease the number of people going to jail or emergency rooms and increase the number of people receiving long-term solutions to problems (Wellpower, n.d.).

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STAR's first year responding to calls had 1,396 responses. During these responses, STAR did not call for police backup, made no arrests, and caused no injuries (Wellpower, n.d.). Furthermore, STAR reduced Denver's crimes within their call criteria by 34% over their pilot period (Dee & Pyne, 2022). Dee and Pyne base this number on the fact that before STAR began, STAR's operational area received 84.3 STAR-related offences per precinct per month over a reported period, while the average number of STAR-related offences after STAR's initiation in its reporting period (December 2019 to May 2020) shrank to 34. Due to this shrinkage, Dee and Pyne estimated that STAR prevented nearly 1400 criminal offences between its eight precincts during the reporting period (Dee & Pyne, 2022). These effects remained after the authors controlled for seasonal changes and the COVID-19 pandemic. Additionally, although there was no spatial spillover for STAR calls to areas adjacent to STAR territory, Dee and Pyne determined there was a temporal spillover effect. The temporal spillover effect means that even while STAR was not in operation, the effect of fewer calls remained for their targeted areas (Dee & Pyne, 2022). Finally, Dee and Pyne determined STAR is a cost-effective program. STAR was given $200,000 for a six-month pilot project. Within STAR's first six months, they responded to 1,376 requests and reduced the number of police requests for those incident types. STAR responded to these incidents for $151 per incident. In contrast, the typical direct criminal justice cost for minor criminal offences is $646 (Dee & Pyne, 2022). Thus, STAR responds to STAR-related events at one-quarter the cost of police.

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Chapter 3: Methodology: A Program Evaluation

To assess if DCSP is operating as intended and to understand DCSP's impact on Winnipeg's downtown communities, a process and outcome evaluation needs to be conducted. The purpose of a process evaluation is to "understand if a strategy, initiative or program is being implemented as planned and according to schedule" (W.K. Kellogg Foundation, 2017:27). An outcome evaluation is an evaluation that "investigates whether the strategy, initiative or program achieved the desired outcomes and what made it effective or ineffective" (W.K. Kellogg Foundation, 2017:27). A process evaluation determines if an organization's strategy to accomplish its goals is properly being adhered to as originally intended, an outcome evaluation determines if an organization's produced outputs have the intended effect on the target community. Prior to analyzing DCSP's process or outcome evaluation, DCSP's logic model must explained to help understand how the organization works.

3.1 Logic Models

3.1.1 What Is a Logic Model?

A logic model is a "Visual illustration of a program's…" (Public Health Ontario, 2016:1) components such as resources, assumptions, desired outcomes, activities, outputs, audiences, and outcomes. Logic models present an organization's belief about why its inputs and activities will produce its desired outcomes, which is called the theory of change (W.K. Kellogg Foundation, 2017:108).

3.1.2 How Does a Logic Model Work?

Logic models are used to operationalize organizations' theories of change and to provide a visual aid to simplify the complex relationships between organizations' inputs and activities that turn into desired outcomes (W.K. Kellogg Foundation, 2017:107). Furthermore, once an organization's logic model is complete, an evaluation of how well the inputs and activities

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produce the desired outputs and outcomes can begin (Saunders, Evans, and Joshi, 2005:137-139). Logic models clarify what organizations do, why they do it and what they want their efforts to amount to. Logic models are foundational for organizational evaluations because they provide an in-depth illustration of all organizational facets and logical philosophies. Logic models allow evaluators to create questions, and indicators are analyzed to understand how organizational components work together to produce outcomes and test whether an organization's theory of change is correct (Peck, 2020:4). Researchers ask evaluation questions of organization members, clients, critics, and allies to understand what the organization's process is and what kind of effect it is having. Evaluation indicators are outcome statistics or qualitative responses that provide information on how well an organization performs its activities or if they produce the intended effect on its target community (W.K. Kellogg Foundation, 2017:125).

3.1.3 What Are the Components of a Logic Model?

3.1.3.1 Target Outcomes or Goals

Goals are the desired end state for the target audience. Understanding a program's long-term goals is crucial for any logic model because every other logic model facet bases its decisions on ways to accomplish the organizational goals. Organizations determine which inputs and activities they will utilize based on the outcomes they want to achieve for their target. In this sense, an organization's goals are the foundation for every logic model.

3.1.3.2 Assumptions

Assumptions are organizations' "underlying theory and beliefs about the program and its context" (Public Health Ontario, 2016:3). Assumptions are important because they underlie organizations' decisions about what inputs and activities are necessary to effectuate the desired change. Two organizations with identical goals, audiences and situations can create very different programs based on their assumptions about how they should achieve their goals.

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3.1.3.3 Inputs

Inputs are resources that are "invested into a program or initiative," (Public Health Ontario, 2016:2) including "human, financial, organizational and community resources…." (W.K. Kellogg Foundation, 2017:116) For example, DCSP's staff members.

3.1.3.4 Activities

Activities are actions organizations perform as part of their everyday operations that are "used to bring about the intended changes…" (W.K. Kellogg Foundation, 2017:116) they desire. For example, DCSP staffed patrollers performing different outreach activities on Winnipeg's streets.

3.1.3.5 Outputs

Outputs are an organization's "direct products of activities" (W.K. Kellogg Foundation, 2017:116). For example, the number of social assistance outreach activities performed by DCSP in a year.

3.1.3.6 Outcomes

Outcomes are specific changes in the organization's audience. Outcomes should include the target audiences' "behaviour, knowledge, skills, status and level of functioning, or in policies procedures and practices…." (W.K. Kellogg Foundation, 2017:117). Three different outcome categories are immediate, intermediate, and long-term. Immediate outcomes are "immediate changes or benefits expected – usually within one to two years – as a result of successful implementation of the strategy." Intermediate outcomes typically occur one to two years after the immediate outcomes. Finally, long-term outcomes are "lasting changes with organizational, community or systems-level benefits" (W.K. Kellogg Foundation, 2017:117). For example, DCSP improved the health and well-being of downtown Winnipeg as a result of all of the outreach programming they performed.

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3.2 Evaluation Types

Program evaluations and evaluation questions are divided into two broad categories:

1. Formative evaluations (sometimes called Process evaluations)
2. Summative evaluations (sometimes called Outcome evaluations)

3.2.1 Process Evaluations

Formative evaluations analyze an organization's strengths and weaknesses to understand what works and does not work toward accomplishing the organization's goals. Process evaluations analyze programs to determine if they are: "being implemented as planned and according to schedule, "assess if the effort is producing the intended outputs," "identify the strengths and weaknesses of the effort," and inform the organizations of potential adjustments (W.K. Kellogg Foundation, 2017:27). Process evaluations do this by analyzing "if the strategy, initiative or program has been implemented as planned and if not why," "what has worked or not worked and why" and "what needs to be improved and how" (W.K. Kellogg Foundation, 2017:27). In addition to reviewing the number of times an organization acted, a process evaluator analyzes the insight of people exposed to the organization. Process evaluators also determine the quality of an organization's activities and the immediate results from activities to determine the organization's output quantities and the quality of their activities.

3.2.2 Outcome Evaluations

Outcome evaluations attempt to understand if the evaluation's subject "achieved the desired outcomes and what made it effective or ineffective" (W.K. Kellogg Foundation, 2017:27). Outcomes are generally long-lasting changes organizations have had on their target audience, so outcome evaluations are typically only completed when organizations have been operating for multiple years (W.K. Kellogg Foundation, 2017:27). Case studies and quasi-experimental evaluations are the most appropriate research design for analyzing programs and

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communities. Case studies analyze a specific organization and its context to understand how it implemented its strategies, what elements made it effective, what worked and didn't work and why, what resources are necessary to start the organization and how to refine the effort (W.K. Kellogg Foundation, 2017:55). Quasi-experimental evaluations analyze organizations' "causal effects… by comparing two groups of participants… or by comparing data collected from one group of participants before and after they participated in the program" (W.K. Kellogg Foundation, 2017:55).

3.2.3 DCSP

DCSP is a non-profit response, patrol and case management referral service in downtown Winnipeg (Downtown Community Safety Partnership,2021a). The organization operates with three main teams that perform activites and create outputs: MAC 24/7, Connect, and COAR. Mac 24/7 and Connect are outreach teams that perform downtown presence patrols. COAR (Community Outreach Advocacy Resource) is DCSP's case management team that connects people referred to them to social services. While Mac 24/7 and Connect perform outreach activities on the streets, they also provide referrals to COAR. Once COAR receives participants, it helps them obtain long-term social services to help them with anything they need to achieve stability. DCSP's two-pronged approach to helping its community has two main outputs: outreach and case management. While outreach outputs help immediate situations and have the potential to help people's long-term situations, COAR activities mostly exclusively work to help clients' long-term stability.

3.3 How Information Was Gathered

This evaluation uses three main methods: qualitative interviews, quantitative analysis, and field observations. In total, eleven interviews were conducted between 5 DCSP employees and 6 non-DCSP employees.

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From DCSP: one COAR manager, two MAC 24/7 managers, one Connect manager and one Director were interviewed to learn how each facet of DCSP operates. Interviews with DCSP staff focused on three main topics:

- identifying the key inputs at DCSP;
- understanding how DCSP members conduct their activities; and
- Learning how performing these activities helps achieve DCSP's goals.

Additionally, researchers interviewed social service operators from a food stability organization, Main Street Project, and an action therapist[1] to understand the impact and effect that DCSP can have on Winnipeg's safety model. Finally, interviews were conducted with a Winnipeg Police Service Superintendent, a Winnipeg Fire Paramedic Service Deputy chief, and a Winnipeg Parole officer to understand how DCSP affects the work of these organizations. All interviews ranged from 27 minutes to 1 hour and thirty minutes, depending on the information provided by the interviewee.

The second information-gathering method was an analysis of statistics gathered by DCSP, WPS, and WFPS. The outputs that DCSP tracks are essential as they help show how often DCSP engages with the community to help respond to mental health and substance abuse issues and works in a first-responder role. Analyzing WPS and WFPS statistics provides insight into how DCSP's presence correlates to these services and shows how DCSP affects Winnipeggers' safety and well-being.

[1] Action therapists work with youths in the community to help them overcome life challenges, connect youths with their community and culture, and provide positive mentorship and counselling. Action therapists work within the medicine wheel to ensure youths are well-balanced in mind, body, spirit and emotions. Action therapists work with youths involved in the court systems by advocating for them and helping them access social services when necessary.

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The second information-gathering method was direct field observation. Being on patrols with DCSP at various times provided a unique view of how they conduct their day-to-day business. This method led to insight into how the DCSP operates and the issues its members may have with day-to-day operations. Field observations occurred over 10 different weeks, at different times of the year, for over an hour per outing. The total field observation time was 15-20 hours, and researchers only observed the Connect and MAC 24/7 outreach patrollers. The patrols provided qualitative insight into how DCSP patrollers handle their day-to-day activities and how they problem-solve situations when responding to events.

The final information-gathering method was a literature review on Winnipeg's current safety environment. This includes: an analysis on Winnipeg's homeless population, housing affordability in DCSP's area, barriers to accessing services in Winnipeg, Winnipeg's social services and organizations that respond to problems in Winnipeg. This method was also utilized to review DCSP's foundational literature and understand what their original implementation plan and desired outcomes were.

Unfortunately, any statistics collected during the COVID-19 pandemic will have limitations. All gathered qualitative and quantitative data regarding DCSP was during the Covid-19 pandemic, as DCSP only began in 2020 and December 2022 is the latest quantitative data month. Limitations are due to the unusual; restraints on DCSP employees, restraints on DCSP participants (people DCSP assists) and unusual activities that would not be necessary during a typical year. The limitations presented by COVID-19 may alter the data in unforeseen ways, limiting the value of this thesis's quantitative data. However, to counter this limitation, analyzing crime and first responder call numbers in neighbourhoods adjacent to where DCSP operates and

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comparing that with areas where DCSP patrols may help reveal the effect DCSP has on Winnipeg.

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Chapter 4: DCSP's Logic Model Information

This chapter contains information on DCSP's logic model, which was analyzed to complete DCSP's process and outcome evaluation. Each facet of DCSP's logic model is analyzed throughout this section including:

- The situation DCSP is trying to impact;
- DCSP's desired outcomes for their target community;
- Assumptions on how DCSP plans reach their outcomes,
- DCSP's implementation plan they originally had to reach those outcomes,
- The inputs DCSP uses to complete their activities;
- The activities DCSP completes to produce outputs;
- The outputs that result from DCSP's activities;
- Outcomes DCSP produces for their target community from their activities.

This chapter contains information from literature review sources, field reporting, qualitative interviews, and quantitative data analysis.

4.1 Situation

Winnipeg's downtown has two distinct safety issues: deeply entrenched social problems and a lack of effective services (MNP, 2018:i). In combination, these issues lead many Winnipeggers to believe that Winnipeg's downtown area is unsafe. This section will focus on some downtown issues that DCSP is attempting to help resolve. The results from this section are gathered from an in-depth literature review of downtown Winnipeg's current needs, and solutions and qualitative information gathered from interview participants.

4.1.1 Homelessness

Homelessness has consistently been an issue throughout Winnipeg's history. Winnipeg's homeless population is racialized, with over 70% Indigenous in 2018 (End Homelessness

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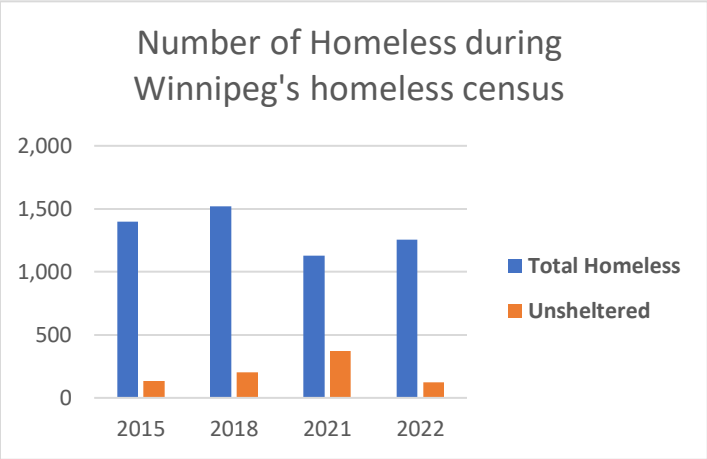
Winnipeg, 2019:vi). While Figure 1 (End Homelessness Winnipeg, 2021:1) shows that Winnipeg's total number of homeless decreases over time, their negative social situations remain very prominent.

Figure 1 Temporal analysis of Winnipeg's homeless population's living situations.



For example, in 2015, it was reported that 479 people experienced absolute homelessness; in 2018, 204 people reported being unsheltered the night before the survey, and in 2021, 123 people were considered unsheltered homeless (End Homelessness Winnipeg, 2021:2). An absolutely homeless person is completely unsheltered, which can be very dangerous in Winnipeg winters.

Winnipeg's homeless population struggles with various issues aside from housing, including;

- **Food and sleep insecurity:** 71.4% of homeless people were hungry the month before the census, while nearly 49.3% had only 1-6 hours of sleep per day (End Homelessness Winnipeg, 2019:4,10).
- **Physical Pain:** 52.7% of homeless people noted they usually feel pain, with "moderate" and "moderate to severe" being the most common levels of pain reported (End Homelessness Winnipeg, 2019:19).
- **Mental Health:** Winnipeg's homeless population is struggling with various ailments. For example, 85.4% of Winnipeg's youth homeless people have mental health distress

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symptoms (Note: the adult figure is not available) (End Homelessness Winnipeg, 2021:5).

- **Substance use:** The 2018 street census found that the top three hard drug categories for homeless people were stimulants (43.8%), opioids (21.9%), and tranquillizers (16%). Within the hard drug category, methamphetamine was the most used drug (29.3%), followed by cocaine (20.4%) and crack (20.2%). Finally, the census discovered that homeless Winnipeggers' alcohol use rates in the past year were 80%, with 81.7% of homeless individuals having heavy drinking incidents (5 or more drinks on one occasion) in the past year. In addition, 10.2% of homeless stated they used other domestic products that contain alcohol within the past year (End Homelessness Winnipeg 2019:27). Furthermore, 74.7% of homeless said they would attend services that "control, or make drinking safer if this were available in places where they spend time" (End Homelessness Winnipeg, 2019:28).

4.1.2 Housing Affordability

Housing affordability has continuously been a problem for Canadians. A 2018 report stated that 12.8% of households in Manitoba qualify as having core housing needs, an increase from 10.9% in 2006 (Carter et al., 2020 pg. xv,157). My Peg (2023) defined core housing needs as households that currently live in unsuitable (requiring major repairs), inadequate ("….not enough bedrooms for the size and make-up of resident households…"), or unaffordable housing ("…costing more than 30% of before-tax household income…"). Centennial, Midland, and Lord Selkirk are the areas with the greatest core housing needs by percentage (Carter et al., 2020, p. 157). While Centennial is in DCSP territory, Lord Selkirk is just outside DCSP's area.

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4.1.3 Substance Use

Substance abuse is another problem within Manitoba, as drug rates have increased recently. For example, between 2013 and 2016, methamphetamine usage rates increased 20 times (MNP, 2018:8). However, alcohol is the most abused substance in Manitoba (MNP, 2018:10). Higher drug usage leads to problematic social outcomes. For example, the number of hospitalizations for drug use increased by 19% between 2014-2015 and 2016-2017, while opioid-related deaths increased by 88% from 2016 to 2017 (MNP, 2018:8).

Understanding who typically seeks support for substance abuse helps to suggest solutions to problems substances cause. Addictions Foundation Manitoba reports that individuals seeking assistance are, on average, 32 years old, make less than $30,000 per year, and have a high school education or less. Furthermore, 70% of people who seek assistance from AFM are using two or more drugs, including alcohol, and have had money or family problems in the past year. Finally, over 50% of people seeking assistance admitted to committing crimes, while over 30% are actively involved in the criminal justice system (MNP, 2018:9–10).

4.1.4 Winnipeg's Long-Term Service Sector State

4.1.4.1 Long Term Social Service Availability

Interview respondents within DCSP, DCSP's partner organizations, and Winnipeg stakeholding organizations noted that Winnipeg lacks adequate long-term services for vulnerable people. One respondent from DCSP noted that services are overloaded with people and have waitlists that do not keep up with new service demands. For example, one participant from Manitoba's probation offices noted that centralized housing services are typically full when they try to house their clients. Winnipeg has around 33 addiction service organizations, but only two publicly funded acute care and detox options exist, with 57 available client slots (MNP, 2018).

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4.1.4.2 Long-Term Service Sector Format

Emergency service, non-profit, probation service, and DCSP participants stated they wanted to see changes to Winnipeg's long-term services. While one non-profit participant noted that Winnipeg must create more free alternative programs, EMS, probation and non-profit workers focused on changing housing and EIA services into services that provide stable, properly incentivized, long-term support instead of for-profit, unincentivized, short-term assistance models. Participants have also noted that because social services do not focus on fixing the root causes of vulnerability, the services are bound to fail in many circumstances.

- One Non-profit interview participant noted that Winnipeg needs to change its EIA incentive structure to incentivize people to obtain other incomes and not cut them off from support immediately upon obtaining a job.
- An emergency services participant noted that Winnipeg has many acute services but not enough long-term services that people require.
- A Winnipeg Emergency Services participant noted that Winnipeg's shelter system should change. This EMS participant and a DCSP participant noted that people find the shelter housing system restrictive and unsafe. This feeling leads to people living in tents in minus-forty weather conditions instead of warm shelters. A different EMS participant noted that Winnipeg's housing structure could change from a large shelter space to individualized housing by using shipping containers or other small structures to house people individually.

However, Emergency services and DCSP participants also noted that social housing programs' eviction model often makes it unstable unless people constantly meet the housing condition criterion.

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4.1.4.3 Barriers that prevent Winnipeg's long-term services from working effectively

Interview respondents noted various systemic barriers within Winnipeg's long-term services that prevent people from obtaining services.

- First, one DCSP administrator and an emergency service worker noted that social services' criteria for entry are often too high to allow people to access help when they want it. For example, some services require you to be sober for a specific period before entry, and some require a family doctor to complete medical claims (even when participants do not have a family doctor). However, respondents from non-profit organizations and Winnipeg stakeholding organizations noted that it is vital to help people quickly after they request help. Immediate assistance is necessary because participants believe that if services miss opportunities to help people, people may not want help when someone eventually offers it.
- One Emergency Service participant noted that organizations that operate on a 9-5 basis Monday to Friday and organizations that make people wait to receive services or meet with workers create barriers for people who may need help. One DCSP manager noted that due to strict timings within some social service agencies, people who cannot meet the time constraints must wait long to receive another meeting. For example, people who arrive 15 minutes late to Employment Income Assistance (EIA) meetings could not schedule other meetings for a month or more. However, these realities differ depending on the service people seek. Evidence from qualitative interviews suggests that these problems are numerous enough to create barriers throughout the social welfare system.
- Stigmas and stereotypes within long-term services may discourage people who want services. Two non-profit organization participants noted that people experience stigma

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when trying to utilize services. In turn, stigma makes people less likely to utilize services and may make services unable to meet people's needs.

- DCSP's COAR frontline managers noted that vulnerable people may be unable to advocate for themselves at organizations, which may be a barrier to obtaining social services.
- Two DCSP managers also noted that because Winnipeg's social services are geographically distant, they are harder to access for people who need multiple services and lack transportation.

Several other barriers may also prevent people from accessing Winnipeg's social services: Multiple DCSP managers noted that vulnerable people might not have access to identification documents, an address to receive things by mail or to place on government forms, phone alarms to wake them up or alert them for meetings, and access to the internet or phones to find resources. Members of Winnipeg's homeless population also have noted issues accessing health services. In a 2018 Winnipeg street census, nearly 30% of respondents noted they did not have health cards, while 35.5% reported having no other forms of identification, making it difficult to access health services (Brandon and Maes Nino, 2018:30–31). Winnipeg's street census provides a "snapshot of who is experiencing homelessness, some of the reasons for it and barriers to exiting it" (End Homelessness Winnipeg, 2023, p.3). One DCSP manager noted that some people choose not to engage with them or other agencies as they don't care and want to do what they're doing and live their lives. The participant noted that people are autonomous at the end of the day; regardless of how many people offer help, people may still refuse.

4.1.4.4 Presence of a Connector Agencies

Winnipeg lacks agencies that can effectively reach "people in vulnerable situations, holistically assess, liaise with other services and guide them through the process" (Borras, 2020,

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p. 3). Because of this, Winnipeggers in vulnerable situations might not receive assistance because no one would reach out on the street to help them obtain services successfully.

4.1.3 Who Responds to Problems in Winnipeg

4.1.3.1 WFPS

Many non-medical emergencies are left to WFPS to handle. For example, in 2017-2019, 32,000 WFPS health checks were conducted. While health checks account for 10% of all WFPS calls in a year, this category typically relates to socially isolated people like homeless people who are "sleeping in public areas, who are not lucid, who are exhibiting abnormal behaviour and similar situations" (MNP, 2020:7). While responding to non-medical emergencies may be productive, WFPS typically lacks the specialized training, time, and transport abilities to provide long-term solutions to reoccurring problems and could instead spend time performing their primary tasks.

4.1.3.2 WPS

Winnipeg Police Service statistics show that the organization has received more requests for assistance with calls classed as 'non-urgent' in recent years. Winnipeg Police Service statistics show that "Non-urgent dispatched events" increased from 117,511 in 2014 to 130,629 in 2023, and "Non-dispatched events" increased from 22,228 in 2014 to 31,823 in 2023 (Winnipeg Police Service, 2019, p. 28) (Winnipeg Police Service, 2024). It is important to note that many of these calls are citizen-generated (WPS, 2021, p. 55). While 2016 had 137,476 calls from citizens, this number gradually increased to 161,048 in 2023 (WPS, 2021, p. 4)(Winnipeg Police Service, 2024). These statistics indicate that citizens increasingly see more activity they believe someone should handle, but police are increasingly categorizing calls as non-urgent and non-dispatchable. In addition, Borras indicates that non-emergency calls make up just under half of Winnipeg's calls for first responder services. The WPS's non-emergency calls, when broken down by

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category, show that 48% of their non-emergency calls were wellbeing checkups (possibly assisting homeless people), 6% were medical assistances, 15% were mental health and intoxication events, 13% were disputes, 12% were disturbances, and 6% were missing persons (Borras, 2020, p. 3). WPS's categorization as "non-urgent" may indicate that the service believes their agency should not be or cannot respond to these events, as they are an emergency service. Furthermore, police might be able to provide a criminal justice response to these issues if they hire more officers. However, the number of officers per capita the WPS employs decreased yearly from 2014 (211) to 2019(177.9) (WPS 2019:2, 2021:7). 2022 was the first-year officer numbers increased since before 2013, and Winnipeg's population has continuously grown (Winnipeg Police Service, 2024). Recent WPS statistics on officers per capita are inversely related to the total number of crimes per year, total non-dispatched calls per year, and total non-emergency calls per year.

