



Community Safety and Well-Being (CSWB) Plan

Brandon (MB)

May 27, 2026

Prepared by:

The Canadian Centre for Safer Communities

in collaboration with the Brandon CSWB Steering Committee
& Project Team

*Note: This represents the content of the CSWB Plan. Once supported by City Council,
a visually appealing version will be created for broader dissemination.*

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Disclaimer

This Community Safety and Well-Being (CSWB) Plan was prepared by the Canadian Centre for Safer Communities (CCFSC) for the City of Brandon. CCFSC is a national, not-for-profit organization that operates as a community of practice and was created to inspire local action and foster community safety and well-being through national leadership, collaboration, capacity building, and knowledge exchange.

While care has been taken in the preparation of this document to ensure its contents are accurate, complete, and up to date, CCFSC recognizes certain limitations with the data used in the community assessment, as some represent the latest available information that may not be as current. Furthermore, the community assessment presented in this report is based on a review of existing data, a local community safety survey, and engagement sessions with various community members and groups. Statements made by an individual may not reflect the perspectives of others, therefore, it is important to recognize that the findings from this assessment must be considered in their own context and not deemed to unequivocally represent the reality of community safety challenges in Brandon.

Brandon' CSWB plan is a living document. New information, actions, and recommendations related to community safety will emerge regularly. This report reflects the data collected at the time of the CSWB plan development.

For questions about the CSWB plan, please contact:

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Trigger Warning: This document includes discussion about sensitive topics such as safety and victimization that could be triggering to some people.

Land Acknowledgement

We acknowledge Brandon is on shared territory between the Dakota Oyate, the Anishinaabeg, and the National Homeland of the Red River Métis. Today, many other Indigenous people call Brandon their home, including the Ininew, Anisininewuk, Denesuline, and Inuit. We recognize, honour, and respect the presence of Indigenous Peoples, past, present, and future.

Why is this here?

A land acknowledgement statement represents an act of reconciliation, honouring the land and Indigenous heritage and history that dates back thousands of years. To recognize the land is an expression of gratitude and appreciation to those whose territory we reside on, and a way of honouring the Indigenous people who have cared for this land for thousands of years. It is important that we understand our history that has brought us to reside on the land, and to seek to understand our place within that history.

Acknowledgements

Developing this Community Safety and Well-Being Plan was a collective and collaborative effort. Sincere gratitude is offered to the community members who shared their perspectives, experiences, and concerns by attending the engagement sessions, responding to consultation questions, and completing the community safety and well-being survey. Your participation was instrumental in identifying local priorities and ensuring that community safety and well-being efforts are rooted in the experiences and context of the residents in Brandon. This CSWB plan is stronger because of your voices.

We would also like to extend a sincere thank you to the Community Safety and Well-Being Steering Committee:

- Ferlin Asham, Program Manager, Probation Services & Restorative Justice, Manitoba Justice
- Ray Berthelette, Executive Assistant to Minister Glen Simard
- Olivia Boyce, General Manager, Brandon Chamber of Commerce
- Gerald Cathcart, Director of Economic Development, City of Brandon
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- Rushana Davy, Executive Director, Career Connections Inc. & Brandon Neighbourhood Renewal Corporation
- Mayor Jeff Fawcett, City of Brandon
- Susan Gillshammer, Assistant Superintendent, Brandon School Division
- Will Goodon, Minister of Housing, Manitoba Metis Federation
- Greg Hebert, Deputy Chief of Police, Brandon Police Service
- Connor Ketchen, General Manager, Brandon Chamber of Commerce
- Nellie Kopitz, Regional Manager of Indigenous Health, Prairie Mountain Health
- Dana McCallum, Inspector of Operations, Brandon Police Services
- Shawna Mozden, Regional Manager of Indigenous Health, Prairie Mountain Health
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- Rushana Newman, Executive Director, Brandon Neighbourhood Renewal Corporation
- Glenda Short, Regional Lead Community and Continuing Care, Prairie Mountain Health
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This Community Safety and Well-Being Plan would not have been possible without the leadership and support of the Project Team:

- Amanda-Rose Bourget, Systemic & Relational Psychotherapist
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- Michelle Funk, Mediator and Restorative Justice Facilitator, Westman Mediation Services
- Janis Irvine, Coordinator, Community Mobilization Westman
- Lorissa Norquay, Cultural Prevention Education Consultant, Prairie Mountain Health
- Shannon Saltarelli, Community Housing & Wellness Coordinator, City of Brandon
- Hannah Stollery, Community Outreach Manager, Westman Immigrant Services

The CSWB Steering Committee and Project Team steered the development of the Plan with great dedication and intention.

Message from the Mayor

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Foundational Principles

The development and implementation of Brandon' Community Safety and Well-Being Plan is guided by the following foundational principles, as articulated by the planning Steering Committee:

- Courage
- Commitment
- Honesty, Vulnerability, and Trust
- Meaningful and Flexible Collaboration
- Resourcefulness
- Truth & Reconciliation
- Honouring Equity and Diversity
- Leadership

[add detailed graphic here]

Executive Summary

What is a CSWB Plan?

A Community Safety and Well-Being (CSWB) Plan is a strategic framework designed to help guide and inform local decisions and actions to enhance safety and well-being. There is no “one-size-fits-all” approach; each plan reflects the unique needs, priorities, and capacities of the community it serves, though common elements often overlap across jurisdictions.

CSWB aims to create sustainable conditions where everyone feels safe, connected, and supported, with access to education, healthcare, housing, income, food, and opportunities for social and cultural participation. Achieving this requires long-term, collaborative, and evidence-based efforts that respond to local circumstances and reduce crime, violence, and other risks.

CSWB Plan Vision Statement

Those involved in CSWB planning in Brandon created this vision for the community:

Brandon is an inclusive, safe, and economically thriving city with a vibrant downtown, as well as accessible shared spaces and activities for all to enjoy. We are a community committed to supporting safe and affordable housing for all, as well as promoting and improving supports, services, and opportunities for everyone to thrive and prosper. Together we celebrate all cultures in the Spirit of Reconciliation, address disparities and the harmful impacts of colonialism, and invest in our community to foster dignity and pride.