4.1.3.3 Non-profit organizations that respond to non-criminal events and non-medical emergencies

Winnipeg's social service sector has some serious gaps. In addition to the Winnipeg Biz, there were nine main outreach services in 2020, which included Resource Assistance for Youth (RAY), Street Connections, Salvation Army, Ma Mawi Wi Chi Itata Centre, West End 24, Community Homeless Assistance Team, Main Street Project, Sage House and Ndinawe Outreach (MNP, 2020:8–9). No outreach services in Winnipeg operate 24/7 or provide proper medical assistance or transportation to long-term social services (MNP, 2020:10).

Interviewers asked participants whether or not Winnipeg has an adequate number of services that respond to non-criminal events, and two answers emerged. First, one DCSP administrator, one non-profit operator, and one EMS professional said "yes," there are sufficient services to respond to non-emergency issues in downtown Winnipeg. However, this group noted that the

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coordination issues between agencies prevent the services from being effective. Secondly, two DCSP managers and one non-profit operator noted that "no," there were not enough services responding to non-emergency calls. One participant from a non-profit organization noted that police should not be attending most of the calls they do. However, they must do so because no other service can handle all the non-emergency events. Another non-profit worker noted that more services would be better, as people still fall through the cracks that lead them to life on Winnipeg's streets. Finally, DCSP participants and non-profit persons noted that expanding their services to all of Winnipeg would be ideal as it could create faster response times to issues and provide a more appropriate response than the police are currently providing to some incidents. However, one EMS participant noted that expanding non-emergency services is bound by the perspective of policymakers who may not value their services. The Emergency services participant noted that although Winnipeg does not have enough services responding to non-emergency calls, it is not just the city's responsibility. This respondent noted that the province is also responsible for responding to the social determinants of crime (and supports non-emergent responders through Shared Health) and that the city and province could *coordinate better* responses to crime's social determinants.

4.1.4 Long- and Short-Term Service Issues in Downtown Winnipeg.

4.1.4.1 Lack of Accountability Structures for Non-Profit Organizations

One Emergency services participant noted that non-profits' accountability structures may not be tight enough. This participant believes that non-profits may not need to prove the impact of their budget to receive grant money, which is problematic for cities with tight budgets that allocate resources to non-profits.

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4.1.4.2 Lack of Coordination Between Agencies

4.1.4.2.1 Response Organizations

Winnipeg's outreach organizations are independent entities with inconsistent lines of communication and no mutual support that could improve their ability to coordinate their efforts. (MNP, 2020:3). With better coordination, organizations could create referral pathways between agencies that handle cases and an integrated referral system between different agencies via the emergency and non-emergency call lines. One emergency services participant noted that the public needs one access point to reach response services. Nonemergency response services are not connected with 911, so they cannot help when needed. This participant noted that the 211 system is poorly implemented and cannot be used to dispatch organizations to where they are needed. Also, services within the city are geographically spread out and do not communicate effectively with each other to troubleshoot individual cases and provide greater support to the downtown area. Improved coordination between outreach social agencies is particularly helpful for organizations that have vehicle fleets. Two emergency service workers, one DCSP administrator, and one DCSP manager noted that non-profit organizations operate independently of each other and do not look outside themselves to help other organizations, which can lead to them being unaware of where they are needed most. Service areas often overlap, which may neglect some areas. A lack of coordination means that the social service agencies in Winnipeg with vehicle fleets are not using their services to be as effective/efficient as possible, according to some people in Winnipeg's public services and social services sector.

4.1.4.2.2 Long-Term Services

One Emergency Services participant and one Probation Service participant noted that a lack of coordination between social service agencies creates extra work and prevents organizations from fulfilling their mandates. For example, one Probation services participant

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noted that housing services have never answered their frequent attempts to gain housing for their clients. Additionally, the participant noted that the new EIA system implemented after COVID-19 has harmed the EIA's ability to connect with clients appropriately.

4.1.4.3 Why Winnipeg's Services Lack Coordination

Two DCSP and two emergency service participants noted that Winnipeg's safety model structure discourages inter-agency coordination because it uses an incentive structure that leaves agencies competing for the same monetary resources. This competition leads organizations to avoid teamwork for fear of not getting credit and funding for their work. Additionally, a DCSP administrator noted that the incentive structure might encourage non-profits to expand their mandate to the point where they are not useful in any areas where they operate. One emergency service participant suggested that having a provincial agency that coordinates all services and allocates funding based on the services' outcomes could solve the lack of coordination.

4.1.5 Current Negative Outcomes resulting from Winnipeg's current safety model approach

4.1.5.1 Manitoba Justice's Backlog and Overrepresentation

Winnipeg's contemporary safety model produces negative outcomes for the justice system. For example, a continuous "backlog" of criminal cases in the justice system leads to long wait times for trials and sentencing. In addition, Manitoba consistently has one of the highest adult incarceration rates in Canada, showing that Winnipeg handles its issues mainly through the justice system (MNP, 2018:3). However, Winnipeg's crime rate is much higher than other cities in Canada (Snow & Audas, 2024). This unique challenge is likely a major reason why Manitoba Justice is highly utilized and relied upon.

4.1.5.2 Winnipegger's perceptions of safety

Winnipeg residents perceive downtown Winnipeg as unsafe, and this perception has worsened over recent years. For example, in 1999, 30% of respondents believed Winnipeg had more crime than other cities, while in 2019, 55% felt Winnipeg had more crime than other

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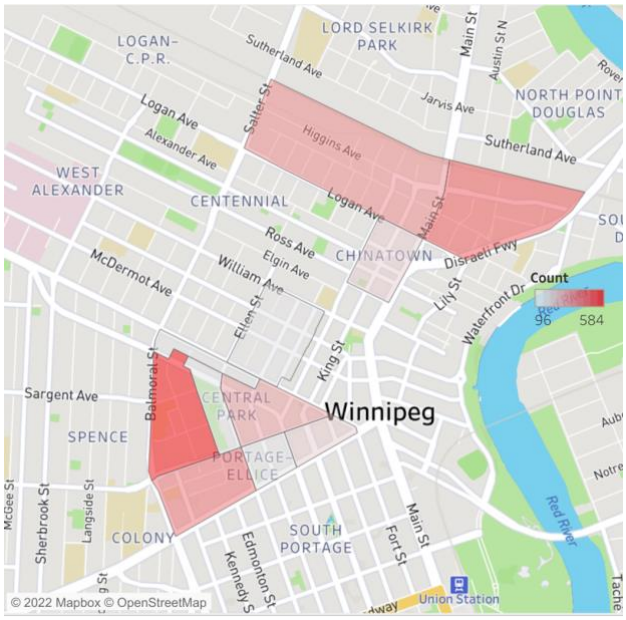
cities[2]. Additionally, the 2019 respondents felt the city was less safe than in 2015 (MNP, 2020:1)[3]. WPS and the downtown BIZ have noted that fears about safety are worse at night and in certain parts of downtown Winnipeg. Specifically, four areas of Winnipeg's downtown core are perceived to be the worst for citizen safety: North Main Street, North Portage, Chinatown, and the University of Winnipeg (Downtown Winnipeg Biz, 2019:10).

Figure 2 Biz Survey's most unsafe neighbourhoods in Winnipeg



The Downtown Biz survey respondents identified why they believed the city's core area was unsafe. They noted that panhandling, lack of foot traffic, drug use, crimes, intoxicated people, poor lighting, aggressive people, and a lack of patrols were key issues that led to unsafe feelings (Downtown Winnipeg Biz, 2019, p.12). Winnipeg's reputation as an unsafe city has repercussions for tourism and attracting new businesses and residents.

[2] In 1999, Winnipeg had the fifth-highest crime rate among metropolitan cities (Canadian Centre for Justice Statistics 2000). In 2019, Winnipeg had the second-highest metropolitan crime severity index in Canada, the highest violent crime severity index and a record-breaking number of homicide cases (Moreau et al., 2020).

[3] In 2015 and 2019, Winnipeg had the highest crime severity index out of any major metropolitan centre in Canada (Allen, 2016; Moreau et al., 2020). Over time, Winnipeg's crime severity index rose from 90.35 in 2015 to 132.09 in 2019(Statistics Canada, 2024).

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Interviewees had two main belief sets when asked about Winnipeg's safety levels.

- Four interviewees, one Emergency service participant, one Manitoba Probations participant, and two non-profit workers, believed that downtown Winnipeg was unsafe.
    - The non-profit operator participants noted that first responders do not respond to issues fast enough for Winnipeg to be safe.
    - The second non-profit worker stressed that Winnipeg is unsafe for people on the streets due to weather and systemic issues.
    - One Manitoba Probation worker noted that due to the high number of critical incidents (stabbings, homicides) in recent years, they did not think Winnipeg was safe.
- The other group, which included one emergency service worker, one non-profit operator, one DCSP administrator, two MAC 24/7 managers, one Connect Manager, and one COAR manager, noted that Winnipeg is safe if one is aware of issues and understands how to handle them.
    - COAR's Manager noted that downtown's problems are simply more out in the open, and one's sense of safety depends on individual relationships with downtown communities that create a feeling of safety.
    - One DCSP administrator and one emergency service member noted a gap between people's perception of safety and the actual level of safety. These respondents noted that people from the suburbs are unaware of the downtown's ecosystem, are detached from the downtown's context and don't know how to properly interpret downtown problems and situations. In contrast, DSCP's administrator noted that people who frequent downtown often know what to do

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when situations happen and have a history of positive interactions in the downtown area. Downtown residents' ability to properly identify incidents, how to respond to them and being aware of positive downtown interactions helps them understand the downtown in a broader context. It allows them to view Winnipeg's safety levels appropriately. Additionally, DCSP administrators and an Emergency Service worker noted that the media makes people think downtown is unsafe by focusing on high-profile violent incidents.

4.2 Desired Outcomes

DCSP grew out of a proposal by the Community Wellness and Public Safety Alliance (MNP, 2018:1). The provincial government determined this project was too expensive and rejected the funding request. MNP projected that the Alliance proposal would cost 42 million dollars to implement and 20 million dollars per year to operate (MNP, 2018:91). DCSP was based on a similar rationale but was scaled down to a less expensive and less comprehensive project. To understand what DCSP's goals are, this section displays the results from a review of DCSP's foundational literature, current community reports and an early discussion with the executive director.

4.2.1 The Alliance Proposal's Desired Outcomes:

The Alliance created a proposal to create a safer, healthier, more inclusive and more economically vibrant downtown for all Winnipeggers. The Alliance planned to do this in four main ways:

- diverting people from the criminal justice system by treating social determinants that lead to crime;
- diverting people from the court system with restorative justice measures that operate within the community;

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- helping people in the community commit to rehabilitation through restorative justice; and
- coordinating services within downtown Winnipeg will make them more effective at helping Winnipeg's most vulnerable people.

Although the Alliance could not obtain funding for its proposal, the original proposal influenced DCSP's founders when they created it.

4.2.2 DCSP's Foundational Goals

As the Alliance's proposal did not get accepted, a second proposal with a smaller budget was created for the city of Winnipeg. DCSP's model was outlined in a proposal from The Community Wellness and Public Safety Alliance encompassed members of SharedHealth, WFPS, WPS, Business, Aboriginal Council of Manitoba, RCMP, Manitoba Justice, Addiction Foundation of Manitoba, Shared Health, WRHA, Opportunities for Employment, and United Way. MNP created the organization's report, and True North Sports and Entertainment and the City of Winnipeg funded DCSP's business plan. The model outlined in this section explains what DCSP's foundational and current goals are according to their foundational documents and community reports. Information was also gathered from early interviews with a DCSP administrator.

4.2.2.1 Engaging with the community to promote positive relationships between residents and staff and promote a sense of stewardship in downtown populations.

DCSP engages with the community and promotes relationships with downtown residents for several reasons:

- First, DCSP attempts to build relationships with citizens to build perceptions regarding who makes up the downtown community. DCSP believes building rapport with businesses and citizens will increase citizen involvement in prevention and problem-solving activities such as volunteering and supporting existing services.

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- Second, building rapport with vulnerable people helps DCSP frontline workers perform their other activities more effectively, including helping DCSP personnel obtain information that can help them assist downtown members in helping people be more open to accepting referrals from DCSP members for long-term services; and helping residents to communicate their needs and accept help from a trusted source (DCSP, 2021b).

4.2.2.2 Improve the health and well-being of all downtown community members.

DCSP believes that the health and well-being of "a community is tied to the well-being of every member of the community" (DCSP, 2021c:7). Thus, DCSP tries to improve the health, well-being and quality of life for everyone in Winnipeg's downtown community (Burnett, 2021a).

4.2.2.3 Creating a continuum of care for downtown Winnipeg's vulnerable population

DCSP's founders understood that "vulnerable people spend a great deal of time navigating an often-fragmented service delivery system…" (DCSP, 2021a:2) and that sustained services and support are necessary to help them escape their troubled conditions. DCSP administration also understood that helping vulnerable people find stability prevents crime from occurring and supports DCSP's other mandates, such as increasing safety in downtown Winnipeg.

4.2.2.4 Improving Safety conditions in Downtown Winnipeg and improving the public's perception of safety in downtown Winnipeg

DCSP seeks to improve the safety and perception of safety for all people who utilize and live in the downtown area. This task will be accomplished through their activities and collaboration with multi-sectoral partners to "reduce risk, vulnerability and ultimately harm…". (DCSP, 2022a:5).

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4.2.2.5 Reducing non-emergency demands on first responder services

DCSP wants to serve as a “helping service" that can provide an alternative response to non-emergency first responder calls. By providing teams with appropriate training, DCSP hopes that residents will call them, instead of police and paramedics, to handle situations that police and paramedic services deem non-emergencies. Additionally, a DCSP administrator stated the organization hopes that police and paramedic services can call them for warm handoffs when they think DCSP will be useful.

4.2.2.6 Improving coordination between existing response and social service agencies

DCSP's founders designed it to improve coordination between first-responder organizations and social services and to respond more efficiently and effectively to social disorder calls (MNP, 2020:43,45).

4.2.3 The Impact of Harvard Bloomberg's City Leadership Initiative

A Harvard Bloomberg document published in the summer of 2020 influenced DCSP's early development. As noted by a DCSP member, the report states that Winnipeg's non-emergency calls utilize about half of Winnipeg's police resources (Borras, 2020, p. 3). This statistic suggests to the report's authors that Winnipeg may be deploying its resources ineffectively and inefficiently, as the report argues police are not the proper resource to attend these calls (Borras, 2020, p. 3). Instead, the report suggests creating alternative response solutions and providing adequate social support to Winnipeg's vulnerable population to reduce the number of non-emergency calls that traditional first-responder services attend (Borras, 2020, p. 10). In addition, the report discusses the necessity of creating new first/second responders, what skills new first/second responders should have, and how Winnipeg's safety model can be changed to appropriately address the potentially inefficient/ineffective response to non-emergent issues.

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Borras believes Winnipeg should reduce how often Winnipeg's emergency services respond to non-emergent issues. Borras also suggested Winnipeg should provide a more aligned response by proactively providing proper social support to vulnerable people so they do not need emergency services (Borras, 2020, p. 10). The study emphasizes that Winnipeg should not necessarily do this by increasing the number of services that assist vulnerable people. Instead, the report believes that providing better social support to vulnerable people can be done by improving the mechanisms used to reach individuals at risk, the assessment of vulnerable people's situation and environment, the selection of appropriate services to help vulnerable people, and the ability to support vulnerable people by connecting them with services and helping them navigate Winnipeg's social system (Borras, 2020, p. 9).

Borras believes traditional responders can be utilized less frequently for non-emergent events by diverting non-emergent calls from the call centre to an alternative fourth dispatchable option (Borras, 2020, p. 14). In this case, Borras considers the fourth dispatchable option to be different organizations from the typical three first responders (fire, paramedics and police). For this to happen, call centre staff should be trained to identify social determinants impacting vulnerable people's well-being, know about local referral pathways and provider options, and know how to assess a situation's risk. Borras believes that having 911 call operators knowledgeable in these areas will allow them to identify situations' urgency and risk and send a tailored response. Responses that are more tailored to the problem they respond to can provide long-term solutions for callers when possible or emergency services when necessary. Additionally, agencies could directly connect call centres with 211 to perform warm handoffs between phone lines when necessary (Borras, 2020, p. 13). Borras believes the makeup of the fourth responder teams could be different depending on each call's risk level and social determinants (Borras, 2020, p. 12). For

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example, some teams could be outfitted with one police officer and one social worker to handle dangerous situations, while others could be made up entirely of non-police officers. Borras suggested two fundamental skills for the fourth responder groups to have. First, fourth responders should be able to "assess the social context of vulnerable person[s] and identify the social determinants impacting their well-being" and have "wide knowledge of resources and providers available…" to help people navigate the system (Borras, 2020, p. 10). In addition to these attributes, Borras believes these multidisciplinary fourth responder teams could incorporate paramedics, mental health professionals, social workers, and people with conflict resolution skills (Borras, 2020, p. 12).

4.3 Assumptions

4.3.1 DCSP activities can decrease demands for first responders at non-emergency activities

DCSP uses this assumption to choose where they are most active during patrols. DCSP tries to "outpace" (DCSP, 2021c:13) WFPS responses in downtown hotspots to ensure they assist residents with non-emergent incidents, such as physical injuries or mental health incidents, instead of first responders whenever possible. When DCSP responds to issues in its target area, issues are prevented from getting more serious and allows downtown residents access to another service that can help them.

4.3.2 DCSP activities help coordinate downtown agencies

DCSP assumes that its communications and outreach plan towards other agencies will create "buy in, support, and endorsement amongst Downtown Safety Partners" (MNP, 2020:41). DCSP believes its plan will help create partnerships between downtown organizations to develop a coordinated response to social issues (MNP, 2020:41). DCSP's activities such as attending meetings with other outreach service providers and constantly communicating with them allows services have better coordination in their activities.

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4.3.3 DCSP activities will help to make downtown Winnipeg a safer community

DSCP believes that community safety is about more than just crime prevention. DCSP believes that reducing risk, vulnerability, and harm in Winnipeg's downtown can be ensured by providing presence patrols, reporting criminal activity and assisting vulnerable people in Winnipeg's core community (DCSP, 2021c:4). DCSP believes a few of its activities particularly promote safety in downtown Winnipeg including:

- **Cleaning up syringes from areas:** Because sharps left lying around can stab people, removing sharps from areas can create a safer environment in downtown Winnipeg (DCSP, 2021a:7, 2021b:10, 2021c:9, 2022c:11).
- **Witnessing fights and disturbances**: DCSP believes that de-escalating fights, dispersing conflicting parties before fights erupt, calling first responders for incidents that get out of hand, and providing medical assistance to those who need assistance after fights (DCSP, 2021c:9–10, 2021b:10–11, 2022c:9–10) will increase safety during potentially violent incidents.
- **Reporting criminal activities to the police (DCSP, 2021c:9, 2021e:9, 2021d:9).**
- **Assisting organizations that are affected by downtown incidents and referring victims to appropriate services (Downtown Community Safety Partnership, 2021:11)**.
- **Providing courtesy walks** (DCSP, 2021c:9, 2021a:7, 2021b:10, 2021e:9, 2021d:9–10).
- **Extinguishing fires (DCSP, 2021b:11, 2021d:10).**
- **Improving people's immediate welfare by helping them access necessities of life and long-term social services.**
- **Visibility and Patrol Presence:** Patrol presence increases safety and residents' sense of safety by constantly reminding them that help is always available (MNP, 2020:45).

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4.3.4 Connecting Heavy Users of Services to appropriate ongoing services helps community and individuals' well-being, health and safety

DCSP's foundational Alliance organization believed that people heavily involved in the criminal justice system are typically only involved in minor crimes. Because heavy service users are typically involved in minor crimes, they do not pose a major threat to society (MNP, 2018:3–4). To provide a safer community, DCSP believes heavy service users should receive services to help them achieve stability, which will lead to less criminal activity from these persons and increased health and stability in their lives (DCSP, 2021c:11, 2021b:12, 2021d:11).

4.3.5 DCSP activities can improve how Winnipeg's downtown responds to social issues and will decrease social problems in downtown Winnipeg

DCSP believes that its ability to provide a long-term continuum of care for people in its target communities will allow the community to respond more appropriately to social issues in Winnipeg's downtown core and create a safe environment (MNP, 2020:4).

DCSP believes it can provide a new approach to health and social well-being issues that have "historically been misperceived as criminal issues" (MNP, 2020:4). DCSP believes it can transform how Winnipeg responds to "health and social challenges" (MNP, 2020:4) by providing a wraparound outreach and social service model to help people find stability and prevent crime.

4.3.6 Social service, outreach, and patrol organizations need to be integrated and work as a team to provide increased support to citizens in need and a complete continuum of care

DCSP believes that Winnipeg's current social service system is fragmented, making it difficult to navigate (DCSP, 2021d:11). To assist potential social service users, DCSP provides wraparound case management services to help clients navigate all social services they need to access (MNP, 2018:68). DCSP believes that by referring people they meet during their frontline patrols to their case management team (via obtaining their information so DCSP's case management team can set up a meeting and create a plan for participants in the future), they can

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help provide a sustained continuum of care for people in downtown Winnipeg who need help accessing social services or would not try to access services on their own (MNP, 2020:16).

4.3.7 Creating a sense of well-being and safety in every person is vital to creating a sense of well-being in a community (DCSP 2021c:4, 2021b:5, 2021d:7)

DCSP believes that transforming a community begins by changing people's perspectives on strategies for achieving safety and well-being. To improve public safety, Winnipeggers need to become "agents of change" (DCSP, 2021d:2) in their community.

4.3.8 DCSP services promote health and well-being in Winnipeg's downtown community

DCSP believes it can promote health and well-being in Winnipeg's downtown community by:

- Assisting individuals abusing substances (DCSP, 2021a:7, 2021c:7–8, 2021b:8, 2021e:7, 2022c:8);
- Treating physical injuries (DCSP, 2021c:7, 2021b:8, 2021d:7, 2022c:8);
- Providing mental health assistance (DCSP, 2021c:7, 2021b:8, 2021d:7, 2022c:8); and
- Providing well-being checks (DCSP, 2021a:8, 2021e:8, 2022c:9).

4.3.9 Downtown needs to be safe and welcoming for Winnipeg to grow.

DCSP believes that downtown Winnipeg currently feels unsafe to many Winnipeggers. This perception leads to negative consequences, including people being "reluctant to enjoy social and economic benefits" (MNP, 2020:46) that the downtown core offers. DCSP believes that a safe atmosphere will allow Winnipeggers to focus on their lives and not worry about personal safety in their work or social environment (MNP, 2020:46). This alleviation of fear from people will allow them to spend more time and money downtown and contribute to its growth.

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4.3.10 DCSP believes creating rapport between themselves and downtown residents is important for their success and believes their activities create rapport

The Alliance emphasized fostering rapport with the people they were trying to help (MNP, 2018:59). In the same way, DCSP believes that creating rapport with downtown citizens is a long-term process that allows them to build trust with community residents over time (DCSP, 2021b:5). DCSP believes that engaging communities allows them to learn about the community's goals and to understand downtown residents' needs (MNP, 2020:16).

4.3.11 DCSP believes its activities engage its target community (everyone who utilizes their target area in downtown Winnipeg).

Activities that effectively engage the community and build rapport include;

- **Public engagements** (DCSP, 2021c:5, 2021b:6, 2021e:5, 2022c:5);
- **Contacts with community businesses** (DCSP, 2021c:5, 2021b:6, 2021e:5, 2022c:5);
- **Engaging with homeless people, panhandlers and homeless encampments** (DCSP, 2021c:5, 2021b:6, 2021e:5, 2022c:5); and
- **Providing social assistance to downtown residents** (DCSP, 2021c:5, 2021b:6, 2021e:5, 2022c:5).

4.4 Implementation Plan

This section details how DCSP proposed for its organization to operate when proposed in its original reports. This data outlines how the organization intended to effectuate its goals into its target community. The subsections describe how DCSP planned on deploying its inputs towards activities and what work was necessary to achieve the results they desired. During the process evaluation, how DCSP actually completes activities are compared against DCSP's desired implementation plan to understand if the organization was implemented as planned.