Community Assessment Process

Brandon’s CSWB Plan was developed through a comprehensive community assessment process conducted in 2024 that included reviewing existing data and information (e.g., Statistics Canada, local reports), conducting two CSWB surveys (one for the general population and one for youth) with over 1,640 respondents, and community engagement sessions with approximately 210 individuals from a diversity of groups in Brandon.

Local Strengths

The community assessment process highlighted several local strengths in Brandon that are cherished by the community:

- Strong community cultural events and opportunities for connection, including National Indigenous Peoples Day and Truth & Reconciliation Week,
- A range of supportive programs and services,
- A culturally diverse and welcoming community,

- Strong sense of community reflected in the city’s small-town feel and friendly residents,
- A family-oriented community where residents value and take pride in their neighbourhoods,
- Proximity to larger communities and regional amenities, and
- Access to parks, local businesses, and restaurants that contribute to quality of life.

CSWB Plan Priorities and Goals

Based on the results of the community assessment, which highlighted the strengths, needs and gaps in the community, the CSWB Steering Committee and Project Team articulated the following nine (9) priorities, each with its own series of more specific goals.

Priority 1: Increase Indigenous Peoples’ Social Inclusion and Sense of Belonging, Including Increasing the Visibility of Indigenous Pride and of Indigenous Resilience.

- Increase education and respect of Indigenous cultures and Nations.
- Increase supports for all Indigenous Peoples including specific equity-deserving groups.
- Address the harmful impacts of colonialism and reduce racism and discrimination against Indigenous Peoples.

Priority 2: Reduce Racism & Discrimination for Diverse Communities

- Increase education, awareness, engagement of, and meaningful interactions with diverse groups, cultures and newcomers to Brandon.
- Increase visibility of pride and of resiliency for diverse communities.
- Increase belonging for diverse communities, such as 2SLGBTQI+ and Newcomers.

Priority 3: Foster Healthy Families, Children, and Youth

- Increase opportunities for youth recreation and social engagement, particularly low-cost, low-barrier activities for those who could most benefit from those supports.
- Increase understanding of unique experiences of children and youth in Brandon through more data collection, engagement, and analysis.
- Increase awareness and use of existing community services and programming.
- Coordinate efforts with existing strategies, including poverty reduction.
- Increase violence prevention education, including concerning gender-based and intimate partner violence, violence amongst youth, online harms, and violent behaviour in children.

Priority 4: Address Mental Health Crisis, Substance Use & Addictions

- Increase education and understanding about mental health, substance use and addictions including availability and access of services, appropriateness and readiness for treatment.
- Increase access and reduce barriers to supports and services for adults, seniors and their families.
- Increase access and reduce barriers to supports and services for youth, their caregivers, and families.
- Increase positive experiences with services and positive health outcomes for Indigenous Peoples

Priority 5: Increase Access to Safe Housing & Shelter

- Increase the number of individuals in safe and affordable housing or shelter using a human-centered approach.
- Increase the number of safe and affordable housing and shelter options.
- Increase sustainable, inclusive and culturally appropriate housing outcomes for Indigenous Peoples.
- Increase accountability for change at a system level.

Priority 6: Enhance Health Care Stability and Infrastructure Accessibility

- Support municipal and community advocacy to higher levels of government to assist with health care related shortages and gaps.
- Support the advocacy of community organizations and affected residents to existing working groups concerning issues of accessibility and infrastructure.

Priority 7: Enhance Economic Vibrancy

- Increase business growth and opportunities.
- Improve accessibility to employment and business opportunities.

Priority 8: Increase Community Safety and Feelings of Safety

- Increase feelings and perceptions of safety and cohesion across all demographics and neighbourhoods, including downtown, 24/7.
- Increase the capacity and use of already existing Restorative Justice programs, particularly for youth.
- Build meaningful relationships between Brandon Police Services and community members, community organizations, and schools.
- Decrease rates of gender-based violence
- Increase supports and opportunities for those reintegrating into the community after incarceration.

Priority 9: Increase Immigrant and Newcomers Social Inclusion and Sense of Belonging

- Engage with diverse Immigrant and Newcomer groups in Brandon to understand intersections and experience with systems.

The CSWB Plan further articulates some suggested actions under these priorities and goals, for consideration during the implementation phase.

Governance, Implementation & Evaluation

To move Brandon's CSWB Plan into action, the CSWB Planning Steering Committee recommends establishing a strong governance structure, developing dedicated and sustained resources, and putting clear accountability mechanisms in place. This includes creating an overarching multi-sector CSWB Steering Committee of local decision-makers to guide implementation and activating flexible Action Teams to advance priority areas.

To capitalize on existing structures, the community should explore expanding the existing Community Mobilization Steering Committee to add decision-makers able to represent the priorities in CSWB that may not already be at that table. This would make good use of an existing structure and expand it slightly to better represent the full spectrum of CSWB. Similarly, working groups already active in the community could come under the umbrella of CSWB as Action Teams where appropriate, and new Action Teams can be developed for areas not already being worked on effectively. This would increase coordination on the ground of multiple efforts and provide greater access to local decision-makers at the Steering Committee.

To ensure proper and consistent coordination of these efforts, establishing a full-time Community Safety and Well-Being Coordinator is also recommended. Without backbone coordination support to drive implementation and strengthen alignment across existing initiatives, it can be difficult to maintain momentum and accomplish goals. While the CSWB Plan remains a strategy owned by the whole community, the City of Brandon is well positioned to support this backbone role. Furthermore, while funding for CSWB initiatives may flow through the City of Brandon for administrative efficiency, it should remain clear that ownership of the CSWB Plan and its implementation rests collectively with community partners.

Finally, CSWB Plan implementation should be accompanied by regular monitoring, evaluation, and communication of progress and results. This Plan contains initial suggestions on some indicators and data collection measures that can be used for this purpose, directly related to the priorities and goals articulated in the plan.