4.4.1 DCSP's Goals

DCSP's founders established the organization to provide an alternative approach to "health and social well-being issues" (MNP, 2020:3) that are typically misidentified as criminal issues

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and attended to by first responders (MNP, 2020:4). DCSP was designed to replace first responders for non-medical emergency/non-criminal events by proactively and actively handling incidents, and changing how Winnipeg responds to these issues (MNP, 2020:4).

4.4.2 DCSP's Outreach Services

DCSP established its outreach teams to provide three core services to downtown Winnipeg. These services include providing a highly visible presence, appropriately triaging incidents by understanding and supporting downtown residents and providing individualized support and connection to social services (MNP, 2020:4).

4.4.2.1 Visibility

First, DCSP frontline workers were intended to be highly visible to people in Winnipeg's downtown. Specifically, DCSP designed its deployment of frontline members so people walking through downtown Winnipeg every twenty minutes during peak hours would see them. Monday to Friday peak hours include 0700-0900, 1130-1330, and 1530-1730. Saturday and Sunday peak hours include post-1800. Additionally, peak hours during downtown public events include hours after 1800 during the ongoing event. During peak hours, DCSP founders designed it to have six outreach teams walking Winnipeg's streets or walkway system. During non-peak hours, DCSP is designed to deploy 2-3 outreach teams (MNP, 2020:23). In addition to workers on foot patrol, DCSP also has teams working in outreach vans when necessary, to effectively respond to calls received by the communications centre (MNP, 2020:37). Founders expected that DCSP patrols would create a sense of safety for people who see them on the streets (MNP 2020:23).

4.4.2.2 Triage and Connection

DCSP designed its program to provide triage services to non-criminal and non-medical emergency events to foster safety and to connect people with resources. Additionally, DCSP was

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designed to inform the WFPS and WPS of events that may require the presence of first responders.

4.4.2.3 Frontline Connection

DCSP trains its frontline workers to provide social needs referrals to downtown service users who request help (MNP, 2020:4). DCSP frontline members help these people by setting them up with DCSP's case management services or providing them services themselves (MNP, 2020:45-46). Case management services are designed to help vulnerable people navigate the social service system by working with individuals to "develop a plan to obtain the service[s] they need" (MNP, 2020:23) and helping them coordinate with agencies to receive help. DCSP was designed to advocate for people trying to obtain social services to ensure vulnerable people have a voice in the process (MNP, 2020:23). DCSPs role as navigators and advocates for vulnerable people accessing Winnipeg's social services is an attempt to find long-term solutions to safety issues that have persistently been a problem for downtown Winnipeg (MNP, 2020:47).

4.4.2.4 Target Area for DCSP's Outreach Services

DCSP designed its services to be bound by the Assiniboine River to the south, the Red River to the east, Route 62 and Route 47 to the west and Higgins Avenue to the north. However, DCSP's foundational documents note that the organization will redefine this boundary depending on where DCSP's information determines its services will be most needed (MNP, 2020:17). DCSP chose this boundary to encompass a variety of important downtown community stakeholders, "utilize existing sources of revenue," and utilize boundaries already created by the City of Winnipeg and the Province of Manitoba (MNP, 2020:17). DCSP was designed to use quantitative datasets as well as qualitative information to determine the best patrol routes.

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4.4.2.5 DCSP's coordination and partnerships with downtown agencies

DCSP was designed to create partnerships with various stakeholders in Winnipeg's downtown core (MNP, 2020:43,46). It was created with various stakeholder group representatives as part of the organization to facilitate partnerships with outside organizations. For example, DCSP has representatives from the business community, the City of Winnipeg, the BIZ, the Province of Manitoba, social service personnel, and the Indigenous community on its board (MNP, 2020:26). Additionally, the Advisory board includes subject matter experts in relevant topics.

Once DCSP cultivates partnerships with outside organizations, DCSP intends to continuously utilize data received from outside organizations to support their operations (MNP, 2020:24). DCSP was intended to create joint communications channels between themselves and outside organizations and coordinate daily operations from their communications centre (MNP, 2020:24). DCSP's downtown communications centre and data is designed to be "agile and proactive" (MNP, 2020 4,16) in their response by providing DCSP with more information about ongoing situations in downtown Winnipeg. The communication centre also allows DCSP to coordinate responses between Winnipeg stakeholder safety organizations (MNP, 2020:24). Furthermore, joint communications were designed to help DCSP receive increased information about incidents to determine if co-responses to incidents are necessary; if DCSP should refer the incident to specific outside agencies; or if DCSP can handle incidents alone. Joint communications were also designed to facilitate co-responses and referrals to outside agencies (MNP, 2020:14).

4.4.2.6 Frontline Training and Employment Standards

DCSP planned to recruit frontline employees who have backgrounds or an expressed interest in "social work, mental health, and paramedic fields…" (MNP, 2020:31). In addition to this, DCSP's founders intended to create a training program for its frontline employees. DCSP

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founders planned to provide its frontline employees with Red Cross Emergency Medical responder training, situational awareness training, communication and de-escalation training, self-defence training, and training to raise awareness of vulnerable people's needs. DCSP intended to create two different kinds of patrollers (MAC 24/7 and Connect) differentiated by advanced medical training (MNP, 2020:31).

4.4.2.7 DCSP's Non-profit Status

DCSP has a non-profit status that allows it to:

- receive funding from all levels of government, private organizations and through service agreements (MNP, 2020:25);
- focus on their mandate (MNP, 2020:27); and
- have a more agile, flexible and quick decision-making process (MNP, 2020:25).

4.4.2.8 DCSP's Funding Structure and Input Resources

DCSP's founders divided its funding structure into two categories: the development phase and the operational phase. The development phase expenses are "one-time expenditures required to enable the entity to set up the governance structure, implement the communication plan, build awareness and connect with all its strategic partners and hire and train the required personnel" (MNP, 2020:34). The total budget for DCSP's development phase was $931,050 (MNP, 2020:32-36). Operational phase expenses are "financial need[s] on an annual basis to fund the daily operations" (MNP, 2020:34).

4.2.2.7 Target Audience/Area

DCSP serves a specific geographic area in downtown Winnipeg. DCSP's borders include the Assiniboine River in the south, the Red River to the east, the Higgins Bridge to the north, and the Isabel Bridge to the west (Burnett, 2021a). Within this geographic area, DCSP serves

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"Anyone who lives, visits, works, learns, plays and makes up the downtown Winnipeg community" (DCSP, 2022a:5).

4.5 Inputs

4.5.1 Funding

DCSP's initial funding for their first operational year and startup costs came from the Manitoba provincial government and totalled 5 million dollars. Next, the Manitoba government funded DCSP's Clean Slate program[4] by contributing $175,000 from its criminal property forfeiture fund in October 2022. Recently, DCSP was given 3.6 Million dollars for their 2023 year from the Manitoban government (DCSP, 2022a:6). A DCSP administrator noted that DCSP also receives funding from the City of Winnipeg, the MLCC, and the BIZ. The administrator added that private organizations support DCSP with in-kind contributions. For example, True North provides discounted rates on IT, finance support, human resources and lease rates. DCSP's administrator noted that DCSP has recently been granted charitable status, which will allow it to accept direct donations from more people and organizations in the future.

4.5.2 Collaborative Partnership/Efforts

4.5.2.1 Advisory Board and Advisory Council

Advisory boards and councils allow DCSP to gain insight, knowledge and cooperative benefits from Winnipeg stakeholders, academics and other subject matter experts. The advisory members from social services, first responders and governments help DCSP coordinate services and ensures DCSP operates as effectively as possible. An interview respondent from an emergency service organization noted that having Winnipeg first responder representatives on the advisory board allows DCSP to collaborate and align their strategic direction with emergency

[4] A DCSP team that works at cleaning downtown by cleaning areas of syringes and graffiti.

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responder members. The participant noted that board members allow first responder services to be aware of DCSP's service and collectively assess the resources they have between both organizations as options for responding to emergencies. The participant noted the relationship fits a collective impact model, as other services can use DCSP services to increase their response effectiveness and use DCSP service where it could benefit them.

4.5.2.2 Collaborative Meetings with Winnipeg Outreach Network and other Winnipeg services

DCSP manager participants noted that DCSP meets with other organizations through formal and informal meetings and group chats. These meetings allow DCSP to network and collaborate with other social service organizations. The various network meetings include:

- Winnipeg Outreach Network
    - A DCSP manager noted that these networks update DCSP with current available services and particular details with other organizations. The manager noted the network allows DCSP to know about any organizational changes (meal services changing breakfast hours), be on the lookout notices, or discuss specific outreach problems that other groups may be available to assist with or that DCSP can assist with.
- Homeless Outreach Community Service
    - A DCSP manager noted that this network allows DCSPs to better coordinate with other outreach group activities within their operational area.
    - The manager specified that this meeting allows DCSP to coordinate encampment services with other organizations operating in their target area, which ensures that all encampments within DCSP's target area receive an adequate social needs response.

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4.5.3 Food

- Community Organization leftovers and extra food
    - One non-profit operator interviewee noted that DCSP gets food donations from community organizations.
        - The participant noted that when social service organizations have leftovers from other events, they provide food to DCSP to give out during their daily patrol activities to help ensure downtown populations are food secure.
        - One DCSP manager noted that food allows DCSP to gain rapport with the people it provides food to. The non-profit operator noted that having someone to give leftovers prevents food waste when it is not used during its intended activities.
- Restaurant leftovers
    - DCSP's Administrator noted that DCSP also gets food leftovers from restaurants such as Little Caesar's and Tall Grass Prairie, which allows DCSP to build rapport with downtown members they assist and helps ensure downtown residents' food needs are met.

DCSP managers noted that the agency's food donations are inconsistent, so patrollers do not always have food to give to people they meet on their routes.

4.5.4 Building Space

A DCSP administrator and a DCSP manager provided the information for this section. DCSP requires space to house its offices for administration staff, the CAN group, DCSP patrollers when they are not on patrol, and boardrooms for meetings. Recently, DCSP changed its location from the Air Canada Building to a new building in downtown Winnipeg. DCSP's

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new location is private. When people knew DCSP's location, they would walk to their offices to ask for services. This concentration of people hindered DCSP's ability to patrol their entire area and find people who did not travel to them. While DCSP participants noted that DCSP patrol routes have not changed, the new location's privacy allows them to provide even coverage to its operational area.

4.5.5 Administration Services Necessary to DCSP's Productivity

4.5.5.1 Director

An administrator from DCSP noted that the director oversees DCSP's team through the teams' managers and is the final authority in various situations. Additionally, DCSP's director is responsible for developing and implementing policies.

4.5.5.2 Mac 24/7 Managers, Connect Managers and COAR Managers

DCSP managers noted that their roles included the following activities:

- Ensuring their teams operate as effectively as possible by managing subordinates, developing internal policy, and acting as communication links between frontline members and administration staff.
- Although frontline staff managers will not typically assign staff to specific routes or activities (patrollers often choose their routes), COAR managers may assign specific case managers to specific cases based on strengths.

4.5.5.3 Coordinated Assistance Network (CAN)

A DCSP administrator participant noted that the Coordinated Assistance Network team assists DCSP frontline teams by being the organization's primary dispatcher. The participant added that the CAN group is increasingly important at DCSP as the organization continues to experience increased calls for service. The CAN group is designed to take a call, determine the team best suited to attend the call, and dispatch appropriate members.

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4.5.6 DCSP Frontline Teams and Case Management

4.5.6.1 Connect

According to DCSP managers, DCSP's Connect team consists of 8 frontline workers. Connect members supplement MAC members when possible and assist vulnerable populations when performing normal outreach duties.

4.5.6.2 COAR

One DCSP manager noted the following information about DCSP's COAR group. COAR's case management team consists of 4 case management workers, but the organization has funding for 6 members. COAR team's main purpose is to help vulnerable individuals reach goals they have for themselves concerning accessing basic life support and social services. DCSP intends COAR to provide a continuum of care for referrd clients by helping them deal with social services agencies. This assistance can include helping them attend appointments, filling out forms, and advocating for them with social services. COAR employee's experience, training, and outlook help determine what services they are best at helping their clients with. For example, COAR members who have experience navigating mental health services or navigating housing services have an easier time dealing with these services and finding sustained support.

4.5.6.3 MAC 24/7

Two DCSP managers noted the following information about DCSP's MAC 24/7 group. MAC 24/7 consists of two different sides, blue and green. Within each side, there are 3 teams of four people (although DCSP members noted they wanted 4 teams per side). DCSP often uses MAC 24/7 as a proactive team that patrols the streets looking for people to support, showing presence, and being eyes and ears. However, MAC teams are increasingly being called upon to respond to calls received through the CAN dispatch team. MAC 24/7 calls encompass many

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situations, from medical and mental health to helping people find safer places and responding to disturbances.

4.5.6.4 Project Clean Slate

Project Clean Slate Project members clean graffiti, needles, and trash from Winnipeg's downtown streets (DCSP, 2022a:16). The Clean Slate Team's connection with other social services creates an additional office space for DCSP at 190 Disraeli and helps create partnerships with N'dinawemak[5] staff (Interview DCSP administrator; DCSP, 2022a:16).

4.5.7 Training

Three DCSP managers noted the following regarding their training: DCSP trains their workers in the different skills they need to know for their jobs. They receive training in areas such as crisis de-escalation, mental health, radio and communications skills, vehicle operation, SETCAN[6] CPR, first aid, drugs, gangs, and police negotiations. One manager noted that the groups also receive talks from community leaders such as Kevin Chief and Mitch Bourbonniere, who speak about their personal life stories and outlooks to provide encouragement and perspective.

The training that DCSP members receive is dependent on which frontline service they provide. For example, one manager noted that Connect members receive less intensive training regimens than MAC 24/7 members. COAR members receive training similar to MAC 24/7 members but only get one week of health training by Criti Care. While first-aid and CPR training

[5] N'dinawemak is a non-profit "indigenous-led community resource" that provides a twenty-four-hour, seven-day-a-week warming shelter service for Winnipeg (Statistics Canada 2024).

[6] SET CAN is spatial awareness training (a modified version of police training) that involves simulated encounters with people who may have weapons to teach learners how to be safe in these situations (Interview 2023c).

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provides DCSP members with skills to save lives and provide wound care, SETCAN training aids situation analysis and diverse responses. Each group does two weeks of formal training at the beginning of the time with DCSP and trains continuously throughout their time with DCSP to ensure their skills are sharp.

4.5.8 Medical Supplies

DCSP needs medical supplies to respond to some situations. According to one DCSP manager, DCSP workers need naloxone to respond to drug overdoses and save lives. According to emergency service interview participants, DCSP's use of naloxone greatly improves outcomes for people on the streets in various scenarios. Additionally, DCSP managers noted that their patrols utilize other medical supplies to bandage people with physical injuries and to prevent infections through cleansing supplies.

4.5.9 Vehicles

Two DCSP managers noted the following information about DCSP's vehicles. DCSP uses their vehicles for various tasks. DCSP uses vehicles to check back lanes quickly and safely; they can cover more space than teams on foot patrol and can be used to watch people from a distance. DCSP personnel noted that transports are one of the most important tasks DCSP uses vehicles for. Vehicles allow DCSP to transport people to shelters when needed, which can be especially useful when transporting freezing individuals during Manitoba winters. DCSP frequently uses vehicles to transport, as one DCSP member noted that transports happen 5-10 times daily. DCSP uses their vehicles to increase their visibility. DCSP decorates their with "DCSP" in large lettering and DCSP's logo. DCSP maintains five vehicles: one CleanSlate truck, one COAR van, one Ram ProMaster for general use and two Mac 24/7 vans.

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4.5.10 Uniforms

DCSP designs its uniforms to increase visibility. It wears fluorescent yellow uniforms that help ensure its members can be easily spotted downtown by passersby or persons who may need their help.

4.5.11 Radios

One DCSP manager and one emergency service interview participant noted that DCSP uses radios provided by the WPS to communicate with each other while on patrol and with the CAN centre to learn about situations or assignments they need to attend.

4.6 Activity

4.6.1 MAC 24/7 and Connect Outreach

According to two DCSP manager participants, DCSP outreach services work 24 hours a day, including MAC 24/7 (2 teams deployed daily and four at night) and Connect, which deploys workers during the day. A DCSP administrator added that MAC 24/7 will often patrol in vans to ensure quick responses to dispatched events. One manager noted that Connect members patrol almost exclusively by foot. One manager noted that before patrollers begin their routes, briefings inform them where they are most needed. DCSP members noted they try to diversify where they deploy patrollers, so if they cover one area during the first shift, the second team can patrol another area to ensure that DCSP's entire operational area is covered. According to the participants in the manager, DCSP patrollers often make up their specific routes for their patrol unless they have scheduled events they need to attend.

DCSP's administrator noted that most DCSP outreach activities build relationships with individuals with whom DCSP teams interact by talking to people and providing basic needs. The participant added that DCSP members try to create rapport and trust with people in every encounter, so this activity underlies all patrollers' responses.

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While their activities can generally be categorized as outreach activities, they must be analyzed categorically to understand the details of DCSP's outreach actions. However, two DCSP managers noted that, even within these categories, each response depends on the situation. They noted that not all community attention, social service, homeless encounters, etc., will be responded to similarly. Every situation is unique, and DCSP workers do not know how an event will go until they arrive in person. The specificity of DCSP's response is something that DCSP managers believe makes DCSP successful. Patrollers treat every situation as unique and overrule standard operating procedures when their discretion deems necessary.

4.6.1.1 Community Attention

DCSP's community attention activities are "when DCSP members regularly walk and check on businesses, parking lots, parks, skywalks, Riverwalk, etc. and provide an active presence in the area" (DCSP, 20203:19). Community attention is more heavily used in areas when patrollers know about specific hotspots that require attention (DCSP, 2023). One DCSP administrator and a manager noted that Community attention activities try to create a general safety presence in areas by looking in hidden spots, encampments, businesses, or public events for things other groups overlooked to ensure safety. A second manager added that while performing general presence patrols, members look for opportunities to interact with the public and perform other activities. Having teams patrol downtown allows them to ensure that DCSP deploys appropriate resources when situations occur and acts as environmental guardians who prevent negative outcomes (medical emergencies or crimes) from occurring. Finally, a third DCSP manager noted that providing a visible presence provides a sense of safety for people as it shows someone is watching over their safety. DCSP frontline and administrative personnel noted that their presence patrolling and readiness to help is one of the most important activities their frontline teams perform and is a daily priority activity.

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Specific community attention activities include;

- **Contacting community businesses and public events:** DCSP managers and a DCSP administrator noted the following information about contacting community businesses and public events. They discussed how creating a dialogue with businesses allows DCSP to create connections with business staff. This relationship is important as it helps business staff know when to call DCSP in the future, allows DCSP to understand problems in the immediate area, and allows DCSP to align businesses' expectations to what DCSP does. Typically, Connect workers will be the ones who interact with businesses. Serving downtown's business community is important for DCSP members, as DCSP is an organization that wants to serve the entire downtown community. Furthermore, DCSP personnel noted that their interactions with business members help bridge community gaps. Members believe serving all downtown community members equally breaks down barriers between different groups.
- DCSP provides **safe walks** to ensure safety and social support and helps people reach destinations with peace of mind. In some cases, DCSP provides recurring courtesy walk services to people who request it (DCSP, 2021d:10).

4.6.1.2 Public Engagement

DCSP public engagement activities occur "when a member of the community requires general help with directions, appears to be lost, needs help with buses, wants to know about good restaurants, etc." (DCSP, 2023:19). Public engagement activities are types of general assistance to the public that do not qualify as social assistance. For example, DCSP can help lost teenagers find their correct bus stops, participate in drum circles, provide directions to lost individuals, and help people find their lost belongings.

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4.6.1.3 Social Assistance

One DCSP administrator and a DCSP manager noted that they believe social assistance activities are some of their most important activities, as they address the root causes of crime and help people get to a safer place, which is foundational to DCSP's core principles. DCSP's Social Assistance activities are "when members engage with an individual, and they require a greater level of assistance such as food, water, housing, employment help, etc." (DCSP 2023:19).

4.6.1.4 Long Term Assistance

Connect and MAC members can refer vulnerable persons to COAR so that they can meet with COAR and create a plan to obtain long-term services (DCSP, 2021d:6). In this way, COAR's case intake process can proactively obtain new participants with outreach teams finding people and asking if they want services.

4.6.1.5 Panhandling

DCSP initiates panhandling response activities when frontline members see "someone is asking for money in a public space" (DCSP, 2023:19). DCSP workers engage with panhandlers, ask what they need and then try to provide it (DCSP, 2021d:6). Additionally, DCSP frontline workers take note of panhandlers by taking their ID, asking why they are panhandling, and note how they are panhandling (DCSP, 2021a:9–10).

4.6.1.6 Homeless

DCSP Homeless activities are "…when members engage with a person or observe someone believed to be homeless" (DCSP, 2023:19). DCSP members interact with homeless people the same way they do with other residents. DCSP engages homeless people to understand their needs, provide them with things they need, help connect them to long-term services when homeless people decide they want them, and build rapport. Because DCSP patrols constantly, they know homeless people's routines and favourite places, which allows DCSP to check on homeless people's needs consistently. DCSP will also assess the living conditions of homeless

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individuals (DCSP, 2021a:10). A DCSP administrator believes that engaging with homeless people and cultivating good relationships with vulnerable people is a good way to be successful because these actions allow DCSP to provide a continuum of care to more people.

4.6.1.7 Substance Use

DCSP's substance use activities begin "when members encounter someone who appears to be intoxicated or under the influence of substances" (DCSP, 2023:19). The response will depend on the condition of the people who are intoxicated. For example, in some cases, DCSP members simply talk with the people under the influence until the user's high wears off (DCSP, 2021e:10). DCSP does this in cases when members need to intervene in any way at any point throughout the intoxication and to keep people safe. In life-threatening encounters, DCSP members have been able to administer Naloxone to overdosing individuals and call 911 for individuals who require further medical assistance (DCSP, 2022c:9).

4.6.1.8 Disturbance

DCSP's patrollers initiate disturbance response activities "…when someone is causing a disruption or issue in public, such as damaging property or making a scene outside a store" (DCSP, 2023:19). Disturbances can include fights, people running in traffic, stealing, fires; verbal arguments; or yelling (DCP, 2020:11–12; DCSP, 2021b:11). Multiple DCSP managers noted in interviews that DCSP would respond to situations by trying to de-escalate the problem themselves, getting people to safety and supporting victims, calling first responders (if necessary), or extinguishing fires. One DCSP manager emphasized that DCSP's previously built rapport with downtown members helps defuse situations.

4.6.1.9 Idle/Loiter/Trespass

DCSP initiates Idle/Loiter/Trespass response activities "when someone is hanging around an area where they shouldn't be or when they have been asked to leave and won't" (DCSP,

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2023:19). Although DCSP will come across these events during patrols, one emergency service participant noted that other groups like WFPS members can refer "man down" calls to DCSP members to check on idle persons when it is not an emergency situation. DCSP has handled events involving people loitering and looking into vehicles, who were discouraged from continuing due to DCSP activity (DCSP, 2020:6).

4.6.1.10 Physical Injury

DCSP initiates physical injury response activities when they engage people with a physical health issue (DCSP, 2023:19). Issues are wide-ranging. They can include cuts that need bandaging, heat stroke, hypothermia, and overdoses. DCSP tailors its responses to the issue presented to them at the time. For example, some issues, such as small untreated wounds and infected wounds or sprained appendages, only require DCSP personnel to clean, cool and bandage wounds with materials they carry on patrols (DCSP, 2021e:8). However, larger physical injuries, such as heat stroke, overdosing, chest pains, unconscious people, or deep wounds sometimes require DCSP personnel to call WFPS while providing scene management with any means available (DCSP, 2021d:8, 2021e:8, 2021a:14). DCSP managers noted that providing physical injury services is one of MAC 24/7's most important activities and part of MAC 24/7's purpose.

4.6.1.11 Mental Health Concerns

DCSP conducts mental health response activities "when members engage with someone who has or may have mental health related issues" (DCSP, 2023:19). There are many causes of mental health incidents for DCSP frontline members to treat, including psychosis, suicidal wishes and people screaming and yelling (DCSP, 2021a:8, 2021a:8, 2022c:8). DCSP responds differently to each case depending on the issue's severity. For example, sometimes, all DCSP needs to do is de-escalate situations to restore safety and calmness to the scene. However, in

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cases where people are suicidal, DCSP will talk with the person and call WFPS to pick up the person and ensure they are safe for the night (DCSP, 2021a:8, 2021a:8). Additionally, DCSP will deal with psychosis by trying to calm people down in person by talking, giving tea and walking with the person but DCSP may also call WFPS to ensure the subject is in a safer place (even if it is only temporary) (DCSP, 2022:8).