Background Information

Brandon, Manitoba

Brandon covers approximately 79 square kilometres of Manitoba, in the Southwest corner of the province. Located on the Assiniboine River, it is the second largest city in Manitoba, with a population of just over 51,000, according to the 2021 Census. Brandon is on shared territory between the Dakota Oyate, the Anishinaabeg, and the National Homeland of the Red River Métis.

The Canadian Centre for Safer Communities

The [Canadian Centre for Safer Communities](#) is a national, membership-based not for profit organization that brings together urban, rural, and Indigenous communities across Canada to foster community safety and well-being (CSWB) through training, research, and knowledge exchange. CCFSC represents over 100 communities across Canada, with work guided by a broad concept of community safety and well-being that expands beyond criminal legal responses and better balances prevention and early intervention with law enforcement.

What is a Community Safety and Well-Being (CSWB) Plan?

A Community Safety and Well-Being (CSWB) Plan is a strategic framework designed to help guide local decisions and actions to enhance safety and well-being. There is no “one-size-fits-all” approach, and each plan reflects the unique needs, priorities, and capacities of the community it serves, though many CSWB plans share common elements across jurisdictions.

CSWB refers to a sustainable state in which everyone feels safe, connected, and supported; has opportunities for engagement and participation; and can meet their needs for education, healthcare, housing, food, income, and social and cultural expression. Achieving this requires long-term, collaborative, and evidence-based efforts that respond to local circumstances and address the diverse needs of residents.

Effective CSWB planning relies on community collaboration at every stage. Input from local organizations, residents, and people with lived and living experience is essential to identifying priorities and shaping meaningful, sustainable actions. Plans should be co-developed with the community, with regular opportunities for feedback and updates throughout the process to build trust, buy-in, and political support. Because no single organization can address the complex risks and protective factors that influence community safety and well-being, a multi-sectoral approach is critical.¹

¹ Canadian Municipal Network on Crime Prevention. (2020). “Practitioner Guide on Crime Prevention and Community Safety & Well-Being Planning”. <https://ccfsc-cccs.ca/wp-content/uploads/2024/01/CMNCP-Practitioner-Guide-on-CP-CSWB-Final-2020.pdf>

The community safety and well-being planning framework focuses on four areas for improving safety and well-being:

- *Social development* includes efforts and investments that improve the social determinants of health including education, housing, employment, and building social networks. It requires long-term, multisectoral efforts to address root causes of crime.
- *Prevention* involves evidence-based measures, policies, and programs to reduce priority risks to community safety and well-being before they result in crime and victimization. It can include educational campaigns, recreation and leisure activities, and other social development efforts.
- *Risk intervention*, which is considered the secondary level of prevention, involves working in situations or areas with elevated risks of harm to prevent incidences of crime, victimization, or harm from occurring. The aim is to reduce risks through targeted supports such as reintegration programs or tailored mental health and addiction services.
- *Incident response*, which is considered the tertiary level of prevention, involves immediate and reactionary responses to crime, victimization, and harm. It can include responses from police, fire, emergency, medical services, and child welfare organizations. The aim is to reduce harm associated with crime and victimization when they occur.²

In 2022, the Manitoba government announced an investment in the Community Safety and Well-Being (CSWB) Planning Pilot Project, to develop local CSWB plans and implement safety priorities in 12 communities, including Brandon. The initiative promotes a collaborative, evidence-based approach to addressing local risks through social development, prevention, risk intervention, and incident response.³

² Province of Ontario (2021). “Section 2 – The Community Safety and Well-Being Planning Framework”. <https://www.ontario.ca/document/community-safety-and-well-being-planning-framework-booklet-3-shared-commitment-ontario/section-2-community-safety-and-well-being-planning>

³ Province of Manitoba. (2022). “Manitoba Government investing over \$1.4 million to expand community mobilization, community safety and well-being planning pilot projects”. <https://news.gov.mb.ca/news/index.html?item=54342>

Community Assessment Process

Brandon' CSWB plan was informed by a comprehensive community assessment process that involved multiple sources of information to ensure a broad range of perspectives and experiences were captured. This included three forms of data, which were analyzed and assessed to identify the CSWB Plan priorities:

Existing Data: To gather data for this report, CCFSC reviewed previous studies, including information from Statistics Canada, Manitoba Health, Manitoba Justice, Prairie Mountain Health, and Public Safety Canada.

CSWB Survey: 1,591 residents completed a survey on current perceptions and issues related to community safety and well-being. The survey was conducted during the summer and fall of 2024 and was largely administered online. To increase survey accessibility, paper copies were also made available at various locations throughout Brandon. The survey included questions about demographics; happiness, life satisfaction, and health; belonging, trust, and relationships; community safety and perceptions of crime; substance use; and accessibility of services. A similar survey, geared towards youth, was also completed by 50 respondents.

Community Engagement: Approximately 210 residents participated in community consultations designed to gather qualitative data on community members' opinions of the strengths and challenges faced in Brandon. Efforts were made to involve diverse groups and voices in this process. The following groups were engaged throughout this process:

- 2SLGBTQ2+ Community
- Indigenous Peoples
- Business Community
- Persons with disabilities
- Lived Experience
- Newcomers & Multicultural Community
- Women
- Youth
- Seniors
- Healthcare Workers
- Steering committee members

Local Strengths

The community assessment process highlighted several local strengths in Brandon that are cherished by the community:

- Cultural diversity, inclusion & events
- Supportive programs & services
- Friendly, family-oriented community
- Parks, amenities & regional access
- Strong community collaboration

[enter details and visual here]

Brandon CSWB Plan Priorities, Goals, and Actions

This section contains a list of the CSWB Plan priorities, goals, and actions that emerged from the data collection, brainstorming with the CSWB Project Team, and multiple rounds of discussion with the CSWB Plan Steering Committee. It is important to note that once implementation begins, it is the role of the CSWB implementation Steering Committee and action groups to determine how best to prioritize and operationalize the various goals and actions outlined in this plan. The implementation structure of this plan relies on the work of action tables and the leveraging of existing community structures to carry out this work. For more details, please refer to the [Governance and Implementation](#) section of this document.

It is also important to note that some actions are already underway via existing local efforts but have been included in the CSWB Plan to demonstrate their alignment with plan priorities. Once implementation begins, it is the role of the CSWB implementation Steering Committee and action groups to determine what exists and is ongoing, and what will be prioritized for the creation of new initiatives.

To demonstrate that Brandon' CSWB Plan articulates actions across the intervention spectrum (from prevention to intervention to response and recovery), the level of prevention level for each action is also indicated.

- *Primary actions* are proactive approaches that seek to prevent crime, victimization, and other harm by improving well-being for all. Primary efforts often focus on strengthening community and social structures and involve early investment in evidence-based programs and policies that reduce risks and promote healthy development (e.g., supporting the positive development of children and youth).
- *Secondary actions* focus on situations of elevated risk. These actions involve collaborative interventions to prevent harm before it occurs by deploying targeted interventions with specific groups or locations that are experiencing risk of harm.
- *Tertiary actions* involve criminal justice and other responses and/or rehabilitation measures that attempt to deter future criminalization, victimization, disorder or harm. These actions are often immediate response measures and tend to involve policing, security, and first line responder mandates.⁴

Taken together, these actions address the root causes and risk factors that contribute to harmful behaviors, as well as address the immediate safety and well-being concerns in Brandon.

⁴ Public Safety Canada. (2003). "Approaches to understanding crime prevention". <https://www.publicsafety.gc.ca/lbrr/archives/cnmcs-plcng/cn35739-01-eng.pdf>

Priority 1: Increase Indigenous Peoples' Social Inclusion and Sense of Belonging, Including Increasing the Visibility of Indigenous Pride and of Indigenous Resilience.

Description

Increasing Indigenous Peoples' social inclusion and sense of belonging is critical to advancing community safety and well-being in Brandon. The community assessment shows that Indigenous Peoples continue to experience disproportionate impacts related to racism, discrimination, social exclusion, intergenerational trauma, and systemic barriers across many institutions and systems. Strengthening inclusion, visibility, and belonging helps address these root causes by fostering safer, more connected communities where Indigenous identities, cultures, and leadership are recognized, valued, and celebrated. Prioritizing Indigenous pride and resiliency also supports reconciliation efforts, builds community cohesion, and reinforces the many strengths, knowledge systems, and contributions Indigenous Peoples bring to Brandon.

Key Findings from Data

Key findings from the data highlight inequities experienced by First Nations and Métis Peoples in Brandon across multiple dimensions of well-being. Compared to non-Indigenous residents, Indigenous respondents were more likely to report being unhappy, experiencing food insecurity, having poorer physical and mental health, facing higher levels of stress related to their living standards, and being unable to meet basic needs such as housing. Engagement activities and survey findings also identified ongoing experiences of racism, discrimination, and exclusion, with some Indigenous participants reporting feelings of not belonging within the community because of their identity. While many youth respondents overall indicated feeling comfortable expressing their identity in Brandon, First Nations and Métis youth were more likely than White youth to report feeling unsafe and experiencing discrimination.

Goals

- Increase education and respect of Indigenous cultures and Nations.
- Increase supports for all Indigenous Peoples including specific equity-deserving⁵ groups.
- Address the harmful impacts of colonialism and reduce racism and discrimination against Indigenous Peoples.

⁵ A group of people who, because of systemic discrimination, face barriers that prevent them from having the same access to the resources and opportunities that are available to other members of society, and that are necessary for them to attain equitable outcomes (Government of Canada, 2022).

Action Plan

Goal: Increase education and respect of Indigenous cultures and Nations by promoting and supporting Indigenous-led events, learning opportunities, and entrepreneurship across the community.

Suggested Action	Prevention Level
Encourage non-Indigenous community members to attend and engage in Indigenous events and ongoing learning opportunities beyond Truth and Reconciliation Week.	Primary
Activate community spaces in collaboration with Indigenous nations to host culturally grounded programming and events (including in underused or community-based locations such as care homes and community hubs).	Primary
Elevate Indigenous entrepreneurs, crafts, and cultural expression through community events and local initiatives.	Primary

Goal: Increase supports for all Indigenous Peoples including specific equity-deserving groups.

Suggested Action	Prevention Level
Continue to build on existing prevention programming to empower Indigenous families' voices, rights, and traditions (e.g., Indigenous Peoples' Centre at Brandon University, Indigenous Affairs at Assiniboine College, initiatives with Manitoba Métis Federation, Southern Chiefs Organization, etc.) and address gaps where needed.	Primary
Explore and present accountability mechanisms for the child welfare system to ensure culturally appropriate and equitable care for Indigenous children.	Secondary
Support land-based cultural camps led by Elders and Knowledge Keepers year-round, not just seasonally.	Primary
Identify and assess the supports needed for the Two-Spirited community.	Primary

Goal: Address the harmful impacts of colonialism and reduce racism and discrimination against Indigenous Peoples.

Suggested Action	Prevention Level
Ensure that Indigenous Peoples' well-being remains at the forefront of the other Priorities in this Plan and continue to advocate for local implementation of the Calls to Action of the Truth and Reconciliation Commission (TRC)	Primary

Priority 2: Reduce Racism & Discrimination for Diverse Communities

Description

Experiences of exclusion, prejudice, and systemic inequities directly impact people’s sense of safety, belonging, health, and overall well-being. Prioritizing anti-racism and inclusion within Brandon’s CSWB Plan can contribute to greater community cohesion, more equitable access to services and opportunities, and an environment where all residents feel able to fully participate in community life. Addressing these issues proactively also supports prevention by reducing the conditions that can contribute to conflict, polarization, and harm within communities.

Key Findings from Data

As noted under the previous priority area, data collection for this plan identified ongoing experiences of racism, discrimination, and exclusion among some residents of Brandon based on their identity and lived experiences. While these concerns were strongly reflected in the experiences shared by First Nations and Métis residents, they were not limited to Indigenous communities alone. Experiences of discrimination and exclusion were also reported by people experiencing homelessness, newcomers to Brandon, 2SLGBTQI residents, and members of other equity-deserving communities, highlighting the broader need to strengthen inclusion, belonging, and equity across the community.