4.6.1.12 Graffiti/Damaged Property

DCSP conducts activities to respond to graffiti and damaged property when "members notice any graffiti or damaged property" (DCSP, 2023:19). DCSP members take note of any graffiti or damaged property so they can report it later or call Clean Slate or Biz Enviro to clean it as soon as possible (DCSP, 2023:16).

4.6.1.13 Needles/Drug Paraphernalia

DCSP conducts activities that respond to Needles and drug paraphernalia when "members find needles or other drug paraphernalia, including spilled medication" (DCSP, 2023:19). DCSP members respond to these situations by reporting the needles' location to the Biz Environment team or DCSP's Clean Slate team so the teams can properly dispose of the paraphernalia (DCSP, 2021d:10, 2021c:10, 2023:16).

4.6.1.14 Encampments

DCSP conducts activities at homeless encampments when they discover where homeless individuals have created a makeshift home/camp (DCSP, 2023:19). DCSP will continuously check on homeless camps during patrols to ensure people inside are safe and do not need anything (DCSP, 2021d:6). DCSP will conduct any activity at homeless camps that they conduct elsewhere including, providing social assistance, ensuring substance use is safe and providing medical assistance (DCSP, 2021d:6).

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4.6.1.15 Medical Emergency

DCSP conducts medical emergency triage activities for medical emergencies they encounter "where someone is hurt or in distress including overdose" (DCSP, 2023:19). During medical emergencies that can range from hypothermia, overdose, diabetic emergencies, and heart attacks, DCSP personnel can triage the situation on-scene to try and preserve life while also calling first responders to ensure someone is coming to provide full medical treatment (DCSP, 2021b:9, 2023:17). One emergency service member noted that DCSP and WFPS have radio-to-radio contact that they use during medical emergencies, where DCSP can call WFPS responders immediately. One DCSP manager noted that improving outcomes during medical emergencies and responding effectively is one way that DCSP workers measure success.

4.6.1.16 Referrals to Other Organizations

DCSP frontline members may encounter situations in which people need additional services. In these cases, they may refer individuals to five major types of services.

- DCSP managers noted that Connect frontline workers will refer people to MAC 24/7 workers for help with minor wounds, de-escalating disturbances, and mental health situations to help analyze and refer people to additional resources when Connect teams are unsure of what to do in a scenario, or when transports are necessary.
- Two DCSP managers noted that DCSP members would refer people to COAR when they request help accessing long-term services, such as housing or detox. When referring people to COAR, frontline members typically record identification, location, and contact data for people requesting help. One DCSP manager noted that patrollers record info so COAR's case managers can easily contact residents in the future.
- Three DCSP managers noted that DCSP will refer people to outside organizations when a different organization is better suited for the person who needs care. For example, people

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under 26 can typically receive better services from organizations that exclusively serve 26 and under populations. Because DCSP's target audience is larger (18+), they have larger caseloads than organizations that focus on persons who are 26 and under. Two DCSP managers noted that because other organizations have a smaller target population, DCSP members believe they can respond to issues quickly. One manager added that because DCSP's target audience is very broad, deferring to organizations specializing in youth is helpful, as DCSP already works with many people. Because DCSP already has to slow its intake for residents it does have expertise in, other organizations can serve youths more effectively. Additionally, youth may have different resource needs that DCSP does not train their workforce to utilize.

- DCSP will refer clients to emergency services when necessary. Referring emergency services is only required in a few instances (2%), but when it is required, DCSP's referrals are helpful, according to an emergency services participant and a DCSP administrator. One DCSP manager noted that getting emergency services to situations where they are needed is one of the ways DCSP workers measure success.
- Finally, DCSP will refer people they meet on the streets to immediate services that can solve their immediate issues. For example, DCSP refers to people sleeping outside in freezing conditions in shelters that can take them in for the night (Giesbrecht, 2023). This service improves the immediate safety of downtown persons and contributes to increasing safety in downtown Winnipeg.

4.6.1.17 Missing Persons

One DCSP manager and a Manitoba probation worker noted that DCSP would respond to missing persons' requests from various organizations. DCSP attempts to find people during its

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daily patrols and stays with them if it finds them. However, DCSP only completed 26 missing persons activities in 2021 and 2022.

4.6.2 General

4.6.2.1 Intelligence Activities

DCSP utilizes intelligence from their report records to help create and refine their outreach strategy. DCSP's cell phone application allows its frontline members to report the activities they complete while on patrol and provide updated information for DCSP's report database (DCSP, 2020:7,11). DCSP frontline workers create reports for every incident they encounter, which allows DCSP analysts to assess downtown's needs and understand how DCSP is responding to the needs they discover. Once DCSP gathers this information, its analysts analyze the data to refine various components of DCSP's implementation, such as coverage areas. DCSP has been able to amalgamate its information with the WFPS and the WPS to provide increased insight into questions such as where other organizations are responding, when other organizations respond and how DCSP can tailor their patrols to become more responsive to areas that are hotspots for first responder organizations (DCSP, 2021b:18, 2022b, 2022b:6,8,10, 2023:7,10,16, DCSP 2020:7,11).

4.6.2.2 Partnership cultivation

Various activities help DCSP cultivate relationships with safety services and downtown Winnipeg Stakeholders.

- DCSP members walk with an outreach group that includes other downtown organizations every Tuesday and Saturday. The outreach groups walk around Winnipeg picking up needles and giving food and clothes to those who need them (Mike Giesbrecht, 2023).
- One non-profit operator noted that DCSP participates in outreach group chats that connect different organizations. These chats help bring additional knowledge and support

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to calls and align patrol outreach activities between agencies to ensure DCSP's target areas receive proper coverage.

- One DCSP manager and a non-profit operator noted that DCSP attends Outreach network meetings, weather response meetings, and encampment meetings that help organizations coordinate activities. For example, a DCSP manager noted that encampment meetings discuss homeless encampments to coordinate which group goes to which encampment to ensure services are not duplicated. Collaborating with other organizations helps provide a more complete picture of the situation in downtown Winnipeg and the specific people in downtown Winnipeg.

4.6.2.3 Referrals From Social Services

In addition to efforts directly related to cultivating partnerships, DCSP conducts many activities in communication with various organizations. While DCSP often discovers and solves problems within their own service, sometimes groups can refer a problem to DCSP, which can then refer the problem to another agency that can better solve it. For example, one incident was referred to DCSP by Manitoba Housing involving a non-resident who needed to leave due to erratic behaviour. DCSP picked up the person and found them a bed at the Main Street Project (DCSP, 2022:10). In situations like this, DCSP can act as a mediator and connector between different agencies.

4.6.2.4 Handoffs between DCSP, WPS and WFPS

During their patrols, WFPS and WPS perform handoffs with DCSP if they attend an incident that could be handled or assisted by DCSP. According to an emergency service worker, this is the first time many WPS officers could perform a soft handoff to another organization. One emergency services interview participant noted that Winnipeg first responders know that the trusting relationships DCSP has with vulnerable people in downtown Winnipeg allow them to

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perform their activities well when completing handoffs. An emergency services member noted that DCSP is important for creating restorative justice responses for low-level offences for which no one wants to lock people up. Instead, people committing low-level offences need to get in touch with resources to help them with their issues. The participant added that using DCSP as a restorative justice alternative prevents people from getting pulled into the criminal justice system unnecessarily.

One emergency services participant noted that the WFPS can use DCSP in various ways, including man-down incidents and medical emergencies. When WFPS has low acuity incidents that they typically do not transport people from (based on their protocols), they call DCSP and other organizations to transport people to places that will be safer. DCSP will then drive to the incident and take the person in need to a safer location. The participant added that WFPS uses organizations like DCSP instead of taxis because marginal populations may have negative past experiences with taxi cab rides, saving WFPS money on cab fares.

In addition to referrals, the emergency service worker noted that the WFPS has developed a dual response protocol that, in some cases, sends DCSP and WFPS trucks or ambulances to assess the person. Once WFPS does an assessment, it may hand the person off to DCSP for further social assistance.

4.6.2.5 Transports

DCSP will transport people for three main reasons;

- DCSP frontline workers transport individuals to different places for other organizations who call them to transport people they work with.
- DCSP transports their COAR participants to attend social service meetings or to fill out paperwork with COAR when clients cannot get places on their own (DCSP, 2020:5).

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- Finally, DCSP transports people they meet on the streets to shelters and medical establishments (DCSP, 2022c:21–22). Two DCSP managers noted that transporting people living outside in freezing temperatures to a warm location like a shelter or taking injured people to medical establishments are among their most important activities.

4.6.3 COAR

One DCSP manager noted that COAR provides a mixture of outreach and case management services. COAR is DCSP's primary case management service for residents who desire long-term services. However, COAR will do some street outreach when they visit clients who need help.

4.6.3.1 Intakes, Case Management, Assessment, Planning, Facilitation, Advocacy, Intake threshold, and Time Length from beginning to end of process

One DCSP manager noted that COAR's Case management process begins with an intake, which can come from;

- MAC 24/7 and Connect teams;
    - Connect and MAC 24/7 teams walk around with COAR intake forms to provide to people needing services. The form contains personal information such as name, birthday, frequent locations, EIA information, housing information, doctor information, etc. so that COAR can start the intake process.
- Direct calls from probation offices, jails and hospitals.
    - Because hospital social workers are unable to follow discharged patients, DCSP provides an avenue to help them after they are discharged. When jails, probation offices, and hospitals discharge people, social workers call COAR, who will go to the location and do an intake in person to ensure the patient has long-term support.

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After intake, COAR's manager added that the Case management process continues with;

- Meeting with the participant to understand what their goals/needs are.
    - The people with the greatest needs get a higher priority than those with few.
- Once needs are determined, COAR's manager assigns cases to specific people, sometimes based on a case worker's skills.
    - For example, if a person is trying to find stable housing, COAR will try to assign a caseworker who specializes in housing support.
    - Caseworkers work in teams when operating outside of DCSP.
- Next, two DCSP managers noted that COAR helps people obtain the social services they desire by;

Helping people fill out forms, taking people to appointments and advocating for participants during social service meetings.

- DCSP's manager noted that after participants obtain other services in their plan, COAR members continue asking people what else they are interested in getting help with to ensure the person reaches all of their stability goals (DCSP, 2023).

One DCSP manager noted that COAR's case management intake threshold depends upon the number of cases and what each case requires. For example, COAR could actively work on 40 cases with lower time requirements for workers but could have a capacity of 10 cases that are very time-intensive. DCSP personnel noted that because COAR members go everywhere in pairs, going to appointments and transporting people around the city for even one case can be time-consuming.

The manager noted that the time length for entering and exiting the case management system depends on the participants' needs, readiness, and attendance. People with basic needs,

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high readiness, and attendance at COAR and social service meetings can only take a month, while others have been in COAR's case management system since DCSP began in 2020. Typically, DCSP participants are the most vulnerable in Winnipeg's downtown community, and COAR prioritizes people with the most needs. Case management continues as long as the participants want to keep working with COAR. Once participants have met their basic needs, they create new goals for themselves that they want to work on. Participants only complete the process when they have reached every goal COAR can help them with.

4.6.3.2 Housing Referrals and Eviction Prevention

Although DCSP receives many of its housing requests from participants it meets in its outreach activities, one probation services participant noted that DCSP also receives requests from other organizations to house at-risk clients.

Although DCSP fills out Manitoba Housing Applications for clients, the DCSP manager noted that the waitlist is so long that they often fill out the form and immediately search for private housing. The participant noted that most COAR participants are housed by private landlords with whom case workers have built relationships. Because their participants often only have $576 per month for housing due to EIA limits, the people typically find housing in the downtown, North End, and West Broadway areas. In addition to getting people housed, DCSP's manager noted that COAR ensures people do not get evicted by talking to landlords when there are problems to avoid having an eviction on a participant's record. This manager noted that one of COAR's most important referrals is for housing, as it is foundational for people's stability.

4.6.3.3 Well-Being Checks

COAR performs proactive well-being checks on their participants to ensure they are doing okay (DCSP, 2023:11).

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4.6.3.4 Street Interventions

A DCSP manager noted that COAR will conduct street interventions if they are already on the street checking on a participant they have contact with. When COAR is outside the office and comes across a situation that needs help, they will try to handle it.

4.6.4 Coordinated Assistance Network (CAN)

The Coordinated Assistance Network takes calls from outside organizations/people requesting DCSP services (DCSP, 2023:15). A DCSP manager noted that upon receiving a call, a CAN member will learn what the caller needs, learn the situation's relevant safety information, learn the relevant locations, and dispatch the appropriate team to help the situation. According to a second DCSP manager, CAN's analysis and assessment of situations over the phone is crucial to DCSP's referral system. They noted it is crucial because sending the appropriate resource to help and ensuring callers are informed ahead of time is vital to the call's success. Typically, DCSP's MAC 24/7 or Connect teams respond to most calls. Still, DCSP can dispatch COAR when appropriate (DCSP, 2023:15). The dispatched calls are often for social assistance, homeless people, health-related incidents, or transportation requests. However, when calls are not in DCSP's target area or not within DCSP's call criteria (criminal, unsafe, medical emergency, out of the area, youth), the CAN group refers people to appropriate resources or advises people to call emergency services (DCSP, 2023:15). A DCSP administrator noted that CAN is central to DCSP's rapidly growing request-for-dispatch calls.

4.6.5 Clean Slate Team

DCSP tasks its CleanSlate team with making the city a cleaner place. The Clean Slate team's activities include picking up areas with trash, picking up needles, removing graffiti, clearing snow at N'dinawemak, and performing laundry services at N'dinawemak (DCSP, 2023:16).

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4.7 Outputs

This thesis utilizes two main datasets for DCSP data in this thesis. The first dataset is the COAR team's data, which analyzes their total monthly activities from 20 different months, from October 2020 to May 2022. The second dataset utilized to understand DCSP was from DCSP's outreach activities from February 2021 – November 2022. DCSP patrollers report each outreach incident on a reporting software that collects data about each incident that DCSP patrollers complete. Each event is categorized by:

- Which DCSP team responded to the event;
- activity descriptions;
- GPS coordinates and location descriptions;
- time of the event;
- how DCSP learned of the event; and
- how DCSP responded to the event.

Individual incidents can also have multiple activity descriptors. Although DCSP it cannot be confirmed that DCSP patrollers record every interaction perfectly, this dataset is the best representation of outreach activities. Figures and tables will be utilized throughout this section to visually represent the data.

4.7.1 COAR's Outputs

This section will analyze the COAR program's statistics, including housing referrals provided, number of Manitoba Housing applications submitted, participants housed through Manitoba Housing, participants housed meetings with the top 50 users of services and meetings/interactions DCSP had regarding different social issues. These statistics are analyzed by their monthly totals over the 20-month reporting period.

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Figure 3 COAR Housing Referrals

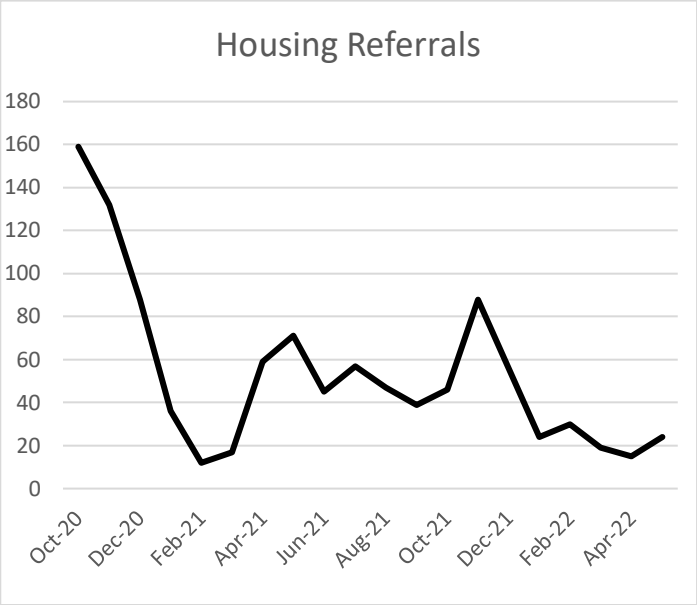

Figure 4 Manitoba Housing Applications Completed/Submitted

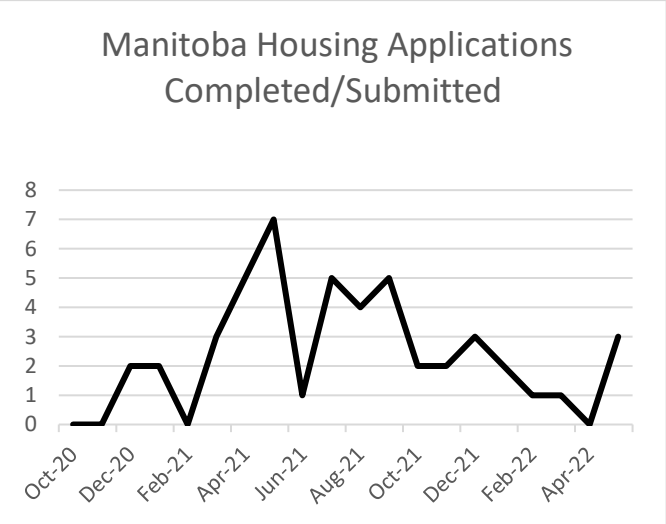

Figure 5 COAR Participants Housed

Figure 6 DCSP Frequent Users of Service Housed

DCSP reports that it made 1,064 Housing referrals during the twenty months (Figure 2). On average, DCSP refers 89 people to housing services per month. COAR completed most of its housing referrals over the first months of the reporting period before fluctuating between 20 – 80 referrals for most of the following months. One COAR manager noted that staffing changes throughout DCSP's reporting period are the most likely cause of the fluctuation in the number of cases. DCSP needed to stop taking referrals throughout this reporting period, as it did not have enough capacity to handle all the referred cases.

DCSP submitted 48 Manitoba Housing applications in the 20 months, an average of 2.4 per month (Figure 3). However, DCSP reported housing only three people through Manitoba Housing over the twenty months.

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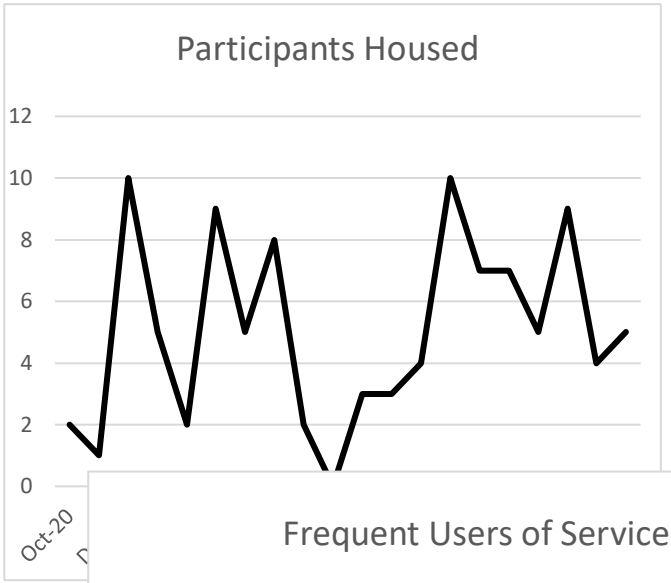
Overall, DCSP reported that it housed 101 "participants " (individuals within DCSP's case management program) within the twenty-month period, which averages out to 5 per month Figure 4). The Participants Housed figure shows that the number of participants housed per month increases over time while still fluctuating monthly.



DSCP reports that it has housed three hundred and ninety-two frequent users of service (People DCSP's patrol team frequently encounters downtown that need consistent assistance) over the twenty-month period, which averages out to 19.6 per month (Figure 5). A different statistic in the COAR outputs for the 20 months is "most frequent users of service housed. The Frequent Users of Service Housed figure indicates that the number of frequent service users who get housed increases over time. A COAR manager noted that frequent users of their service are different from normal participants as they are people who MAC 24/7 frequently assist and get calls about.

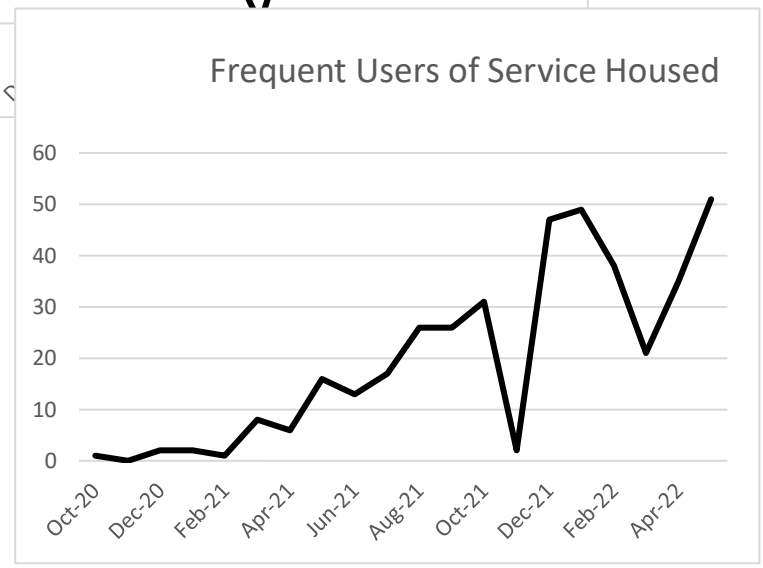


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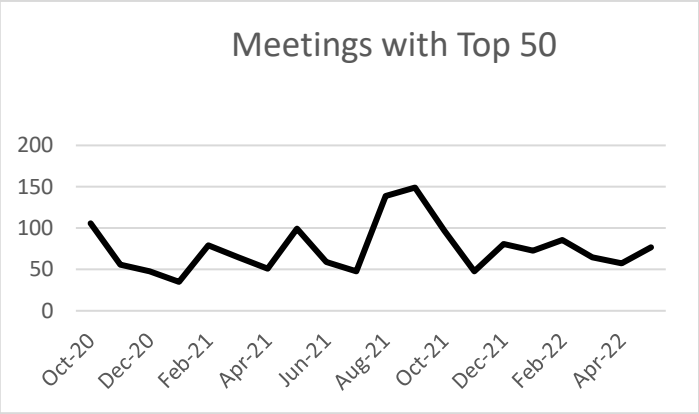
Figure 6 COAR Meetings



A DCSP manager classified a meeting as a specific meeting with a participant, serendipitously encountering participants on the street, or if there was a system meeting where the participant was not present, but COAR met with their other supports and had a meeting about them. The 'top 50' people use DCSP services (outreach or case management) most frequently. DCSP reported that over the 20 months, they had 1,518 meetings with the participants with whom their personnel interacts most often. Figure 6 shows that COAR meetings fluctuated considerably but stayed near the monthly average of 75.9 per month.