Goals

- Increase education, awareness, engagement of, and meaningful interactions with diverse groups, cultures, and newcomers in Brandon.
- Increase visibility of pride and of resiliency for diverse communities.
- Increase belonging for diverse communities, such as 2SLGBTQI+ and newcomers.

Action Plan

Suggested Action	Prevention Level
Counter misinformation about diverse communities in Brandon by communicating positive stories to the public via community partnerships (e.g. Downtown Biz, Rural Immigration Project), as well as through a broader campaign using social media channels, posters, podcasts, etc.	Primary

Coordinate with multicultural and other groups focused on diversity and inclusion to increase opportunities for celebration and cultural events in the downtown.	Primary
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Priority 3: Foster Healthy Families, Children, and Youth

Description

Evidence shows that early experiences and family well-being strongly shape long-term health, safety, educational, and social outcomes. Supporting children, youth, and families through accessible services, safe environments, positive relationships, and opportunities for connection can help prevent a wide range of challenges, including involvement with crisis systems, violence, substance use, and poor mental health outcomes. Investing in upstream supports for children, youth, and families helps build resilience and will contribute to a healthier, safer Brandon.

Key Findings from Data

Key findings related to children, youth, and families highlight both strengths and areas of concern within the Brandon community. Data from the 2018 Early Development Instrument (EDI) indicates that children in Brandon experience higher levels of developmental vulnerability than children across Manitoba in most measured domains, particularly in social competence. Youth generally reported feeling safe, happy, and supported in their neighbourhoods, with most indicating their basic needs were being met and reporting low rates of substance use. However, disparities were evident, with First Nations and Métis youth more likely to report feeling unsafe and experiencing discrimination. Participants also identified several service gaps impacting youth and families, including the need for improved mental health supports, youth shelters, family programming, cultural and recreational opportunities, and multi-generational housing.

Goals

- Increase opportunities for youth recreation and social engagement, particularly low-cost, low-barrier activities for those who could most benefit from those supports.
- Increase understanding of unique experiences of children and youth in Brandon through more data collection, engagement, and analysis.
- Increase awareness and use of existing community services and programming.
- Coordinate efforts with existing strategies, including poverty reduction.
- Increase violence prevention education, including concerning gender-based and intimate partner violence, violence amongst youth, online harms, and violent behaviour in children.

Action Plan

Goal: Increase opportunities for youth recreation and social engagement, particularly low-cost, low-barrier activities for those who could most benefit from those supports.

Suggested Action	Prevention Level
Collaborate with partners for low-barrier sports, arts and land-based activities year-round, especially in areas with high risk for youth homelessness.	Primary
Support an increase in capacity and promote existing programs that can provide financial support for youth recreation (i.e. Kidsport Manitoba). Offer application support for families.	Primary
Increase access to existing complimentary recreation and social engagement centres (i.e. Brandon Aboriginal Youth Activity Centre, Youth Activity Centre, Huddle, etc.) and assistance with filling out grants to cover costs for recreation.	Primary
Partner with post-secondary schools (Brandon University & Assiniboine College) and service clubs to create a volunteer-based youth mentorship program that combines skills-building with recreation.	Primary

Goal: Increase understanding of unique experiences of children and youth in Brandon through more data collection, engagement, and analysis.

Suggested Action	Prevention Level
Host youth-focused listening circles in partnership with Indigenous groups and the Community Wellness Collaborative's data and research working group.	Primary
Access more data from Brandon School Division around youth education and their experiences particularly equity deserving youth (newcomers, 2SLGBTQI+ those with disabilities, Indigenous youth) and experiences of educators.	Primary
Identify and address the gaps in services and data sets based on knowledge gained from above actions.	Primary

Goal: Increase awareness and use of existing community services and programming.

Suggested Action	Prevention Level
Launch an easily accessible, frequently updated community mapping project to identify on a map the existing services and programs available and to promote service navigation. Ensure supportive pathways exist to navigate those services.	Primary

Goal: Coordinate efforts with existing strategies, including poverty reduction.

Suggested Action	Prevention Level
Align and implement actions based on the <i>Pathways to a Better Future: Manitoba's Poverty Reduction Strategy</i> especially concerning childcare and housing components.	Primary

Goal: Increase violence prevention education, including concerning gender-based and intimate partner violence, violence amongst youth, online harms, and violent behaviour in children.

Suggested Action	Prevention Level
Provide education and resources on responsible online behavior, promote media literacy, and offer tools for managing screen time to help mitigate risks associated with digital technologies.	Primary/Secondary
Teach healthy relationship skills via school curriculum and other local opportunities (i.e. presentations in high schools as part of existing domestic violence response plan).	Primary
Look at existing models (e.g., Realize Radicalization, Winnipeg) to examine similar youth-led models.	Primary/Secondary

Priority 4: Address Mental Health Crisis, Substance Use & Addictions

Description

Addressing mental health crises, substance use, and addictions is a critical priority within Brandon's Community Safety & Well-Being (CSWB) Plan because these issues significantly impact individual well-being, community safety, healthcare systems, housing stability, and social connectedness. Prioritizing this area can support a more coordinated, preventative, and compassionate approach that moves beyond crisis response alone. Strengthening access to mental health care, addictions treatment, recovery supports, and upstream prevention initiatives can improve health outcomes and reduce strain on emergency and justice systems.

Key Findings from Data

Key findings related to health, mental health, and substance use highlight growing concerns within Brandon. Community engagement and survey findings consistently identified mental health and addictions as major concerns, with participants describing services as overburdened, underfunded, and difficult to access. Although overdose deaths in Brandon remain relatively low, the number has steadily increased in recent years. Participants also identified significant gaps in addictions and crisis response services, including long waitlists for treatment, limited withdrawal management capacity, and the absence of a Sobering Centre. Community members expressed support for expanded mental health, addictions, and preventative services, particularly additional detox and treatment options, upstream prevention programming, youth supports, and long-term recovery services.

Goals

- Increase education and understanding about mental health, substance use and addictions including availability and access of services, appropriateness and readiness for treatment.
- Increase access and reduce barriers to supports and services for adults, seniors and their families.
- Increase access and reduce barriers to supports and services for youth, their caregivers, and families.
- Increase positive experiences with services and positive health outcomes for Indigenous Peoples

Action Plan

Goal: Increase education and understanding about mental health, substance use and addictions including availability and access of services, appropriateness and readiness for treatment.

Suggested Action	Prevention Level
Increase understanding of the <i>Mental Health Act</i> at the CSWB Action Team level to create future action items to address system gaps.	Primary
Educate service partners and the public on how to enter the system for mental health and addictions services, and medical detoxification services.	Tertiary
Support the co-development of training with people with lived/living experience, Indigenous leaders, and cultural safety trainers and deliver to frontline staff, service providers, and community partners working with individuals experiencing mental health challenges and addictions.	Primary
Share stories with the public to increase awareness and understanding of local needs and appropriate responses.	Primary

Goal: Increase access and reduce barriers to supports and services for adults, seniors and their families.

Suggested Action	Prevention Level
Help identify processes and policies that create structural barriers for adults and seniors to access existing treatment and advocate for solutions (e.g., simplify intake for withdrawal management support, encourage extended service hours, make consent and privacy policies more responsive to people's needs).	Primary
Advocate for improved processes in and out of inpatient and outpatient care along the age and service continuum for older adults.	Tertiary
Gather data around seniors' experiences regarding mental health and addiction services in Brandon to highlight gaps and needs.	Primary
Advocate for more services for adults, seniors, and their families where they are needed most.	Primary/Secondary/ Tertiary
Explore and identify intergenerational programs, supports and services.	Primary

Goal: Increase access and reduce barriers to supports and services for youth, their caregivers, and families.

Suggested Action	Prevention Level
Help identify processes and policies that create structural barriers for youth and their caregivers to access existing treatment and advocate for solutions (e.g., simplify intake for withdrawal management support, encourage extended service hours, make consent and privacy policies more responsive to people’s needs).	Primary
Advocate for improved transitions in and out of inpatient and outpatient care for youth and young adults along the age and service continuum.	Tertiary
Gather information about youth experiences regarding mental health and addiction services in Brandon (i.e., Child Adolescent Treatment Centre, Compass, etc.) to highlight gaps and needs.	Primary
Advocate for more services for youth, their caregivers and families where they are needed most.	Primary/ Secondary/Tertiary
Advocate for service consent and privacy policies for youth that are clear, youth-friendly, and appropriately flexible.	Primary

Goal: Increase positive experiences with services and positive health outcomes for Indigenous Peoples.

Suggested Action	Prevention Level
Leverage existing efforts of the Brandon Friendship Centre and West Region 2&4 to increase access to culturally appropriate programming and access to culturally appropriate food and medicine.	Primary
Ensure services offered by all agencies are welcoming and responsive to Indigenous cultures and individual needs.	Primary

Priority 5: Increase Access to Safe Housing & Shelter

Description

Stable housing is foundational for health, safety, belonging, and overall quality of life. Housing insecurity and homelessness are closely connected to a range of other challenges, including poor mental and physical health, substance use, victimization, family instability, and increased interaction with response systems. Data collected throughout this planning process identified growing concerns related to housing affordability, visible homelessness, and gaps in shelter and support services within Brandon. Prioritizing safe and accessible housing supports a more preventative and coordinated approach to community well-being by helping individuals and families meet their basic needs, strengthen stability, and reduce the likelihood of crisis situations.

Key Findings from Data

Key findings related to housing highlight growing pressures on affordability, housing stability, and support systems within Brandon. While housing in Brandon remains somewhat more attainable than the provincial average, concerns regarding rising rent costs, increasing reliance on rental housing, and housing insecurity continue to grow. Demand for emergency shelters and housing services has steadily increased since 2019, with homelessness disproportionately impacting Indigenous Peoples, who remain significantly overrepresented among Brandon's unhoused population. Community engagement further identified strong concern regarding visible homelessness and widespread recognition that additional housing, mental health, addictions, and support services are needed. At the same time, some survey responses reflected growing tensions and perceptions linking immigration and population growth to housing affordability pressures, highlighting broader concerns related to social cohesion, inclusion, and community capacity.

Goals

- Increase the number of individuals in safe and affordable housing or shelter using a human-centered approach.
- Increase the number of safe and affordable housing and shelter options.
- Increase sustainable, inclusive and culturally appropriate housing outcomes for Indigenous Peoples.
- Increase accountability for change at a system level.

Action Plan

Goal: Increase the number of individuals in safe and affordable housing or shelter using a human-centered approach.

Suggested Action	Prevention Level
Support people along the housing continuum by meeting them “where they are at” regarding their autonomy and needs for housing or safe shelter.	Primary
Incorporate more prevention, early intervention, and ongoing client supports (i.e. case planning and follow-up) into local services for those at risk of homelessness to address existing gaps in the homelessness prevention continuum.	Primary/Secondary
Coordinate and expand efforts with the existing housing and homelessness initiatives in Brandon, including the Community Advisory Board.	Primary/Secondary

Goal: Increase the number of safe and affordable housing and shelter options.

Suggested Action	Prevention Level
Advocate for local and provincial government interdepartmental collaboration for housing options including for those needing wrap around supports.	Primary
Advocate for community housing options for youth, seniors, and people with disabilities without creating isolation.	Primary/Secondary
Explore the ratio of community-owned versus financialized housing, and how to make housing more accessible and affordable.	Primary

Goal: Increase sustainable, inclusive and culturally appropriate housing outcomes for Indigenous Peoples.

Suggested Action	Prevention Level
Support existing efforts underway for “Indigenous by Indigenous” housing by supporting the work of local Indigenous organizations and First Nations.	Primary

Goal: Increase accountability for change at a system level.