Figure 7 Substance Use responses

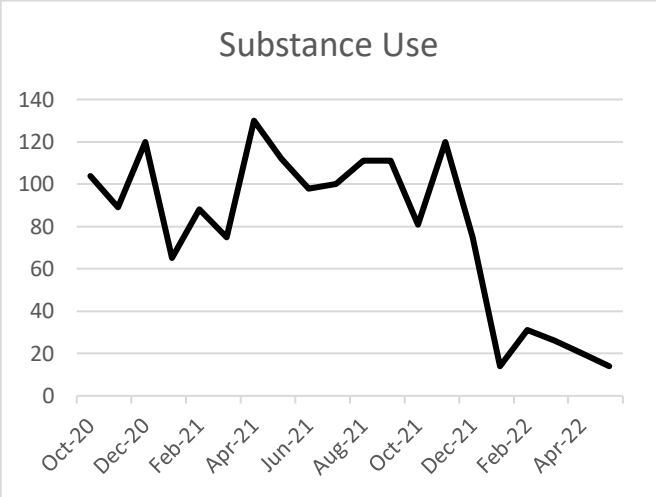


Figure 8 COAR Medical Related Responses

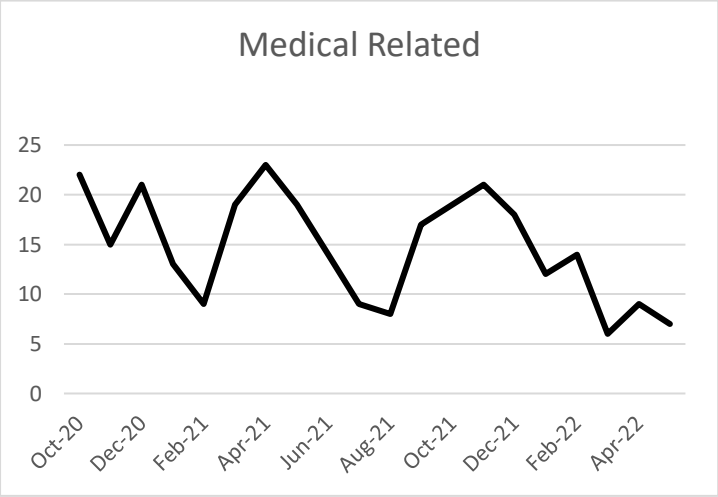


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Figure 9 COAR Unsafe Panhandling Responses

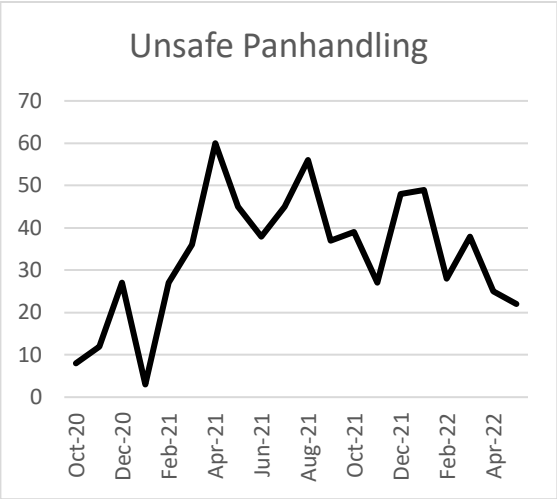
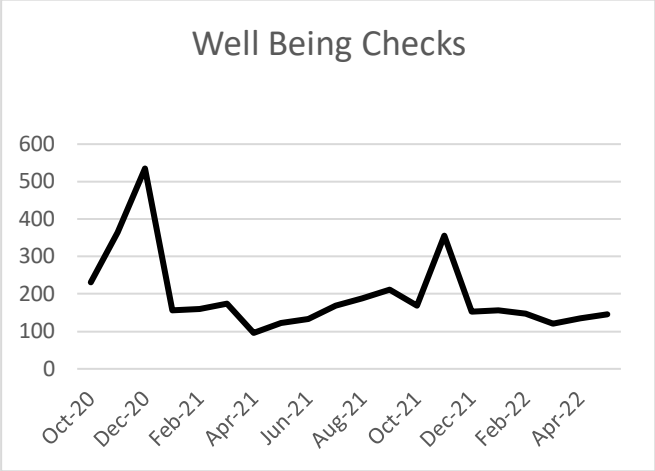


Figure 10 COAR Well-being Checks



COAR divides the types of assistance it provides into several categories. Understanding what service/support categories make up COAR interaction totals provides insight into what categories of assistance they work to provide most often. As shown in Figure 7, COAR reported completing 1,584 substance use interactions over the twenty months regarding substance abuse issues throughout Winnipeg's downtown core, averaging 79.2 per month This activity remained high for the majority of months in the reporting period before dropping off in 2022. Figure 10 shows that COAR conducted 3,923 wellbeing checks over the twenty months, an average of 196 per month. This activity was low for most of the reporting period, with high spikes in two months. Figure 8 shows that COAR conducted 295 medical-related meetings within the twenty months, averaging 15 monthly. Medical events were less frequent than the other activities noted here but had higher numbers in four months evenly spread throughout the period. Figure 8 indicates that although there are fluctuations over time, the amount of medical-related checks every three months stays within a tight range. Finally, Figure 9 shows that COAR responded to 670 unsafe panhandling incidents over the twenty months, averaging 33.5 monthly incidents. This activity increased over time but had fewer activities than the other activity types. Most

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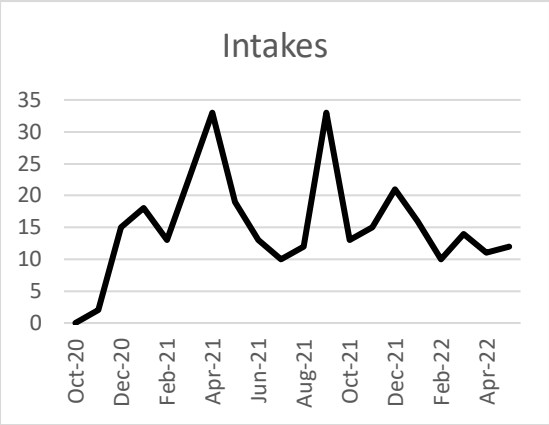
COAR figures show a drop-off at the end of the reporting period. DCSP administrators noted that this is likely due to staffing issues.

Figure 11 COAR Intakes



COAR processed 303 intakes into their case management program over the 20-month period, which averages 15.2 per month. Within the twenty months, much fewer intakes occurred at the beginning of the period, while high numbers occurred in the fall and early winter months of 2021. A DCSP manager noted that their reductions in intakes often occur when COAR reaches a maximum capacity for its four workers, and DCSP needs to stop taking referrals. DCSP staff noted that their staff capacity is the main limitation to their ability to take in additional people.

Figure 12 COAR Social Service Connections by Category

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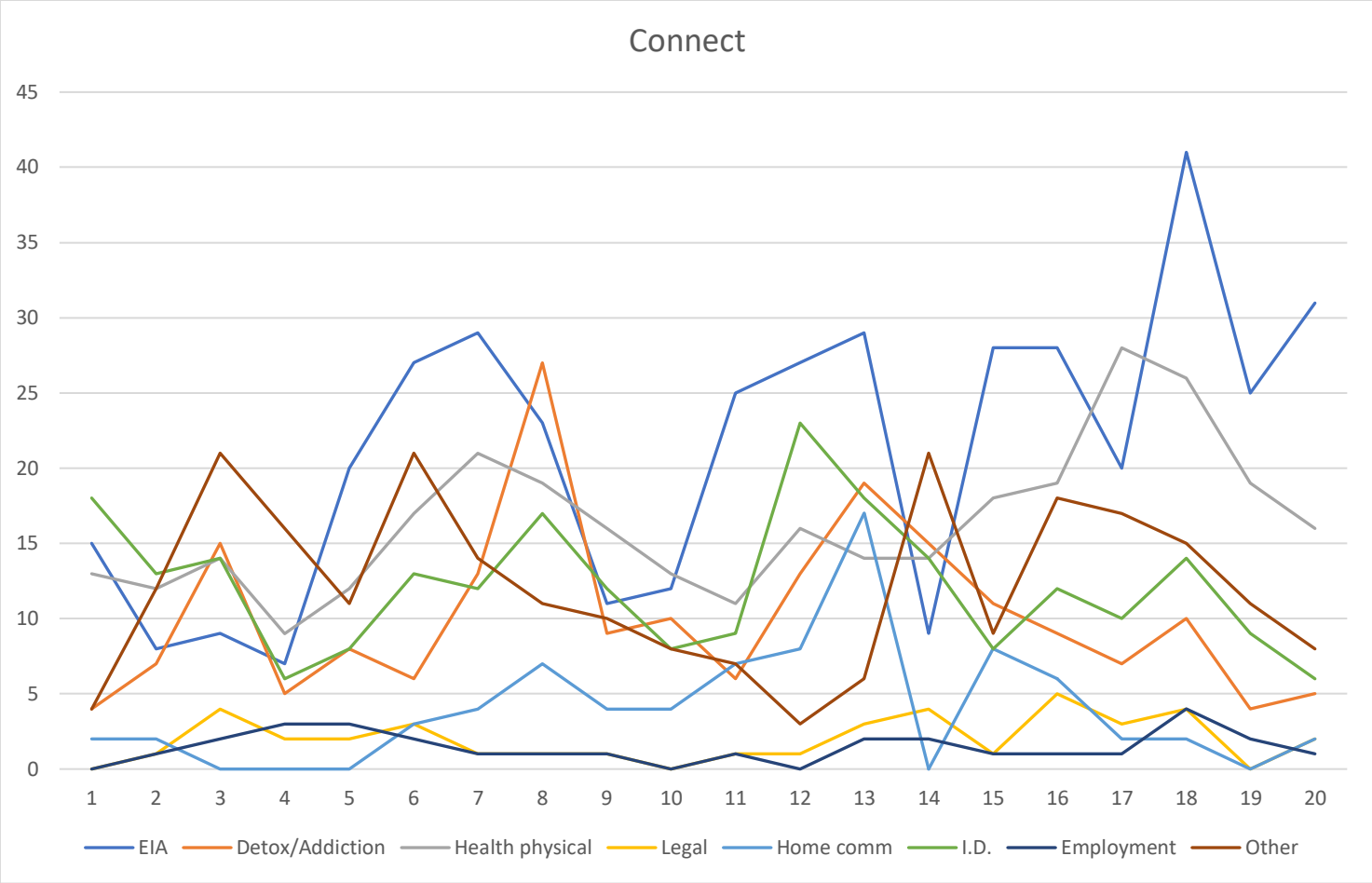

A DCSP worker noted that Connections refer to interactions with participants, social services, or team members regarding a specific long-term assistance case. These connections can be continuous for the same person or multiple people; the connection only specifies DCSP's work to connect at-need persons with the listed resources. Inconsistent numbers month to month within each connection type likely reflect staffing dynamics rather than community needs.

4.7.1.1 EIA

As indicated in Figure 12, COAR made 424 Connections to EIA services in the twenty months, averaging 21 people per month. Figure 12 shows that EIA is consistently one of the social services COAR most frequently refers people to. Furthermore, the cluster of high scores

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near the end of the twenty months indicates that DCSP increased the number of EIA connections it made as time progressed.

4.7.1.2 Detox/Addiction Treatment

COAR made 203 connections to addiction services during the twenty-month period, which averages 10 people per month. The variable has one outlier (month 8). Furthermore, Figure 12 indicates that although addiction treatment is one of the more frequently used services, the number of people referred to it by COAR started to decline in months at the end of the reporting period.

4.7.1.3 Physical and Mental Health Supports

Over the twenty months, COAR made 327 connections to physical and mental health support, an average of 16 people per month. Figure 12 indicates that physical and mental health support is consistently one of the areas COAR connects people to the most. Although the number of people connected to these services has increased over the twenty-month period, the declining number of referrals to these services in the last few months may indicate a trend of fewer referrals to these services.

4.7.1.4 Legal

COAR made 39 connections to legal services over the twenty months, averaging 2 people per month. Figure 12 indicates that Legal Services are one of the less-used connections COAR makes for clients. The number of people referred to legal services throughout the twenty months is consistently within the range of 0-5 persons per month.

4.7.1.5 Home Community

COAR connected 78 people with their home communities over the twenty months, averaging 4 people per month. Figure 12 illustrates that this variable is one of the least common connections made but stays consistent throughout the reporting period.

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4.7.1.6 I.D.

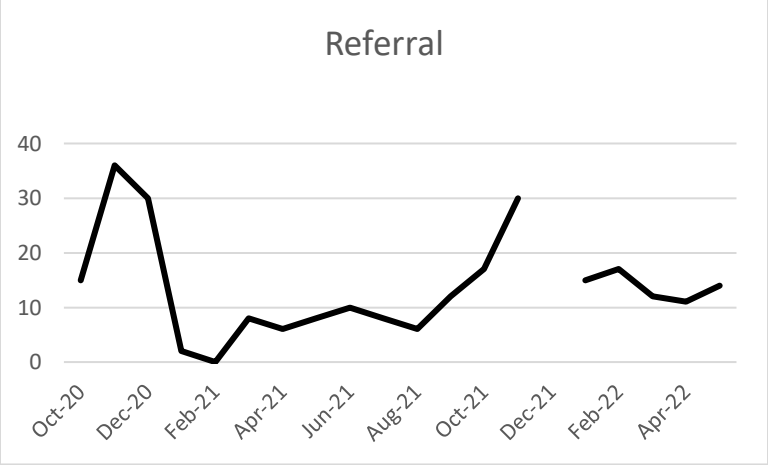
Over the twenty-month period, COAR made 244 connections to services that help people acquire personal identification documents, averaging 12 people per month. Figure 12 indicates that I.D. services are one of the more popular connections COAR provides to people, and its monthly rates are consistently close to the mean.

4.7.1.7 Employment

Over the twenty months, COAR made 29 connections to employment services, averaging 1.45 people per month. Employment services are one of the least frequent connections made by COAR for participants, and this number has remained stable throughout the twenty months.

4.7.1.8 Referrals

Figure 13 COAR Referral



COAR reports that it referred 257 people to different social services over the twenty months, averaging 14 people per month (1 month was missing information). A DCSP manager noted that this output includes filling out paperwork for doctors, completing forms for the referral process, and attending meetings with participants. This variable is unique, as no data is available for December 2021. This variable has three high outlier months (November 2020, December 2020, and November 2021), which are right when DCSP begins and right after a decrease in intakes (possibly indicating referrals increase after a high number of intakes). The referrals chart indicates that the number of referrals provided by COAR fluctuates, peaking around the fall of each year. There is

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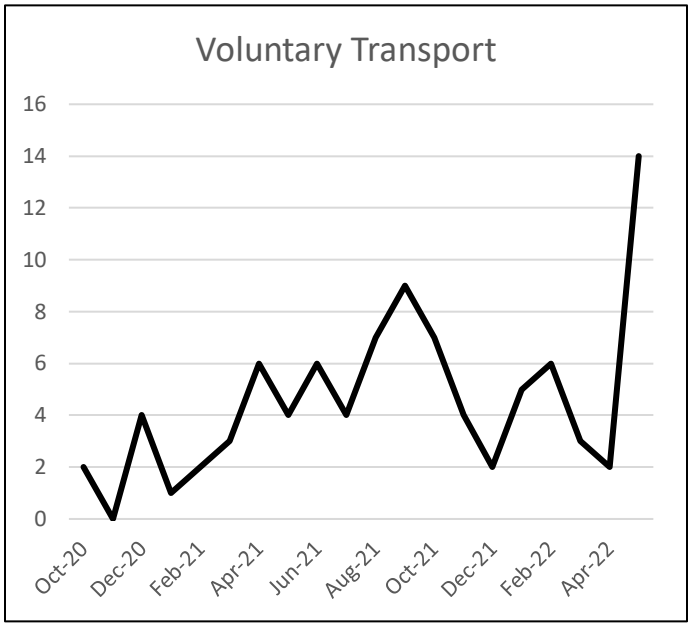
a low period for referrals from January 2021 to August 2021, immediately after high referral rates.

4.7.1.9 Transports

Figure 14 COAR Voluntary Transports



COAR provided 91 voluntary transportation assistance to people in need over the twenty months, averaging 5 transports per month. Figure 14 indicates that the number of transports provided by COAR is increasing over time and drastically increased at the end of the period, possibly trending upwards.

4.7.2 Connect, MAC 24/7 and COAR Outreach services

Outreach analysis was categorized by:

- Who does outreach activities at DCSP
- What activities does DCSP complete during outreach;
- When DCSP completes their outreach activities,
- Where does DCSP complete their outreach activities;
- Why does DCSP complete their outreach activities and
- How DCSP completes their outreach activities.

This output section contains the analysis of 30,962 individual reports with SPSS software to understand the output questions for DCSP's outreach teams. Charts, graphs, and GIS maps illustrate the data within the section.

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4.7.2.1 Who performs outreach services for DCSP

Table 1 Outreach How many times Each Group Acted[7]

Primary Response Group

	Frequency	Percent
COAR	373	2.2
Connect	7853	46.4
MAC247	8676	51.3
Total	16911	100

Table 2 What days of the week each group acted

	Primary Group					
Days of Week	MAC247		Connect		COAR	
	Count	Column N %	Count	Column N %	Count	Column N %
Fri	1292	14.9%	1158	14.7%	69	18.5%
Mon	1193	13.8%	1202	15.3%	83	22.3%
Sat	1141	13.2%	1122	14.3%	5	1.3%
Sun	1247	14.4%	1055	13.4%	1	0.3%
Thu	1272	14.7%	1145	14.6%	90	24.1%
Tue	1152	13.3%	1075	13.7%	70	18.8%
Wed	1379	15.9%	1096	14.0%	55	14.7%

Table 3 What hours in the day each group acted

	Primary Group					
	COAR		Connect		MAC247	
Time Round	Count	Column N %	Count	Column N %	Count	Column N %
12:00 AM	1	0.3%	116	1.5%	207	2.4%

[7] This table has two categories for Connect, as a labelling issue during reporting was present throughout the first reporting period. The blank row is likely data that was miscalculated. However, it may be activities completed by none of the possible groups like administration. When writing who completed the report, the reporter put no information in the primary responder group descriptor.

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1:00 AM	0	0.0%	169	2.2%	311	3.6%
2:00 AM	0	0.0%	178	2.3%	410	4.7%
3:00 AM	0	0.0%	95	1.2%	360	4.1%
4:00 AM	0	0.0%	130	1.7%	300	3.5%
5:00 AM	0	0.0%	121	1.5%	284	3.3%
6:00AM	0	0.0%	101	1.3%	291	3.4%
7:00 AM	0	0.0%	14	0.2%	71	0.8%
8:00 AM	7	1.9%	319	4.1%	282	3.3%
9:00 AM	21	5.6%	477	6.1%	505	5.8%
10:00 AM	61	16.4%	534	6.8%	446	5.1%
11:00 AM	67	18.0%	425	5.4%	426	4.9%
12:00 PM	37	9.9%	299	3.8%	286	3.3%
1:00 PM	38	10.2%	383	4.9%	254	2.9%
2:00 PM	71	19.0%	363	4.6%	280	3.2%
3:00 PM	43	11.5%	337	4.3%	378	4.4%
4:00 PM	26	7.0%	433	5.5%	459	5.3%
5:00 PM	0	0.0%	648	8.3%	474	5.5%
6:00 PM	0	0.0%	537	6.8%	462	5.3%
7:00 PM	0	0.0%	475	6.0%	405	4.7%
8:00 PM	1	0.3%	306	3.9%	380	4.4%
9:00 PM	0	0.0%	433	5.5%	366	4.2%
10:00 PM	0	0.0%	283	3.6%	249	2.9%
11:00 PM	0	0.0%	501	6.4%	515	5.9%
12:00 AM	0	0.0%	176	2.2%	275	3.2%

DCSP has three outreach groups: MAC 24/7, Connect and COAR. Mac 24/7 and Connect perform most DCSP outreach activities, while MAC 24/7 performs more than Connect. Each team's operating hours show one reason why MAC 24/7 performs the most incidents out of all three teams. COAR typically does not work outreach outside normal business hours, while MAC does 24/7 and Connect does. Furthermore, MAC 24/7 performs more activities from 0000 to 0700 than Connect. Additionally, COAR does not perform outreach on weekends, while the other groups do.

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DCSP's different patrol groups also have different patterns concerning the different activities they complete. While all outreach groups tend to complete DCSP core activity types, including public engagements, reaching out to homeless persons, and providing social assistance and community attention, other differences exist. For example, MAC 24/7 generally has higher usage rates for more urgent criminal justice activities such as robberies, gang activities, sexual exploitations and theft, while Connect performs these activities less frequently. However, COAR typically sticks to DCSP core activities focusing on litter cleanup, idle person assistance and panhandler assistance.

In addition to different activity types, different teams are responsible for responding to different amounts of referrals from external organizations. While external referrals are responsible for 7.5% of MAC 24/7 responses, they are only responsible for 4.4% and 1.9% for Connect and COAR, respectively. Finally, different teams respond to events in different ways. COAR refers their outreach activities to external organizations more frequently (19.1%) than Mac 24/7 (14.3%) and Connect (8.9%). In short, the differences in how many incidents each team responds to, the types of incidents each team responds to, when each team responds, and how they respond are likely reflections of the core mission of each team. For example, MAC 24/7 focuses on higher-intensity issues, is active at hours other groups are not and receives more referrals than other organizations. It also needs more assistance from outside organizations for the likely more emergent issues. In the same way, Connect and COAR's outputs reflect their team's purposes.

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4.7.2.2 The activities DCSP completes on patrol

Table 4 Outreach - What activities are completed

Activity Types Completed			
Community Attention	18527	Med Emerg	201
Public Engage	9909	Graffiti	127
Soc Assist	8223	Aslt	79
Homeless	6319	Med Emerg OD	73
Substance Use	2028	Fight	46
Encampment	1767	Suicidal	34
Phys Injury	1679	Missing Person	26
Mental Health	1480	Animal Issue	25
Needles	923	Drug	21
Protest	22	Fire	18
Littering	120	Intimate Partner Violence	13
Panhandling	766	Gang Activity	9
Disturbance	535	Sexual Exploitation	8
Idle	578	Theft	6
		Robbery	4

DCSP categorizes its incident reports into different activities. Analyzing the activities completed at each event reveals the outreach activities that DCSP completes more often. In this dataset, from 2021 – 2022, DCSP completed 30,961 events. While some of these events had only one descriptor, for example, "community attention" or "homelessness," other incidents have

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multiple descriptors that use multiple categorical names to define them. Table 4 displays DCSP's outreach activities, with the activities performed next to them.

DCSP performs community attention and public engagement very often, which is likely because they are easiest to accomplish, and the opportunities to complete them are extensive. The next most numerous activities include activities that work with Winnipeg's most vulnerable people, including social assistance, homelessness, substance use and encampments. The prominence of these activities within DCSP outreach activities makes sense as vulnerable groups are a target audience for DCSP. While these types of activities are the most numerous, they are also some of the only activities that DCSP can always complete (there are always people in DCSP's area who need basic assistance). However, the remaining activities, including physical health, mental health, needles, panhandling, idle, disturbances, medical emergencies, etc., all require a specific incident to occur or a certain condition to be present. While DCSP can perform community attention proactively with any person they meet on their patrol, they need to wait for a physical injury before performing physical injury activities. Thus, it makes sense why DCSP completes activities that require certain conditions to be present less frequently. DCSP assists with a wide array of issues within downtown Winnipeg and shows they are committed to assisting in many different situations and problems.

DCSP performs different activities at different times. While most variables occur more frequently during daytime hours, others occur more frequently during nighttime hours. Generally, variables that occur more at night are emergency service matters, including assaults, thefts, missing persons and overdoses. Additionally, variables occur at different rates throughout the week. While many variables experience more occurrences during the week, others have higher rates on weekends. Generally, variables that are more dangerous and life-threatening

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occur more on weekends, including physical injury, suicide prevention, preventing overdoses, and fight prevention. While most DCSP variables occur in the summer, some activities occur more frequently in the winter or more evenly throughout the year. For example, idle incidents occur evenly throughout the year. This parity makes sense as DCSP focuses on idle persons in the winter to prevent people from freezing in cold weather; in this way, the typical drop experienced by DCSP variables is not present for idle incidents. Finally, while most activities experienced more incidents in 2021, some variables broke from this trend. For example, littering and graffiti response activities experienced an increase in numbers after Clean Slate's addition in 2022. Additionally, mental health, physical injuries, medical emergencies and medical emergencies overdose responses increase over time.

While DCSP teams initiate most DCSP activity responses by viewing an incident on their patrols, some activities are caused by DCSP getting calls and responding to an event in its service area. Generally, calls for assistance initiate urgent incident responses more frequently than other variables. For example, calls for assistance generate physical injuries, mental health, idle persons, disturbances, robberies, suicidal persons, medical emergencies, drugs, overdoses and missing persons calls at a higher rate than other activity types. Referral sources for these calls reveal a pattern as well. Generally, N'dinawemak, citizens, the Biz, Community 204 or Siloam Mission refer most call-for-assistance activities to DCSP. However, WFPS refers physical injuries and medical emergencies to DCSP, and WPS refers to social assistance and homeless and idle incidents to DCSP.

DCSP responds to different incident types in different ways. Generally, DCSP refers more dangerous event types to external organizations more frequently than other variables. For example, medical emergencies (90%), overdose responses (87.7%), assaults (86.1%), fights

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(82.6%), suicides (76.5%), missing persons (73.1%) and physical injuries (56.8%) are variables with many frequencies and a high percentage of referrals. Regarding referral locations, DCSP uses Main Street Project for social assistance responses and physical injuries. DCSP refers other incidents to organizations that exist to handle the specific situation. For example, DCSP refers animal issues to animal services and refers suicidal individuals to the Crisis Response Centre. Emergent events are referred to emergency services more frequently than less emergent event types.

4.7.2.3 When Does DCSP Respond

Figure 15 Outreach Incidents by Hour

Most DCSP outreach incidents occur during and around business hours, 0800 – 2000. This statistic makes sense, as DCSP has always stated that they will have a larger presence during the downtown's periods of heavier usage. Additionally, DCSP teams operate most heavily during typical business hours, 0800-1600. However, there is an unexplained spike in activity at 2200 during nighttime.