Suggested Action	Prevention Level
Gather evidence of migration and displacement to Brandon from surrounding rural communities and local institutions to advocate for increased supports in rural communities and more broadly across Manitoba.	Primary/Secondary

Priority 6: Enhance Health Care Stability and Infrastructure Accessibility in Community

Description

Enhancing healthcare stability and infrastructure accessibility is an important priority within Brandon's Community Safety & Well-Being (CSWB) Plan because equitable access to healthcare and accessible community infrastructure are foundational to individual and community well-being. Strengthening healthcare capacity and improving infrastructure can help improve quality of life, support aging in place, and ensure that all residents are able to safely meet their basic health and mobility needs.

Key Findings from Data

Key findings related to health and healthcare access indicate that many overall health indicators within the Prairie Mountain Health (PMH) region are generally comparable to provincial averages; however, several areas of concern remain. Most notably, hospitalization rates for self-inflicted injury were significantly higher within PMH than across Manitoba overall. More specific to Brandon, community engagement and survey findings also highlighted concerns regarding access to healthcare services, including shortages of family doctors, specialists, and medical services, long wait times for care, and growing pressure on emergency departments. Participants further identified concerns regarding the affordability of healthcare and inequities in access to services, particularly for individuals without the financial means to access private or supplementary supports. Accessibility barriers were also discussed, including inadequate wheelchair-accessible infrastructure, transportation challenges for seniors and people with disabilities, and gaps in accessible public spaces.

Goals

- Support municipal and community advocacy to higher levels of government to assist with health care related shortages and gaps.
- Support the advocacy of community organizations and affected residents to existing working groups concerning issues of accessibility and infrastructure.

Action Plan

Goal: Support municipal and community advocacy to higher levels of government to assist with health care related shortages and gaps.

Suggested Action	Prevention Level
Support municipal government efforts to increase medical professionals providing primary care in Brandon.	Primary

Goal: Support the advocacy of community organizations and affected residents to existing working groups concerning issues of accessibility and infrastructure.

Suggested Action	Prevention Level
Communicate community feedback collected during Community Safety & Well-Being data collection regarding accessibility issues in Brandon to the Municipal Accessibility Working Group.	N/A
Advocate for funding for the action items in the City of Brandon Accessibility Plan 2025-2026 that are supported by feedback received in Community Safety & Well-Being engagement.	N/A

Priority 7: Enhance Economic Vibrancy

Description

Strong local economies contribute directly to community stability, and access to meaningful employment, stable income, and economic opportunities can reduce financial stress, improve mental health, strengthen housing stability, and decrease vulnerability to a range of social challenges. Supporting business growth and economic development in Brandon helps create a more resilient and connected community by attracting investment, expanding local services, and creating opportunities for residents to remain and thrive in Brandon. Community safety and well-being are closely linked to economic inclusion, and ensuring that residents (particularly youth, newcomers, Indigenous Peoples, and other equity-deserving groups) have equitable access to employment and workforce opportunities is critical to fostering long-term social and economic resilience.

Key Findings from Data

Community engagement findings highlighted the importance of local businesses to Brandon’s identity, economy, and overall sense of community. Participants described Brandon as a strong environment for small business development and emphasized the value of supporting local businesses and restaurants. At the same time, concerns were raised about the perceived decline of the downtown core, including the impacts of local business closures and reduced activity in the area.

Goals

- Increase business growth and opportunities.
- Improve accessibility to employment and business opportunities.

Action Plan

Goal: Increase business growth and opportunities.

Suggested Action	Prevention Level
Continue to coordinate efforts with the business community and the City of Brandon Economic Development Strategy.	Primary
Increase diversity in the business community and explore alignment with Downtown Development Corporation.	Primary
Coordinate with Brandon Chamber of Commerce to support local opportunities for promoting women’s economic independence and leadership.	Primary

Continue to advance economic reconciliation goals through municipal procurement and local business chamber education with Indigenous businesses and urban reserve development, as well as newcomers.	Primary

Goal: Improve accessibility to employment and business opportunities.

Suggested Action	Prevention Level
Explore opportunities to align with existing efforts to make public transit accessible for all throughout the city.	Primary
Support small businesses by increasing accessibility to employment support programs (i.e. Employment and Social Development Canada programs).	Primary

Priority 8: Increase Community Safety and Feelings of Safety

Description

Perceptions of safety significantly influence people's quality of life, sense of belonging, and ability to fully participate in community. Community safety extends beyond crime reduction alone and includes creating environments where residents feel supported, connected, and confident accessing public spaces, services, and supports. Prioritizing both safety and perceptions of safety recognizes the need for preventative, community-based, and culturally responsive approaches that strengthen trust, address root causes of harm, and improve relationships between residents, service providers, and public safety systems.

Key Findings from Data

Key findings related to community safety indicate that residents of Brandon experience concerns regarding both property crime and personal safety; survey respondents were most concerned about becoming victims of car break-ins, harassment or assault in public, and home break-ins. Experiences of victimization were also reported, with home break-ins representing the most frequently self-reported experience within the past three years. Many respondents additionally reported knowing someone who had experienced car break-ins or online fraud and scams. While crime severity rates in Brandon declined in 2023 across violent and non-violent categories and were lower than provincial averages, rates of adults and youth charged with criminal offences remained higher than across Manitoba overall. Survey findings also demonstrated general support for the Brandon Police Service and their role in community safety; however, respondents expressed a desire for more crisis intervention training, alternative response models involving mental health supports, and expanded community-based approaches such as Cadets and Bear Clan initiatives.

Goals

- Increase feelings and perceptions of safety and cohesion across all demographics and neighbourhoods, including downtown, 24/7.
- Increase the capacity and use of already existing Restorative Justice programs, particularly for youth.
- Build meaningful relationships between Brandon Police Services and community members, community organizations, and schools.
- Decrease rates of gender-based violence.
- Increase supports and opportunities for those reintegrating into the community after incarceration.

Action Plan

Goal: Increase feelings and perceptions of safety and cohesion across all demographics and neighbourhoods, including downtown, 24/7.