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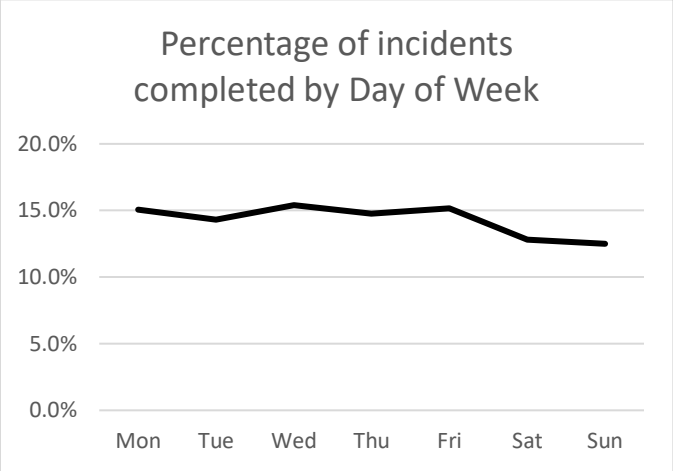
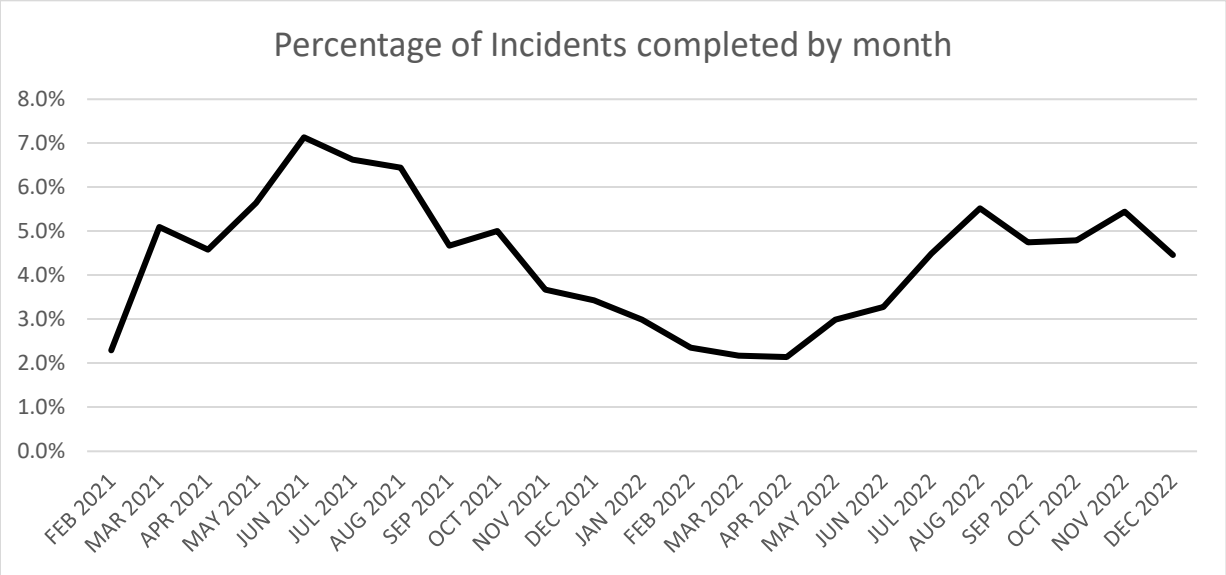
Figure 16 Outreach incidents by days in the week



DCSP activities occur on both weekdays and weekends. However, DCSP weekends receive marginally fewer reports than weekdays. This statistic makes sense, as downtown workers are not present on weekends. Thus, the downtown core may be less crowded, necessitating fewer responses from DCSP. Additionally, fewer DCSP groups are working on weekends.

Figure 17 Outreach Incidents Timeline (beginning to end of reporting period)



When DCSP event numbers are analyzed chronologically, it appears that each year's summer has increased the number of incidents DCSP responds to by 100% compared with the previous winter. Although both years show a similar pattern, because this report only looked at two years, it cannot be assumed that this pattern will continue.

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Although some locations in DCSP's area consistently receive attention from DCSP, others follow different patterns. For example, DCSP visits some locations more frequently in the summer, while they visit others more frequently at the end of the reporting period. Furthermore, DCSP visits some locations more frequently at night or early morning. Generally, Higgins and Main, Portage and Carlton, and the surrounding area consistently receive attention from DCSP.

How DCSP learns about incidents they respond to has changed significantly over the course of the reporting period. While the beginning months' activities were mainly initiated by viewing an incident on patrol, as people learned about calls for assistance increased. Additionally, business check-ins and COAR deployments began to create more DCSP responses later in the reporting period. Over time, more organizations began referring incidents to DCSP, which made DCSP less reliant on the same sources to inform them of problems in their service area.

4.7.2.4 Where does DCSP Respond?

GIS maps help visualize where DCSP responds to incidents. DCSP reported where each incident occurred through latitude and longitude coordinates. On the GIS maps, red areas highlight areas with the most incidents. The red areas on the maps are the locations to which DCSP responds the most. Surrounding the red areas are green areas that show where fewer DCSP incidents occur. Thus, the maps indicate through the red and green shading where DCSP responds to the most incidents. High-intensity thresholds, medium-intensity thresholds and low-intensity thresholds organize GIS maps. High-intensity threshold maps must show higher incidents in a small area, such as red and green. In contrast, low-intensity threshold maps don't need many incidents at a specific location to shade an area in red or green. Thus, high-intensity threshold maps only show areas DCSP visits the most, while low-intensity threshold maps show areas that DCSP generally responds to in addition to areas that DCSP responds to the most.

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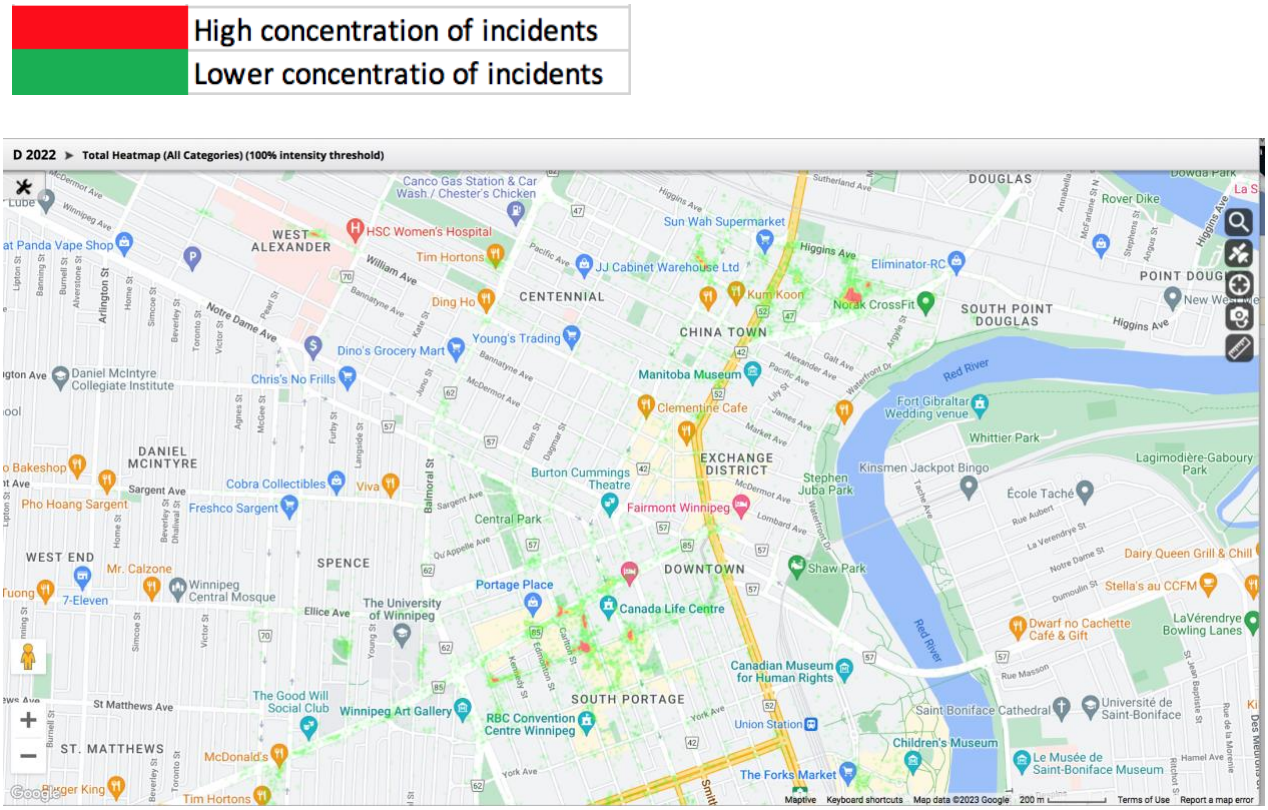
Figure 18 DCSP's most active locations GIS map



The high-intensity threshold maps (more incidents are needed to show up on the GIS map reveal that DCSP focuses on two main locations:

- Higgins and Main (including the Salvation Army on Henry and N'dinawemak); and
- Portage and Graham Avenue from Vaughan to St. Mary's.
- DCSP also pays less attention to **the Health Sciences Centre (**HSC**)**.

These core areas make sense for DCSP as Air Canada Park, Portage Place Mall, and the Canada Life Centre are all along Portage and Graham Avenue. Higgins and Main houses many support agencies, including MSP, N'dinawemak, and the Salvation Army, which Winnipeg's vulnerable population frequents. Additionally, DCSP maintains a presence at the HealthSciences Centre because it is the primary hospital they transport people to, and they also respond to specific incident types at the location.

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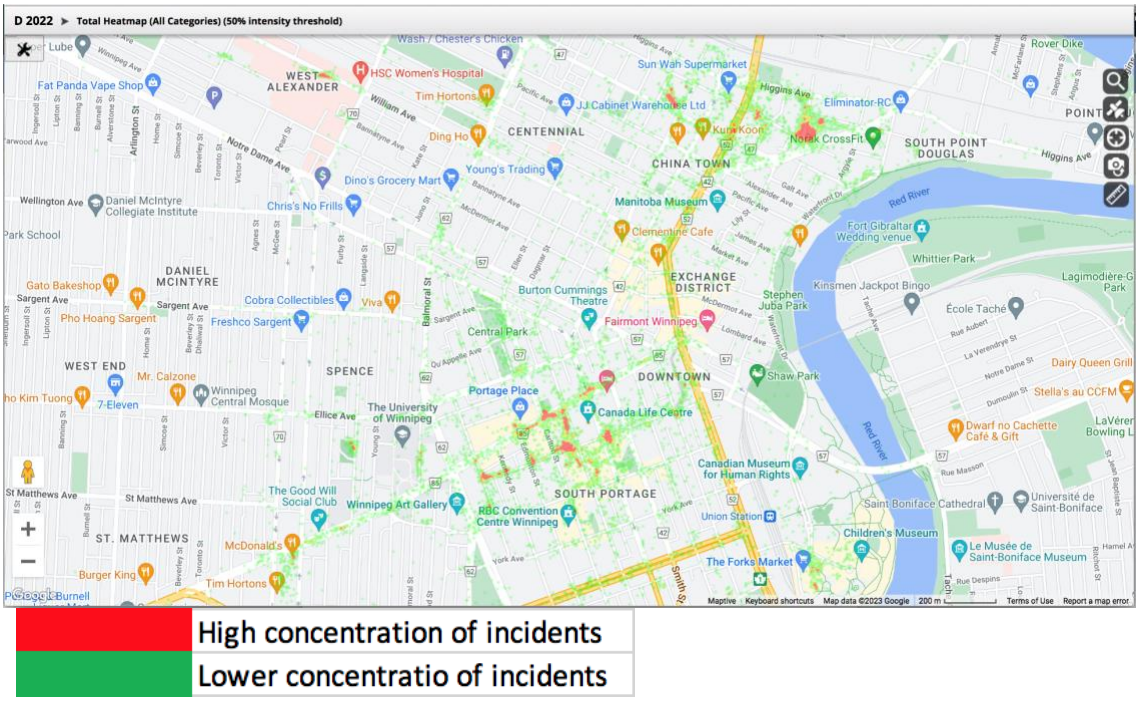
Figure 19 DCSP's hotspot locations more generally GIS Map



Analyzing DCSP activities more generally shows that DCSP is relatively active in several additional places, including:

- West of Balmoral on Portage Avenue at various locations, including Magnus Eliason Rec Centre, Langside and Portage, Spence and Portage and Sherbrook and Portage; and
- The Forks.

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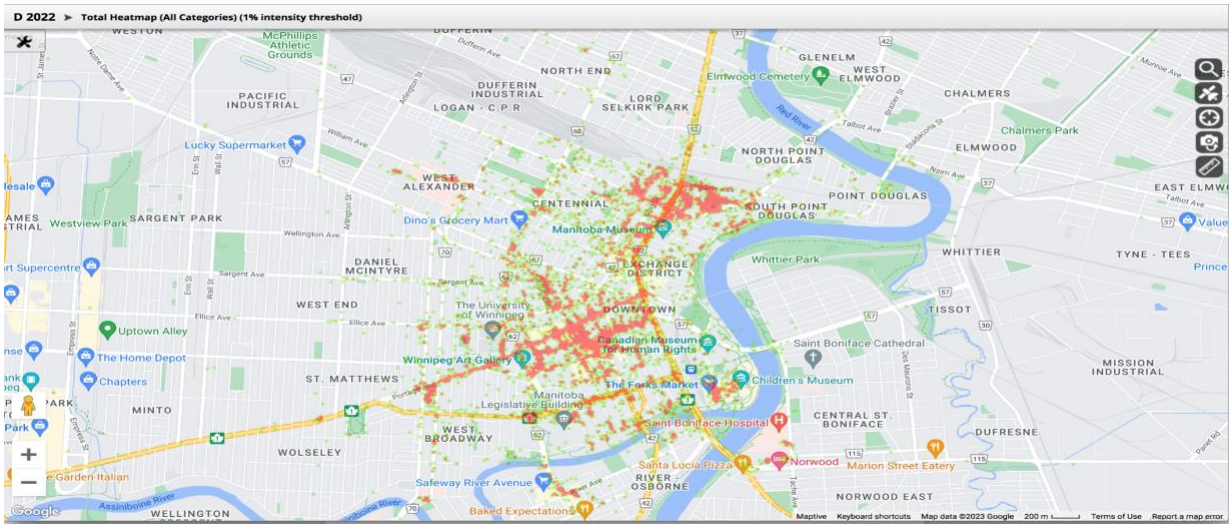
Figure 20 DCSP activity locations generally GIS Map



	High concentration of incidents
	Lower concentratio of incidents

At the most general level, the locations DCSP visits encompass a large portion of its target area. However, DCSP does not perform many activities at a few spots inside their target area, while some places outside DCSP's boundary area are visited.

Within its target area, DCSP incident types occur in the places one may expect. Panhandling instances often happen at intersections around the DCSP target area; encampment incidents occur in areas with more homeless camps, like off Portage Avenue to the south and around bridges and train tracks; idle persons may be in bus shelters, public spaces, or spaces people have requested idle persons leave from.

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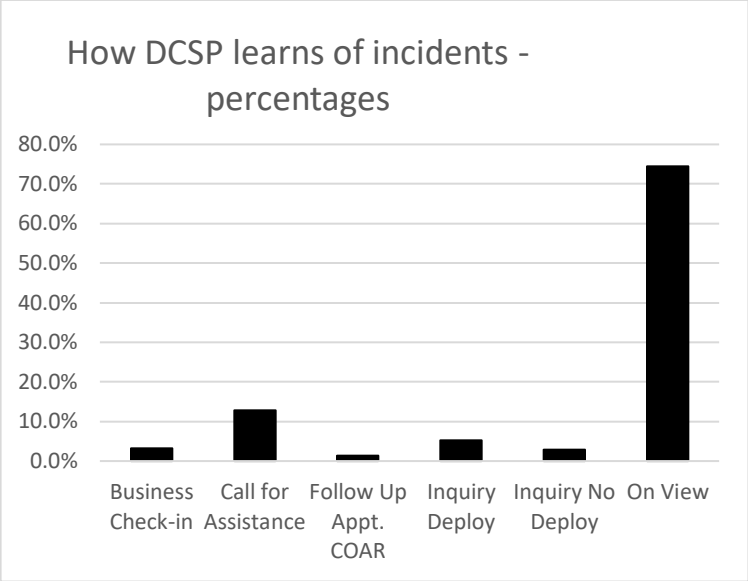
4.7.2.5 Why does DCSP respond

Figure 21 How/why DCSP hears about incidents



The primary way DCSP learns about incidents they respond to is by seeing them while on patrol. This statistic makes sense as DCSP's founders designed it to be a patrolling outreach organization that looks for situations to assist when they are patrolling. Additionally, because DCSP was a new organization, they were not as well known when they started and may not have received many calls when people were unaware of them. 'Follow up Appt. COAR,' 'Inquiry No Deploy,' 'Business Check-in,' and 'Inquiry Deploy' all began to be utilized by DCSP late in the reporting period, so there are fewer of them.

The top 16 referral sources comprise 68.9% of DCSP's total referral sources. Five categories make up DCSP's referral sources.

1. DCSP's top referral source is internal referrals (23%), which shows that DCSP teams work together to assist persons they interact with.
2. Next, non-profit organizations account for 22.6% of DCSP referral sources. Non-profit organizations use DCSP's services to help them with their organizational needs. These organizations include but are not limited to, N'Dinawemak (11.3%), Siloam Mission (3.9%), Community 204 (2.3%), and Main Street Project (2%). This analysis shows that other social services are utilizing DCSP to help fulfill their goals.

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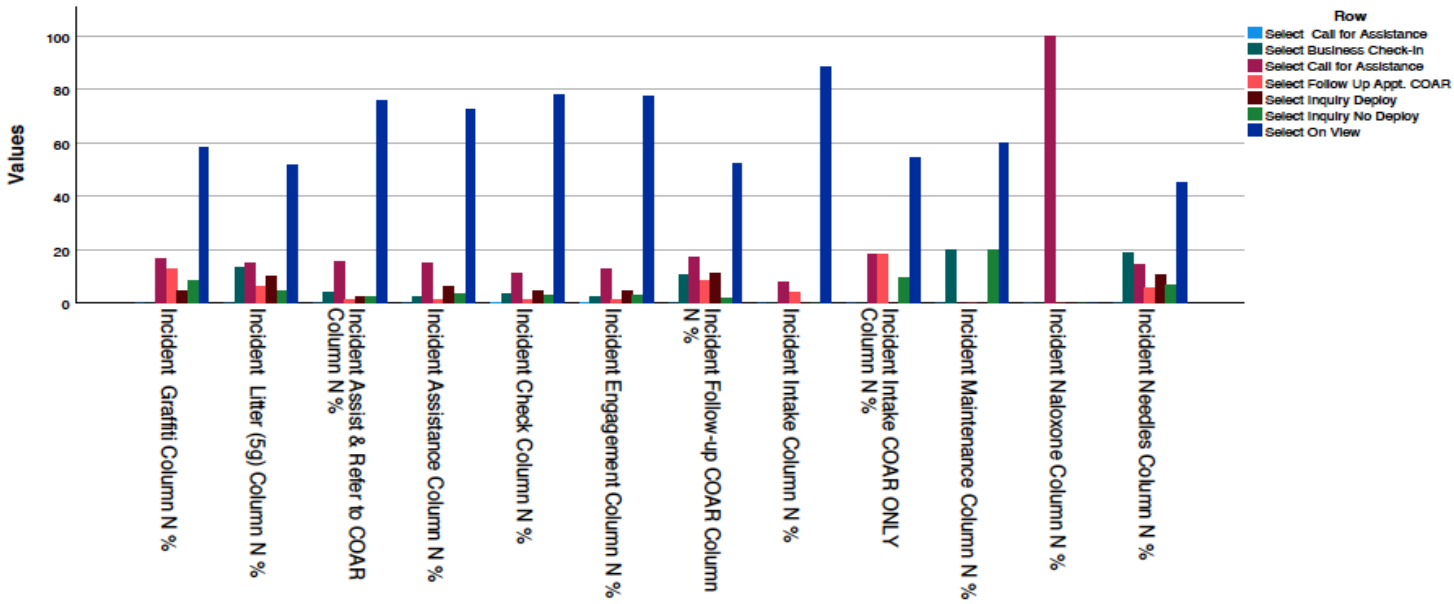
3. Local security, Biz patrols and public services encompass 10.4% of DCSP's referral sources.
4. Emergency service calls encompass 6.7% of all DCSP referral sources.
5. Individual citizens call for themselves or other citizens 6.2% of the time.

This distribution reveals that DCSP receives calls from various sources in downtown Winnipeg. Receiving calls from NGOs, citizens, emergency services, and security and public services reveals that many organizations feel that DCSP can assist them in their duties.

Figure 22 How DCSP responds to incidents[8]



How DCSP responds to issues often depends on why they respond. Most DCSP response types are caused by them viewing an incident. However, Naloxone responses are all initiated by calls for assistance. Calls for assistance are the second highest reason for most responses. However, the call for assist numbers was never above 20% for any response category (except

[8] Two Categories are described as “call for assistance.” However, one of the categories has very few selections overall. This was missed in data cleaning and the red Call for Assistance is the legitimate category.

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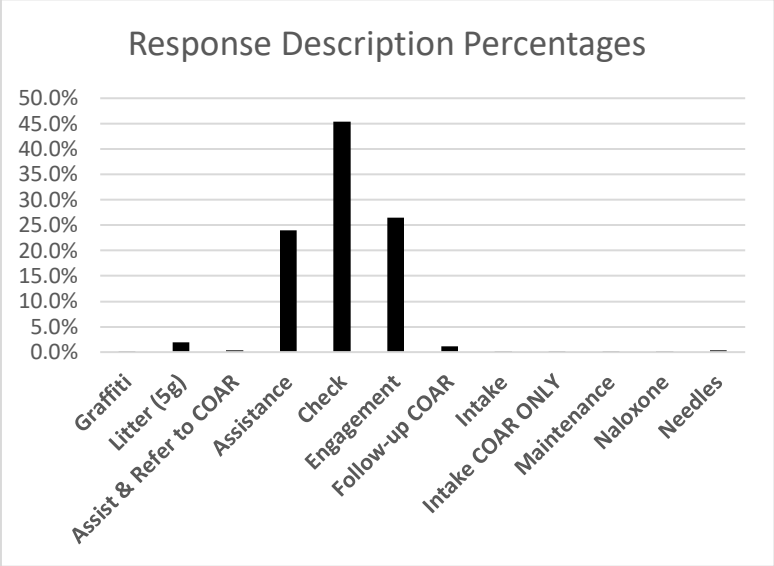
Naloxone) and seldom made up a large origination source for any category. Follow-up COAR and business check-ins are typically the third category for most response types. While follow-up COAR response types are typically reserved for COAR activities like graffiti (to refer to Clean Slate) and connecting a person in need with COAR case management services, business check-ins are more frequent reasons or calls involving littering, assistance and referrals to COAR and maintenance and needles.

4.7.2.6 How does DCSP respond

Figure 23 How DCSP Responds to Incidents



DCSP mainly responds to incidents in three ways. It responds to most incidents by performing checks to ensure that people are okay and if they need anything. DCSP will also provide engagement support and assistance less frequently but still significantly.

When DCSP groups decide others can better address incidents, they refer incidents to two main groups (% referred out when DCSP uses referrals):

1. DCSP refers many of their cases to emergency services (13.2% WFPS, 9.5% WPS) and
2. DCSP refers some cases to non-profit organizations (MSP 6.7%, N'Dinawemak 1.3%).

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4.8 Outcomes

The outcome section analyzes the effects that DCSP has on its target area. This section analyzes if DCSP impacted its target area as it intended to. Specifically, each of the outcomes analyzed sought to determine if DCSP:

- Engages with the community, promotes relationships between residents and staff and promotes a sense of stewardship in downtown populations;
- Improves the health and wellbeing of all downtown community members
- Creates a continuum of care for downtown Winnipeg's vulnerable population
- Improves safety conditions in Downtown Winnipeg and improves the public's perception of safety in downtown Winnipeg;
- Reduces non-emergency demands on first responder services; and

Each of DCSP's goals ties to measures used to analyze how the organization completed their goals. This section focuses on community measures that detail how DCSP relates to their target audience. This section contains quantitative outcome measures, including:

- DCSP's relationship with WFPS statistics provides information about how DCSP interacts with downtown safety, health and wellbeing and DCSP's relationship with emergency services.
- DCSP's relationship with WPS statistics displays DCSP's interaction with safety in their target area and DCSP's relationship with first responder workloads.
- Interview participant's views on:
    - DCSP's downtown presence and rapport
    - DCSP's effect on downtown safety,
    - DCSP's effect on health and safety,
    - DCSP's activities relating to creating a continuum of care

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- DCSP's effects on other social services.

4.8.1 Quantitative Data

Quantitative data for this section contains DCSP's output data with datasets from the WFPS and the WPS crime map. This evaluation compares downtown Winnipeg's WFPS response and crime rates to DCSP's response rates for different activities. Because this analysis is performed on the entire downtown area, using few control variables during COVID-19, it is impossible to utilize regression analyses to understand if DCSP affects WFPS response rates or WPS crime rates. For this reason, correlation analysis is the only data used in this section. Correlation analysis only examines the relationship between crime rates and WFPS response rates. Thus, this examination is mostly to understand DCSP's relationship with downtown safety and safety stakeholders in downtown Winnipeg.

4.8.1.1 DCSP output variable's relationship with WFPS Calls for Service rates

Analyzing DCSP's relationship with WFPS response rates in downtown Winnipeg shows how DCSP relates to first responder services. WFPS response rates also help show safety conditions in downtown Winnipeg and the health and wellbeing of downtown Winnipeg, as WFPS workers are typically responding to health and safety issues in downtown Winnipeg.

DCSP's daily calls for service and WFPS's daily service calls from June 1, 2021, to December 30, 2021 (Missing 18 days in August) were run through correlation analysis to understand the relationship between DCSP and WFPS activities.

4.8.1.1 DCSP Daily variable's correlative relationship with WFPS Daily Calls for service rates

Analyzing both organizations' daily event totals within the six-month reporting period revealed that they maintain a significant direct moderate relationship. Moreover, specific DCSP incident types strongly correlate with WFPS' daily total incidents.

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Regardless of how they are analyzed, the general pattern between DCSP and the WFPS shows that it is generally direct when there is a significant relationship between them. The relationship between DCSP and WFPS variables indicates that the two organizations respond to more incidents on the same days and fewer incidents on the same days as each other. This relationship may indicate that the organization's operational area produces more incidents that both organizations must handle at certain times. DCSP and WFPS activity workloads operating similarly may indicate the DCSP is assisting with more issues on days with more issues in downtown Winnipeg.

4.8.1.2 DCSP's Relationship with the WPS's Crime Map Rates

Analyzing how DCSP activities relate to downtown crime rates within DCSP's target area helps to show that some of the same issues that affect WPS may affect DCSP's daily actions. If DCSP and WPS have similar report types on similar days, it may show that DCSP is affected by factors similar to those of the WPS. Furthermore, WPS response rates show the safety conditions in downtown Winnipeg, as WPS workers typically respond to safety issues in downtown Winnipeg. Analyzing crime rates grants a clearer picture of how Winnipeg's emergency safety services are related to DCSP.

DCSP activity totals from February 2021- November 2022 (660 days) were compared to crime map numbers from the WPS's affected areas daily totals. The DCSP activity-specified variables were analyzed earlier in this thesis. The WPS variables include WPS total incidents, WPS Federal Statute (Major Indictable offences), WPS Non-violent Crime, WPS Other Federal Statues, WPS Non-violent crime, WPS Other Traffic Violations, WPS Traffic violations, and WPS violent crime.

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DCSP's relationship with WPS crimes differs greatly depending on what activity DCSP reports. However, generally, DCSP incident types dealing with homeless persons and drugs have the largest correlation with WPS crime, especially non-violent crime. However, some DCSP incident types do not. Federal statutes are very serious offences, and it is unlikely that DCSP would be affected by factors that cause them.

4.8.1.3 DCSP's Target area crime rates when compared to adjacent area crime rates

Understanding how DCSP's target area crime rates compare to those of their adjacent area is a practical way to see if DCSP's presence visibly affected its target area. This comparison provides a control group (outside of DCSP's target area) and an affected group (within DCSP's target area).

A comparison of DCSP's affected area and the areas adjacent to where DCSP operates was conducted. Five graphs were made to analyze how the adjacent areas' counts compare to the affected areas. However, no visible data shows that DCSP affects any type of crime when crime types are analyzed between its target neighbourhood and the neighbourhood adjacent to it. Due to this research being conducted on a major city's downtown crime types, an effect would be difficult to see in such a short time with quantitative statistics.

4.8.5 Qualitative Results

This section contains qualitative information from interviews with three groups: Winnipeg Social Service members, members of stakeholding Winnipeg government agencies (WPS, WFPS, Parole Board), and DCSP workers. The questioning regarding DCSP's effects on downtown Winnipeg was open. Generally, respondents noted findings without pre-emptive mention of the benefits respondents chose. Interviewers did not ask participants, 'Is DCSP's presence in the downtown area beneficial?' but instead were asked, 'Does DCSP affect the city of Winnipeg and if so, how'? Respondents highlighted the elements discussed below as the most

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important effects respondents could think of when generally prompted. In this sense, it would be incorrect to state that '50 percent of respondents believe DCSP fills a void in DCSP's safety model', as others may not have noted this benefit but still believe it is true. Overall, researchers interviewed 11 people from various backgrounds, including DCSP managers and administrators (5), first responder administrators (2), post-carceral officers (1), and social service personnel (3), or this section of the thesis.

4.8.4.1 Presence and Awareness

One emergency services worker, one DCSP administrator, and one DCSP manager noted that DCSP provides a continuous presence in the downtown community and ensures there is always someone to assist when there are problems. This presence has increased awareness amongst downtown individuals that a group is available for incidents downtown, which has a multi-fold effect on the downtown community.

A DCSP administrator and emergency service worker noted that DCSP's presence creates a sense of trust when people see DCSP working downtown and interacting with problematic situations to try and fix them. This trust supports DCSP's ability to know what is happening downtown, as when businesses and downtown workers/residents see an event needing help, they know they can call DCSP. DCSP's administrator noted that this increased trust and reputation has increased their calls for service over time. One social service participant noted that downtown businesses are more aware of the positive relationships DCSP creates with downtown residents, which allows them to be a better option to call. This social service worker added that DCSP has a reputation for de-escalating situations and moving people to safer places with more willingness to provide service for the person they interact with. This respondent, DCSP's administrator, and a probation services worker noted that this reputation allows organizations to call DCSP to deal with situations without worrying about the displaced person's anger towards the callers later.

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Second, DCSP's presence and awareness help create a sense of community through their constant presence downtown. One emergency services member noted that DCSP's work creates a safer and more vibrant downtown. A different emergency responder participant added to this view, noting that because of DCSP's presence, people's perceptions and beliefs about downtown Winnipeg are changing to view it more positively.

4.8.4.2 Long-lasting individual actions – Responding to emergencies other groups miss

Two DCSP managers noted that some of their patroller's actions are particularly important.

Both managers noted how DCSP transporting people experiencing hypothermic conditions to warm places saves lives in cold Winnipeg winters. One emergency services participant added that DCSP overdose response and other medical emergency responses can improve outcomes for people they stabilize. DCSP's patrols constantly watch out for unsafe situations and respond to life-threatening situations they discover through their patrols and calls they take from persons on-scene to address safety issues. DCSP's extra eyes and ears on patrols can discover life-threatening situations that other groups may miss who do not consistently check in with people on the streets. In short, DCSP responds to potentially emergent events other groups may miss.

Second, one DCSP Manager, a probation office participant, and two emergency service participants noted that the social service assistance and case management that DCSP provides for clients in the COAR program is another activity that provides long-term benefits for Winnipeg. Both participants and an emergency response participant added that finding people housing and keeping them housed by preventing eviction provides a stable foundation for people and allows them to take steps towards a healthier lifestyle if they want it. One emergency service member noted that DCSP's "upstream" work helps alleviate personal issues in people's lives (such as lack

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of access to housing) that lead to many Criminal involvements. A probation office worker noted that DCSP's ability to provide "wraparound services" is particularly important, as wraparound services allow DCSP to focus on individuals and provide sustained assistance. The continuous, prolonged attention to individuals who need service was particularly important for this stakeholder, who believed that consistent, long-term services are the most effective way to help someone make real changes.

Finally, one DCSP manager and one administrator noted that helping people attend their probation appointments is a very important action they perform. The participants noted that ensuring people attend probation appointments positively affects people's long-term wellbeing as they will be less likely to breach probation if they know they have appointments at certain times. DCSP personnel and a probation office worker noted that missing probation appointments is a serious problem that leads to many people having warrants issued for their arrest. One Probation office participant noted that although they had asked DCSP to look for people in the past, DCSP could not locate the person that day. However, the officer did note that the service would be extremely useful for clients with no fixed address because DCSP is already patrolling and knows where people are. The participant noted this would be a key service for clients when DCSP could locate them because the issue of missed appointments leading to re-incarceration constantly reoccurs for these probation clients.

4.8.4.3 DCSP's Staff and Culture

Two social service operators in downtown Winnipeg noted that they support DCSP because of the staff and the culture the organization has been able to build. For example, one social service operator noted that DCSP patrollers' lived experience in vulnerable situations and experience within the community is something they believe is vital to DCSP's success. Additionally, this social service provider noted that grassroots ideology and diversity drive their

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support of the organization. The social service provider added that DCSP's diversity gives them confidence that DCSP patrollers know how to best handle situations with everyone's wellbeing in mind.

4.8.4.4 Filling a Void

Three social service operators and one DCSP administrator noted that DCSP's replacement value over groups which formerly filled their duties is significant. The social service operators note that DCSP fulfills a role that Winnipeg has not previously had. They noted that DCSP's ability to handle less-emergent incidents with a **community improvement** ideology produces positive outcomes for people on all sides of issues. One emergency services respondent noted that before DCSP began, Winnipeg left these issues to no agencies or law enforcement agencies. Furthermore, two social service participants noted that DCSP is a better alternative to law enforcement for many of their issues. The workers believe DCSP can handle less urgent issues with a long-term focus and provide case management services to prevent crimes from occurring. DCSP's ability to fit into this niche role that other agencies do not play is something stakeholders, social service personnel, and DCSP members believe is beneficial for Winnipeg. One emergency response participant noted that DCSP's ability to coordinate and work with outside organizations is another key reason it is a quality service. The participant noted that more organizations should work with other organizations and try to organize general resources, as DCSP does. However, they noted this is rare amongst social service providers.

4.8.4.5 DCSP Helps other Winnipeg Organizations produce better results

Four participants working for different Winnipeg organizations noted that DCSP's actions helped them achieve their goals. First, two Winnipeg first responder members noted that DCSP helps their organization create additional capacities for services. Both participants noted that DCSP's resources and expertise add to emergency services' "continuum of care." One first

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responder noted that DCSP provides on-scene social support during emergency services' low-acuity events. The responder noted that during these events, callers benefit more from DCSP's additional social support than they would from emergency services' immediate, shorter-term solutions. In these situations, DCSP's social support provides a service that cities do not design first responders to provide. However, first responders emphasize that it is an essential aspect of care that adds to first responders' ability to help citizens and prevent future incidents. First responders noted that DCSP also adds to their continuum of care by being a pre- and post-incident handoff resource. In pre-handoff situations, first responders noted that DCSP had been on-scene before emergency services arrived, allowing first responders to enter controlled scenes. For example, one emergency service participant noted that in some cases, patients who were overdosing were already awake when they arrived on the scene because DCSP used Naloxone successfully. In post-handoff situations, the other emergency service participant noted that emergency responders can pass incidents to DCSP members. The respondent noted that DCSP can resolve the situation with social support resources once first-responder resources are no longer needed. Allowing emergency services to enter controlled scenes and leave scenes immediately once they complete their job may allow them to respond quicker and more effectively to other incidents occurring simultaneously.

One social service operator noted that DCSP helps their organization accomplish its goals by providing safety during its outreach activities. This member's organization ensures that Winnipeg's vulnerable population has food security, and outreach walks are a major way they contribute to food security for Winnipeg's most vulnerable. Because most outreach activities for vulnerable persons occur in potentially dangerous areas, the social service operator noted that DCSP's presence provides security and peace of mind to outreach workers who want to ensure

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they are safe during their outreach walks. In addition to this activity, this person noted that DCSP has been able to take leftover food from different events to ensure the food does not go to waste, and all of it goes towards decreasing Winnipeggers' food insecurity. DCSP's regular patrols offer this organization an avenue to distribute food to vulnerable people.

Finally, a Winnipeg probation worker noted that DCSP was useful in finding housing for one of their clients. This person noted that due to DCSP's focus on prolonged support and case management, their client was able to find housing and services after being housed through DCSP.

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Chapter 5: Discussion

The discussion section will analyze DCSP according to a process and outcome evaluation. DCSP's process evaluation will compare its desired implementation plan and early influences to DCSP's actual inputs, activities, and outputs to compare to how DCSP is currently operating. DCSP's outcome evaluation will compare its desired outcomes for its target audience/area to DCSP's actual outputs and outcomes.

5.1 Process evaluation

This process evaluation analyzes DCSP's original design intention to understand how the organization operates relative to the original design plan. DCSP's foundational literature shows the organization's original design plan, and quantitative and qualitative sources show how DCSP operates now.

5.1.1 Did DCSP create an alternative for health and social well-being Issues as their founders intended?

DCSP's founders wanted to provide an alternative option to "health and social well-being issues" (MNP, 2020:4) that first responders have historically handled.

Three social service operators and one emergency service worker noted that DCSP is an organization that fills a longstanding void in Winnipeg's safety model. The social service operators compared DCSP to the WPS and the Biz organization's patrollers. They noted that DCSP services are better suited to handle certain issues due to its core values, methods for addressing problems, and the rapport it has built with city residents. As reported by DCSP from February 2021 – December 2022, quantitative reports on the types of incidents they handle, social assistance (8,223 (reported actions)), homeless (6319), substance use (2,028), physical injury (1,679), mental health (1,480) are among the most frequent. Thus, DCSP is helping fill the void by doing activities that improve people's health and well-being downtown.

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Similarly, two emergency service participants noted that DCSP transfers issues to police and fire paramedics when incidents are too severe for their mandate. Moreover, DCSP has utilized different social services to handle different events. These consistent referrals to appropriate services indicate that DCSP can connect people with alternative response resources to assist with health and well-being issues. Moreover, first responder interviewees noted that DCSP is beneficial when they hand off situations to DCSP and when they receive situations handed to them. In combination, these findings show that DCSP is an alternative for health and Social Well-being issues as intended.

5.1.2 Is DCSP a highly visible presence as its founders intended it to be?

Specifically, during non-peak hours, DCSP's founders designed the program to have two to three teams performing outreach and deploying other members in vans (MNP, 2020:23,37).

Two DCSP managers noted that MAC 24/7 will typically deploy four members (2 people per team) simultaneously but will have eight members in some situations. MAC teams often perform proactive patrolling on foot and utilize their vehicles to perform various tasks. Another manager noted that Connect employs eight frontline workers who perform presence outreach. While Connect will have teams out during portions of the day, they do not often operate 24/7, and evidence shows their report numbers decline after 1900 (As noted in Findings: Who Responds). This way, DCSP may have gaps where they do not always have two teams walking the streets (as some may be in vans).

Additionally, the noticeable gap in reported incidents at 0700 while DCSP is doing shift change prevents many patrols from occurring at that time. DCSP will typically deploy the intended number of foot patrollers adequate for non-peak hours while having one group in a van. While foundational documents noted that DCSP wanted to have patrollers viewed by people

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downtown every 20 minutes during peak hours, DCSP's administrator noted that this was an erroneous statement in the foundational documents and was not truly feasible. Thus, DCSPs deploying two to four MAC 24/7 teams and a Connect team at peak hours generally meet their original goals.

5.1.4 Does DCSP triage incidents appropriately?

DCSP's founders designed its outreach services to triage incidents using its resources or by referring them to appropriate organizations (MNP, 2020:2).

Findings indicate that DCSP refers incidents to other organizations and works by itself to triage incidents. While referrals to other organizations are not high for most activities (As noted in Findings: What activities does DCSP complete), DCSP also hands-off cases to outside organizations when appropriate. For example, police and Fire Paramedics (22.7% of all referrals to other organizations over the two years). The positive responses from DCSP handoff partners (emergency service respondents) indicate that DCSP can triage and hand incidents off as intended. Additionally, first responders have noted that DCSP's presence on the scene of emergent incidents improves outcomes.

5.1.5 Does DCSP provide individualized support and connection to people and social services?

DCSP's founders designed it to provide individualized support and connection to people by referring them directly to outside services or DCSP's individualized case management program (MNP, 2020:45–46). Specifically, the case management program was designed to help people navigate Winnipeg's social service sector, advocate for them during their process, and find long-term solutions (MNP, 2020:23, 47).

Through DCSP's COAR team, the organization has completed 303 intakes over 20 months and has helped house people 101 times. DCSP has also made 424 connections with EIA services regarding participants, 203 connections regarding detox/addiction treatment, 327

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connections regarding physical and mental health supports, 39 legal supports, 78 home community connections, 244 ID connections, and 29 employment connections (as noted in Findings: COAR outputs). DCSP's COAR service provides individualized support and connection as originally intended in DCSP's initial implementation plan.

5.1.6 Does DCSP work within its originally designed boundary?

DCSP's intended boundary is the Assiniboine River to the South, the Red River to the East, Route 62 and Route 47 to the West, and Higgins Avenue to the north. According to foundational documents, this boundary is discretionary and subject to change (MNP 2020:17). **Furthermore, DCSP founders designed their boundaries to be analyzed with other service agencies' datasets to emphasize strategic areas more.**

While DCSP has primarily adhered to this boundary, a few locations see heightened activity outside the boundaries (as noted in Findings: Where does DCSP Operate). A DCSP administrator and a DCSP manager noted that DCSP will typically leave the area if they need to transport people to different areas or if people need their assistance in a specific area. Furthermore, DCSP uses other organizations' activity datasets to tailor their response locations. For example, DCSP has used WFPS maps to add DCSP presence to WFPS hotspot areas along Broadway (DCSP, 2021:13). DCSP's general maintenance of their original boundary and the utilization of outside organizations' information to tailor their response shows the organization is operating as intended.

5.1.7 Does DCSP utilize a communication network to efficiently deploy their resources?

DCSP intended to utilize communication within their outreach teams to ensure the entire area is covered efficiently. Additionally, DCSP was intended to create a communication centre to deploy DCSP resources immediately to incidents (MNP, 2020:4, 16, 24)

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One DCSP manager noted that DCSP utilizes its Coordinated Assistance Network operators to take calls, determine what callers need, take pertinent safety info, learn the callers' location, determine the appropriate response team, and send the correct team to the call via radio. Additionally, one DCSP manager noted that the pre-patrol meetings determine where the previous patrol groups went so patrollers can go to different areas. DCSP's CAN is in the preliminary stages but can act as a deployment centre as intended. Additionally, DCSP's pre-patrol meetings help ensure the entity covers its entire operational area.

5.1.8 Does DCSP utilize partnerships to support its operational goals?

DCSP's founders originally intended for it to make partnerships with social services and emergency services (MNP, 2020:17,24). Once DCSP cultivated relationships, DCSP's founders wanted the organization to utilize data and ongoing communications from other organizations to support DCSP's operation (MNP, 2020:24). DCSP's foundational plan focused on getting DCSP to communicate with partner organizations from its communications centre (MNP, 2020:24)

According to an emergency services participant, DCSP was built with Winnipeg stakeholders on its advisory board to help facilitate partnerships between DCSP and outside organizations. Additionally, DCSP receives data from emergency organizations to help tailor their patrol routes (DCSP, 2021:13). In addition to facilitating formal partnerships, two DCSP managers noted that DCSP attends outreach group meetings, is involved in multi-agency group chats, conducts activities with other organizations; and frequently refer incidents to outside organizations. Additionally, DCSP cultivates partnerships each time they hand off incidents to or are handed incidents from emergency organizations. In this way, DCSP creates formal agreements with organizations for data while informally working with other agencies to create connections as originally intended.

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5.1.9 Does DCSP employ people with traits congruent with its founder's intentions

DCSP's foundational documents noted that the organization would hire frontline workers interested in social work, mental health and paramedic fields (MNP, 2020:31). DCSP's founders wanted the group to have two different types of responders, differentiated by one group having additional training (MNP, 2020:31).

Three DCSP managers noted that hiring workers with diverse backgrounds allows them to bring new perspectives to solve problems on patrols or when performing case management. Social service personnel noted that because DCSP hired persons with diverse backgrounds, they trust the organization more. These DCSP managers noted their patrollers have training that includes Red Cross medical emergency responder knowledge, situational awareness, communications, de-escalation, self-defence, services to provide a social-service perspective for workers in their patrol areas, mental health, radio training, vehicle training, SETCAN, and gangs training and police negotiations training. Additionally, one manager noted members receive talks from community leaders who speak on personal life stories and outlooks to provide perspective. The training that DCSP members receive depends on which frontline service they provide. For example, one manager noted that Connect members receive less medical training than MAC 24/7 members. Another manager stated that COAR members receive training similar to MAC 24/7 members but only get one week of health training by Criti Care. DCSP has trained its frontline workers in a way congruent with their original intention and hired people with diverse backgrounds as intended.

5.1.10 Are DCSP employee roles the same as its founders anticipated?

Next, DCSP described the key duties that various positions would perform. This process evaluation analyzed how people in these positions view their key duties as compared to the intended duties.

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5.1.10.1 Director

DCSP's founders intended its director to maintain relationships with services that provide follow-on services to DCSP participants; define and develop improvements to the program; complete grant applications; help with public and stakeholder communications; manage internal communications; and manage the entity's marketing (MNP, 2020:29).

DCSP's director focused on three main duties when asked about his duties during an interview: overseeing the managers from all DCSP teams to ensure they are operating effectively, creating new policies and procedures to help the organization operate more efficiently, and being a final authority for decisions taking place below the executive director's level. Additionally, Winnipeg's media interviewed the director, and the director created presentations for people who wanted to learn about and fund the program.

5.1.10.2 Managers

DCSP's founders intended for its managers to schedule outreach resources, supervise teams, work with the executive director to ensure services are delivered properly and perform team human resource management (MNP, 2020:30).

DCSP has four main managers that oversee its teams. Two managers oversee MAC 24/7, one oversees Connect, and one oversees the COAR case management team. For outreach, Connect and MAC managers noted that their key duties include managing schedules, performing program and policy development duties, ensuring teams operate smoothly, and making changes to improve their effectiveness. DCSP managers perform roles that are in line with the desired duties. DCSP's implementation plan did not note COAR's managerial roles. However, the duties performed by COAR's manager are similar to those performed by Connect and MAC 24/7. COAR's managers noted that they oversee COAR operations, assign case managers to tasks and cases, work to make the process as efficient as possible, report efficiency levels up the chain of

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command, and develop solutions to problems that interrupt the team's effectiveness. The key duties specified by DCSP managers are congruent with the original intention of DCSP's founder.

5.1.10.3 Is DCSP the type of legal entity its founders intended it to be?

DCSP's founders designed the organization to be a non-profit entity. DCSP's founders believed that being a non-profit would allow the organization to receive funding from all levels of government to ensure the entity's sustainability, be independent of outside mandates and be more agile and flexible when making decisions (MNP, 2020:25, 27).

DCSP recently obtained non-profit status. The organization has received funding from various sources, but most of it has come from the Manitoba government. However, DCSP has also received funding from the City of Winnipeg, the MLCC, the Biz, in-kind contributions from private organizations, and other entities' food, water and clothes donations. DCSP's administrator noted that their funding sources do not restrict their vision. DCSP's non-profit status and continuous provision of funding from multiple sources show that the organization is operating as originally intended.

5.1.10.4 DCSP's Unanticipated Addition - The Clean Slate Team

DCSP's implementation design did not include the Clean Slate team, a recent addition to the organization. DCSP's administrator noted that the Clean Slate team allows DCSP to hire people needing work and stability and perform dedicated cleaning services for places in DCSP's target area and other non-profit agencies.

5.2 Outcome Evaluation

This outcome evaluation analyzes DCSP's foundational and early goals to determine whether the organization is reaching them. This chapter's goal information is sourced from DCSP foundational documents, monthly reports, annual reports, and qualitative data.

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Quantitative data from sections 4.8 Outputs and 4.9 Outcomes provide insight into how and if DCSP is achieving their goals.

5.2.1 Does DCSP engage the community and promote relationships between itself and the downtown's population?

DCSP's first foundational goal is to engage the community to promote relationships between downtown's population and DCSP employees (DCSP, 2022:5). Additionally, DCSP hopes their activity will create a sense of stewardship in Winnipeg's downtown population and increase citizen involvement in problem-solving activities (Burnett, 2021b). Finally, DCSP hopes their rapport with potential clients will make people more likely to accept referrals and communicate their needs to DCSP workers.

DCSP completed over 30,000 individual interactions from February 2021 to December 2022. However, there are specific times and places where DCSP does not interact as much as other areas and times. DCSP completes most of its activities in its target area (As noted in Findings: Where does DCSP Operate). DCSP's referral-source diversity (people who refer them to incidents) largely increased between their first and last reporting months (As noted in Findings: When does DCSP Respond). This diversity may indicate that more people are requesting DCSP problem-solving activities, which shows increased community knowledge, value for their services, and willingness to call. DCSP's administrator, three social service personnel participants, and one first responder participant noted that DCSP has a positive rapport between themselves and Winnipeg's downtown population, which allows them to perform activities effectively. Although COAR data shows that between 2021 and 2022, its workload is relatively constant, some indicators (voluntary transports, connections to EIA, connections to physical health) saw a rise late in the reporting period, adding to the notion that as DCSP increases contacts with people, it increases its ability to refer people to programs. In these ways,

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DCSP's consistent engagement with the community and ability to gain rapport with downtown populations is apparent. Additionally, the increase in calls for service over its lifetime shows that downtown persons may be increasing their safety involvement, which further achieves their goal.

5.2.2 Does DCSP increase the health and well-being of downtown's population and improve their quality of life?

DCSP wants to increase the health and well-being of Winnipeg's downtown population and improve their quality of life to increase the well-being and health of Winnipeg's downtown (DCSP, 2021c:7).

One social service operator, two emergency service workers, and one probation office worker noted that DCSP has created a new avenue to support people who need social services. Additionally, emergency services respondents noted that DCSP improves the health and well-being of downtown residents during emergencies. For example, DCSP provides on-the-ground health support through naloxone and physical and mental health assistance. Additionally, a different emergency services respondent noted that DCSP provides upstream services that help downtown residents find stability and keep them out of crime.

As shown in Figure 12, neighbourhood data from Winnipeg indicates that Winnipeg has decreased their homeless population, data collected from End Homelessness Winnipeg's community survey indicates that homeless populations have decreased since DCSP's initiation in April 2020. DCSP's COAR team housed 101 people it was referred to. These referrals and other work DCSP completed may be a reason why Winnipeg's homeless population decreased. However, experts on Winnipeg's homeless populations need to be asked directly to determine how DCSP is affecting homeless populations.

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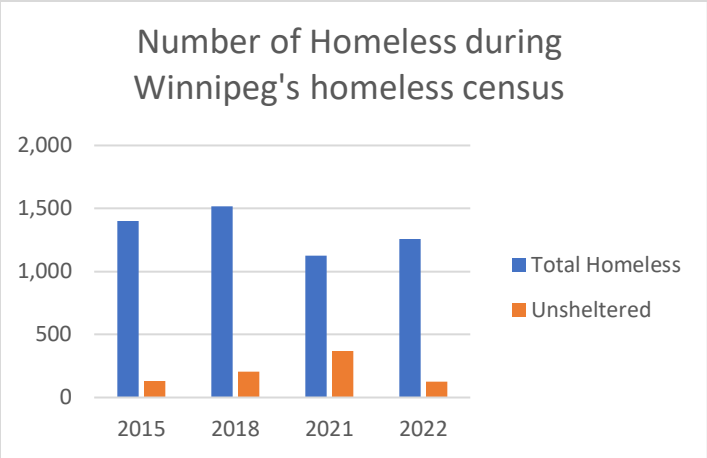
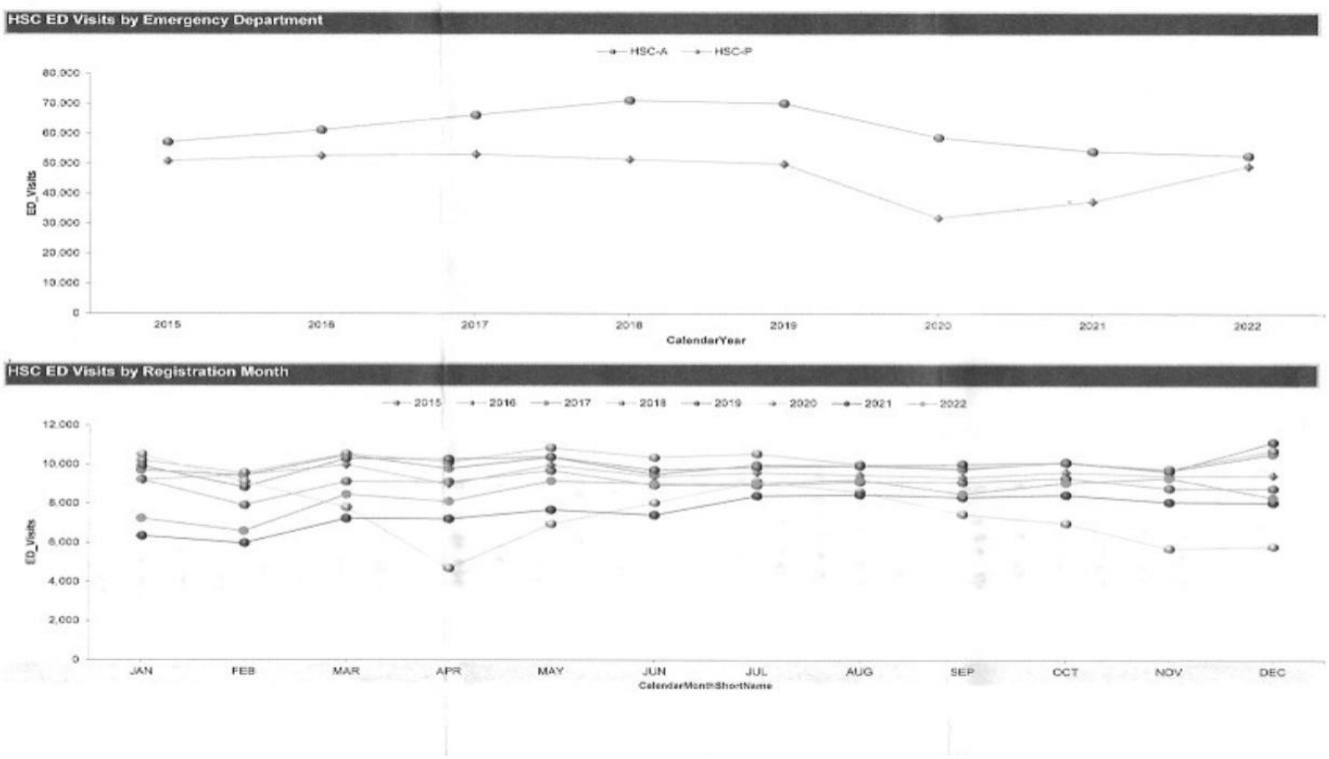
Figure 24 Homeless survey's Winnipeg



Emergency department rates provide some insight into the health conditions within Winnipeg's core before DCSP began and after DCSP began. This cannot show if DCSP impacted HSC hospital's intakes but provides information on health and well-being in Winnipeg's downtown.

Figure 25 HSC Emergency Department registration rates



The Emergency Department registrations at HSC were lower in 2021 and 2022 compared to previous years. This can be seen in the above chart 1, as it focuses on yearly admission

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numbers. However, COVID-19 would have affected these figures. Also, they cover a larger area that DCSP serves.

Although the quantitative data is an ineffective way to measure this goal, the qualitative data shows that DCSP has improved health and well-being in its operational area.

5.2.3 Does DCSP's work increase safety and Winnipeggers' sense of safety in Downtown Winnipeg?

DSCP was designed to increase the safety in downtown Winnipeg.

Two emergency service participants, one probation worker, and one social service participant noted that DCSP's work and activities create a safer environment in downtown Winnipeg. For example, emergency responder personnel noted that DCSP does increase the effectiveness and efficiency of their responses by allowing them to provide a new avenue of service (social support) and allowing them to enter and leave incidents more efficiently when DCSP is present. Additionally, two DCSP employees noted how long-lasting individual activities by patrollers have saved lives. However, subjects disagreed regarding whether 'Winnipeg is safe.' Although all DCSP respondents noted downtown Winnipeg was safe, only one social work participant and one emergency service person said Winnipeg was safe. Additionally, one emergency service worker, one probation worker and one social service operator noted Winnipeg is less safe or perceived as less safe than it was in 2020 (When DCSP began). Furthermore, DCSP workers generally believed no change occurred to Winnipeg's safety levels in the last few years. Although the contrast between persons believing DCSP is creating a safer environment downtown and few participants believing downtown is safe is apparent, it does not indicate that DCSP is failing at its task. DCSP is still a new organization, and its

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potential effects on community safety are likely still limited. Many other factors could have caused downtown to feel less safe, regardless of DCSP's actions. For example, multiple respondents noted the exodus of downtown workers during the COVID-19 pandemic made the downtown less safe. Also, DCSP is a part of a much broader safety model in Winnipeg.

Some quantitative community indicators were examined to determine safety levels in downtown Winnipeg. The results showed that there were no differences in crime between its adjacent and target areas. Additionally, since DCSP began, violent crime rates in its target area has increased, while non-violent crime rates have generally stayed the same.

DCSP generally has a positive relationship with WFPS reports (as indicated by DCSP and WFPS relationship analysis charts). This data shows that DCSP is more active on days the WFPS is more active.

This quantitative data on a community-level analysis is not the most effective. However, it provides insight into downtown's safety and DCSP's place within that sphere. Factors including COVID-19 and numerous uncontrolled variables mean this data is more valuable to give an idea of how downtown's safety is progressing now that DCSP is present, while qualitative data is likely more valid.

5.2.4 DCSP create a continuum of care as its founders desired?

DCSP's founders wanted the organization to create a continuum of care for Winnipeg's vulnerable population (DCSP 2021a:2). DCSP founders understood that Winnipeg's social service system is fragmented and broken and hoped DCSP could provide a service to understand vulnerable population needs and to act as a connector agency for people who need more services. The founders believed this work would prevent crime and support DCSP's other mandates (Burnett 2021b).

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DCSP's COAR service has housed over 100 people, created files for Winnipeg's heavy users of services, taken individuals into their case management system, connected people with various services, transported and advocated for people at social services. Additionally, MAC 24/7 and Connect's ability to provide intake for COAR and get immediate services for people adds to DCSP's ability to provide a continuum of care for people on Winnipeg's streets. One Probation officer participant noted that DCSP's ability to be a wraparound service is unique and allows them to continuously work with people until they find stability. Furthermore, emergency service personnel discussed MAC 24/7 and Connect's ability to add to emergency services' continuum of care, as they provide on-scene social support to emergency incidents. DCSP's case management outputs and the responses from emergency service and probation office personnel suggest that DCSP's work is needed and helpful for the city's safety model. When DCSP assists in everyday activities, they actively add to Winnipeg's safety model's continuum of care. DCSP adds capacity to the work of emergency response organizations to improve safety conditions and allows people outreach access to social services. DCSP's case management and ability to provide outreach social support during patrols and handoff situations with emergency services shows that DCSP is achieving their organization's goal.

5.2.5 Does DCSP reduce demands on emergency services?

DCSP's founders wanted the program to reduce demands on emergency services so people could call them instead of police and paramedics handling non-emergencies. They wanted the police and paramedics to call them in situations in which they have the expertise (Burnett, 2021b). Interview respondents from Winnipeg emergency service organizations noted that WFPS and WPS hand off incidents to DCSP when needed, and DCSP also hands off incidents to them. DCSP received 6.7% (312) of its referrals from emergency services. Multiple social service operators also noted that DCSP is a better replacement for non-

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emergency events than previous organizations such as Biz Patrollers. One first responder added that DCSP is a service that completes activities previously completed by law enforcement. When analyzed statistically, DCSP response rates and WPS crime rates generally increase and decrease. On days when DCSP responds to more incidents, the WPS reports more crime, and the WFPS responds to more incidents. On less active DCSP days, fewer WPS crimes are reported, and fewer WFPS responses are completed. Also, the differences between crime rates in DCSP's area and the adjacent area are similar their levels before DCSP began. However, this quantitative analysis at a community level is not a good indicator of any kind of effect DCSP has on decreasing emergency services. Instead, it analyzes how DCSP variables are related to WPS and WFPs' responses in this area. Moreover, this relationship is complicated by many DCSP activities referring situations and getting situations referred from first responders a high percentage of the time when completing the activity.

This thesis may not determine if DCSP affects WPS or WFPS response rates. However, DCSP serves a crucial role as a bridge between emergency services and incidents that may go unnoticed. Its ability to stabilize situations before the arrival of first responders and provide additional support after their departure is a testament to its effectiveness in reducing the burden on emergency services.

5.2.6 Does DCS improve coordination between existing social service agencies and improve their effectiveness?

DCSP's founders wanted the organization to improve coordination between existing social service agencies to create a more efficient and effective response to social disorder calls (MNP, 2020:3,43,45). They also wanted DCSP's communications centre to connect downtown people and DCSP teams to respond more appropriately to problems and facilitate a systematic approach to issues (MNP, 2020:37).

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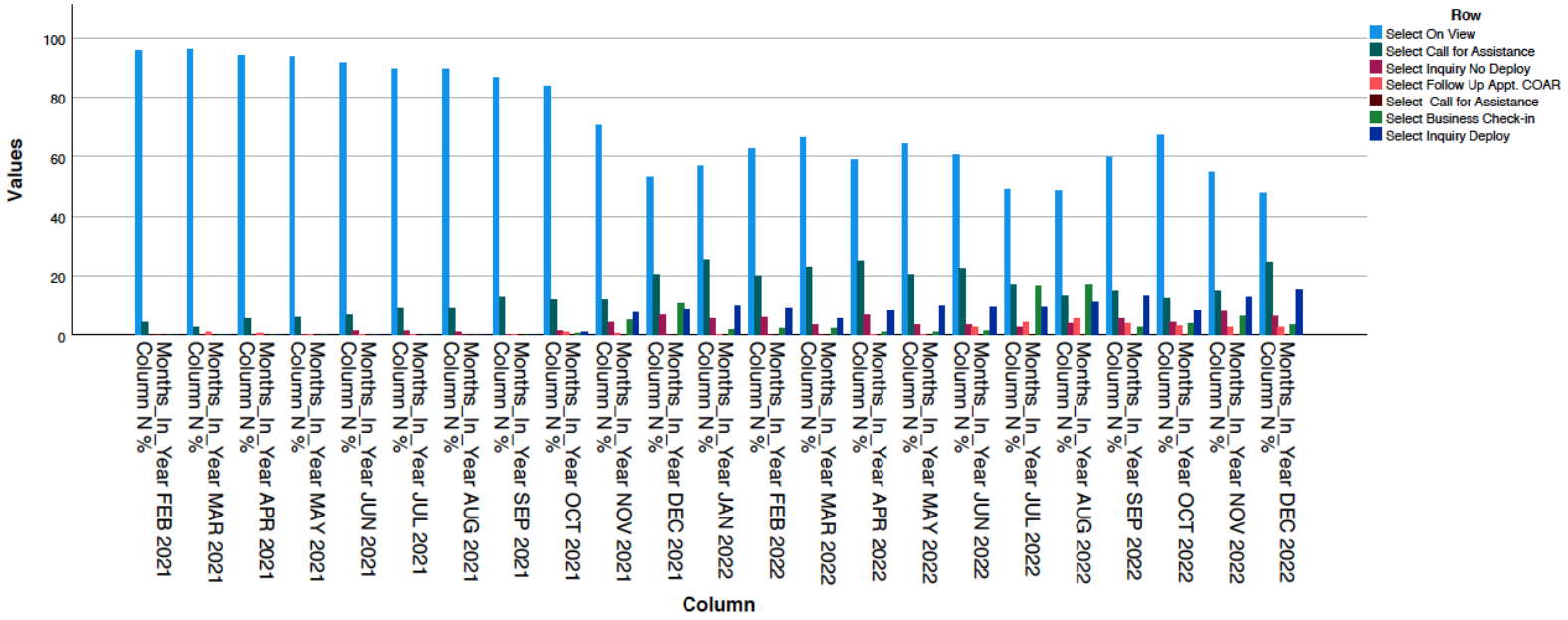
According to DCSP reports, the number of organizations referring incidents to DCSP has increased over the two-year reporting period. This may indicate that more social service agencies are utilizing DCSP as a source to solve incidents. Additionally, DCSP is learning about more of

Figure 26 DCSP responses analyzed temporally



the incidents they respond to by outside sources calling them and requesting help than they used to (as indicated by Figure 26). These observations may indicate that more organizations are coordinating with social service agencies instead of dealing directly with emergency services. Two DCSP managers noted that the organization performs various activities that cultivate relationships with other organizations, including attending meetings, attending outreach walks, and being active in inter-agency group chats. These events may increase the teamwork within Winnipeg's social service and emergency service community and allow organizations to use Winnipeg's collective resources more efficiently. Overall, DCSP is on a trajectory of growth and expansion to extend its support to other organizations more frequently. It is also working to

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strengthen relationships with downtown organizations, paving the way for a more collaborative and effective social service and emergency service community in Winnipeg.

Chapter 6: Conclusions

This chapter will discuss future research considerations for DCSP, recommendations for improving the program, limitations to this project, and final remarks.

6.1 Suggestions for Future Research

DCSP's future evaluations can improve on this study in various ways, including;

- **Surveys:** Surveys would be useful for analyzing how the public, social service staff members and Winnipeg stakeholders feel regarding DCSP's different desired outcomes and whether they have noticed any changes in Winnipeg's downtown environment as a result of DCSP's operations.
- **SROI**: A Social Return on Investment is a useful way to standardize different organizations' effects on a target environment. By analyzing an organization's SROI against other agencies' SROI, cities understand which organizations are the most effective at achieving outcomes that help the city more than others.
- **Hospital system analysis:** Future evaluations should try to secure better hospital record datasets for Winnipeg's downtown area. This evaluation could only secure general graphs of the HSC hospital and other Winnipeg hospitals. However, daily rates in a spreadsheet would allow for a more comprehensive analysis of how DCSP affects downtown hospital usage. Additionally, analyzing this information when a global pandemic is not occurring would produce more validity.

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- **Social service usage rates:** Future evaluations should try to secure datasets for social service usage rates or other datasets that can properly analyze if DCSP successfully increases the number of people who can access social service systems.
- **Larger scale WFPS numbers:** Future evaluations should try to secure datasets for the WFPS that encompass an area adjacent to DCSP's target area to determine DCSP's effect on their targeted area. Additionally, WFPS datasets should be for a longer period
- **WPS call rates:** Future evaluations should try to secure datasets related to WPS response requests. While this evaluation reviewed WPS crime maps, many WPS calls (especially calls related to DCSP activity) do not involve arresting people. Analyzing WPS call rates, especially calls where WPS arrests no one, may grant insight into DCSP's effect on WPS's non-emergent call rates.

6.2: Recommendations for DCSP

Interviews and analysis reveal a few ways to improve DCSP's current operations, including;

More interactions with stakeholders regarding their clients: Winnipeg stakeholders in social work settings who need services such as housing for their clients may contact DCSP for their case management expertise. One probation worker noted that although his experience receiving case management assistance from DCSP was successful, his co-workers did not receive assistance from DCSP after sending initial help requests. The interviewee noted his co-workers initially contacted a case manager regarding help for their clients but did not receive responses from DCSP.

- **DCSP young outreach workers**: One social service operator noted that some DCSP newer hires are young, and the respondent is unsure if they are properly prepared for the job. The respondent noted that these workers could especially benefit from increased training.

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- **DCSP's reactive activities**: One DCSP respondent noted that because DCSP consistently uses MAC 24/7 as a reactive safety team, DCSP may be using too many resources to react to issues and not enough resources to work proactively in the community.
- **Case management finding people**: One DCSP respondent noted that being unable to locate or contact participants prolongs the COARs case management process. DCSP may need to improve their current tracking system to prevent this. This service could be utilized across multiple agencies to ensure up-to-date tracking is available.
- **Incorporate 211 into call centre and incorporate more social services**: The Harvard Bloomberg initiative report on a fourth responder option suggested connecting a fourth responder communication centre to 211 for increased reach (Borras, 2020:17–18). DCSP could expand its coordination centre to include more agencies and services by utilizing 211 or recruiting other agencies to be a part of its dispatch system.
- **Increase business contacts**: One DCSP administrator and a DCSP manager noted that DCSP needs to focus more on downtown business workers. DCSP was originally intended to serve the entire downtown community; thus, it should engage evenly with it.

The second set of recommendations is for DCSP's future, as they will require more money.

- **Cover a larger Area**: One first responder participant, one DCSP administrator, two DCSP managers and one social service operator noted that DCSP should expand its operational area. Some respondents noted that DCSP should be city-wide. Additionally, one DCSP manager noted that DCSP should be at all Winnipeg's major events as a friendly presence and handle things outside the security personnel's domain.
- **Larger operational scope**: Respondents noted that DCSP could broaden its scope of activities. One emergency services participant noted that DCSP could become a social

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services coordinator. One DCSP manager wants DCSP to have a food, water, and clothes budget to consistently hand out social needs goods to people. The participant added that DCSP could hand out tents in the summertime and harm reduction supplies and noted that DCSP could provide STI and HIV tests. A different DCSP manager noted that they could be present at harm reduction sites or create a harm reduction site at a DCSP location to create a safe place for people to come down off highs

- **More hires**: A DCSP administrator and three DCSP managers noted that DCSP needs to hire more outreach teams to increase their visible presence and connect and envelop downtown. An administrator and one manager noted that increasing COARs manning numbers is vital to DCSP's future success. Due to the high demand, COAR had to turn away intakes at different points throughout DCSP's lifecycle. Demand for COAR services remains high, and DCSP would benefit greatly from more caseworkers. One DCSP manager noted that DCSP could hire a nurse to help with outreach incidents involving physical injuries and mental help problems with more authority.
- **More transportation services**: One emergency service worker noted that DCSP needs to expand their transport services. The participant noted that transportation can be a serious problem for marginalized people, and their organization uses taxi cabs to move patients around. However, taxi cabs are a potentially triggering experience for people who have had bad experiences with them, and a transportation service that emphasizes safety would be best.
- **More space**: One DCSP administrator noted that DCSP needs more space to operate, as they are running out of room. Respondents did not specify if DCSP should expand its

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central headquarters or create a satellite headquarters to ensure it extends its reach to different areas.

- **Fourth dispatchable option:** DCSP could become a wellness team that acts as a fourth dispatchable option for safety models, as suggested in Borras (2020). This model could be created by becoming more entwined with emergency service call centres. This amalgamation could allow DCSP to send teams instead of emergency services or send joint responses with emergency services to provide a broader continuum of care to these situations.

6.3 Limitations to this Project

This process and outcome analysis could be improved to make it a more comprehensive.

- **Time -** Generally, outcomes need multiple years to reveal themselves. In this case, DCSP began in April 2020 and the reported data for this thesis ended in December 2022. However, outcomes may not reveal themselves properly for more years.
- **Covid-19 –** Covid-19 reduces the reliability and validity of all quantitative and qualitative data. Covid-19 is a unique event that has had a unique impact on crime rates, emergency responder rates, hospital rates, and what people experience.
- Control groups for quantitative analysis – WFPS data was analyzed for this thesis. However, the data did not contain a control group (an area adjacent to DCSP's area). This thesis did not have access to WFPS data from the area adjacent to DCSP's target area. Additionally, control variables that could be used in the WFPS, WPS and DCSP analysis would increase the quantitative validity. However, quantitative analyses are generally still difficult to use for community level regression analyses.

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6.4 Final Remarks

In conclusion, this report analyzed DCSP's process, DCSP's effect on Winnipeg and where DCSP exists in the larger community safety literature. Although DCSP's outcomes may take a while before they are visible in quantitative metrics, interview respondents believe that DCSP is a good replacement for the services Winnipeg used for the same incidents before DCSP's initiation. This analysis is important as it provides information on what a key Winnipeg resource does on a day-to-day basis, how it is structured, how effectively it has performed the tasks it set out to complete, and how its actions have affected Winnipeg. This process and outcome evaluation may not be able to determine quantitative effects from DCSP's activity, as outcomes take many years to reveal themselves. However, this thesis can serve as a baseline for what future process and outcome evaluations on DCSP will incorporate.

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