Suggested Action	Prevention Level
Support existing community plans that align with Community Safety & Well-Being principles (i.e. City of Brandon City Plan, the Brandon Police Service Downtown Safety Strategy, Brandon University, etc.).	N/A
Conduct Crime Prevention Through Environmental Design (CPTED) assessments in neighbourhoods that include residents in the process and implement CPTED recommendations.	Tertiary
Activate community spaces in neighbourhoods across the city on a consistent basis to create positive opportunities for engagement and interaction between all community members. This means intentionally transforming underused or neglected areas into vibrant, functional, and inclusive places for community use through a combination of physical design and programming.	Primary
Increase the capacity of existing community-based outreach (i.e., Bear Clan, Cadets) and support alternative crisis response models (i.e., Crisis Response Unit / police and mental health partnership) across the city.	Secondary/Tertiary
Explore proven methods for monitoring local online trends and social media content that affect perceptions of community safety and create opportunities for intervening effectively.	Secondary

Goal: Increase the capacity and use of already existing Restorative Justice programs, particularly for youth.

Suggested Action	Prevention Level
Use local Restorative Justice professionals to promote building community and relationships	Primary/Secondary/ Tertiary
Embed restorative justice approaches (i.e. Circle, conflict resolution) for students and staff across Brandon School Division.	Primary/Secondary
Conduct community circles to strengthen social connections and promote positive interactions amongst community members.	Primary

Goal: Build meaningful relationships between Brandon Police Services and community members, community organizations, and schools.

Suggested Action	Prevention Level
Align efforts with the Brandon School Division Safe Schools Advisory Committees as appropriate	Secondary

Goal: Decrease rates of gender-based violence.

Suggested Action	Prevention Level
Promote gender equality and challenge harmful norms and stereotypes through public education for community members on the root causes of gender-based violence, forms of gender-based violence and its impacts, and the role of men and boys in healthy relationships.	Primary
Support local women’s organizations to build strong referral pathways between community services and health systems.	Primary
Support ongoing community-based collaborative research to gain local understanding of contributing factors that lead to increased gender-based violence and domestic violence to inform responsive programs, policies, and practices.	Primary/Secondary

Goal: Increase supports and opportunities for those reintegrating into the community after incarceration.

Suggested Action	Prevention Level
Support comprehensive reintegration planning that begins at the start of incarceration and takes a human-centered approach to navigating post incarceration including pathways to housing, employment, and education.	Tertiary
Conduct Circles of Support to help individuals re-enter the community after incarceration including supports for families and victims throughout this process.	Tertiary
Connect released individuals with mentors or peer support groups that can provide encouragement, guidance and a sense of belonging.	Tertiary

Advocate for enhanced collaboration between all segments of the Criminal Justice System including Community, Custodial, Courts, Victim Services and Police.	Tertiary
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Priority 9: Increase Immigrant and Newcomers’ Social Inclusion and Sense of Belonging

Description

Welcoming and inclusive communities contribute directly to social cohesion, economic stability, and overall community well-being. Newcomers play an important role in Brandon’s growth, workforce, and cultural diversity; however, some may experience barriers related to housing, employment, language, transportation, recreation, and social inclusion as they settle into the community and a new reality for them. Strengthening inclusion and belonging helps ensure that newcomers can build meaningful social connections and supports.

Key Findings from Data

As noted under previous priority areas, data collection for this plan revealed that some newcomers and immigrant communities experience challenges related to social isolation, belonging, and inclusion, alongside barriers to fully participating in community life in their new context. While these experiences intersect with broader equity concerns across the community, the Steering Committee intentionally identified immigrant and newcomer inclusion as its own priority area to recognize Brandon’s growing diversity and the importance of fostering a welcoming, connected, and inclusive community for immigrants and newcomers.

Goals

- Engage with diverse immigrant and newcomer groups in Brandon to better understand intersections and experiences with systems.

Action Plan

Goal: Engage with diverse immigrant and newcomer groups in Brandon to understand intersections and experience with systems.

Suggested Action	Prevention Level
Develop engagement strategies with diverse immigrant and newcomer groups in Brandon to better understand intersections and experiences with systems.	Primary/Secondary/ Tertiary

Governance and Implementation

Moving a strategy from development and planning to implementation and action can be daunting. There is often fear of insufficient commitment to make the strategy a reality; however, experience and research over decades of community safety work have led to the identification of several key elements that can support the successful implementation of community safety strategies. Effective governance and implementation are foundational to a successful CSWB plan. Available literature on the topic emphasizes the establishment of dedicated coordination structures supported by core budgets, political leadership, and skilled staff to drive strategic efforts and ensure continuity (Waller, 2021; Eurosocal, 2015; Canadian Municipal Crime Prevention Network, 2017).

Elements commonly captured in a successful implementation plan include:

- Adequate and sustained funding for the actions and coordination of the plan.
- Clear timelines and measures of progress.
- Ongoing, dedicated coordination support.
- The establishment of an implementation Steering Committee.

Community safety is complex, and no single organization or sector has all the solutions. For that reason, the establishment of an ongoing round table of key partners with a clear roadmap and the willingness and capacity to contribute resources (including in-kind) is vital for the successful implementation of Brandon' CSWB Plan.

Community safety strategies lend themselves well to a collective impact approach. For something to be regarded as a collective impact effort it needs to meet several key criteria:

- (1) a shared vision and agenda;
- (2) shared measurements;
- (3) mutually reinforcing activities;
- (4) continuous communication;
- (5) backbone support.

The Constellation Governance Model

The constellation governance model is an effective approach to operationalize a collective impact framework. It maximizes limited resources and provides the greatest flexibility in these collaborative ventures. The constellation governance model has been adapted many times to meet diverse conditions that call for collaborative rather than single organization solutions. The model brings together multiple groups or sectors to work toward an agreed upon shared outcome. Its structure includes a stewardship team, often drawn from the original Steering Committee, to oversee implementation and maintain strategic alignment, and Action Teams to lead specific priorities. Action Teams are typically smaller, time-limited, and flexible, ensuring that implementation remains responsive to community needs and diverse expertise (Surman & Surman, 2008).

It is a governance model that is ideally suited for partnerships, coalitions, networks, and even movements. As an approach for bringing together diverse service and community voices towards a common goal, it has great potential for animating the community while staying grounded in strategic agreements.

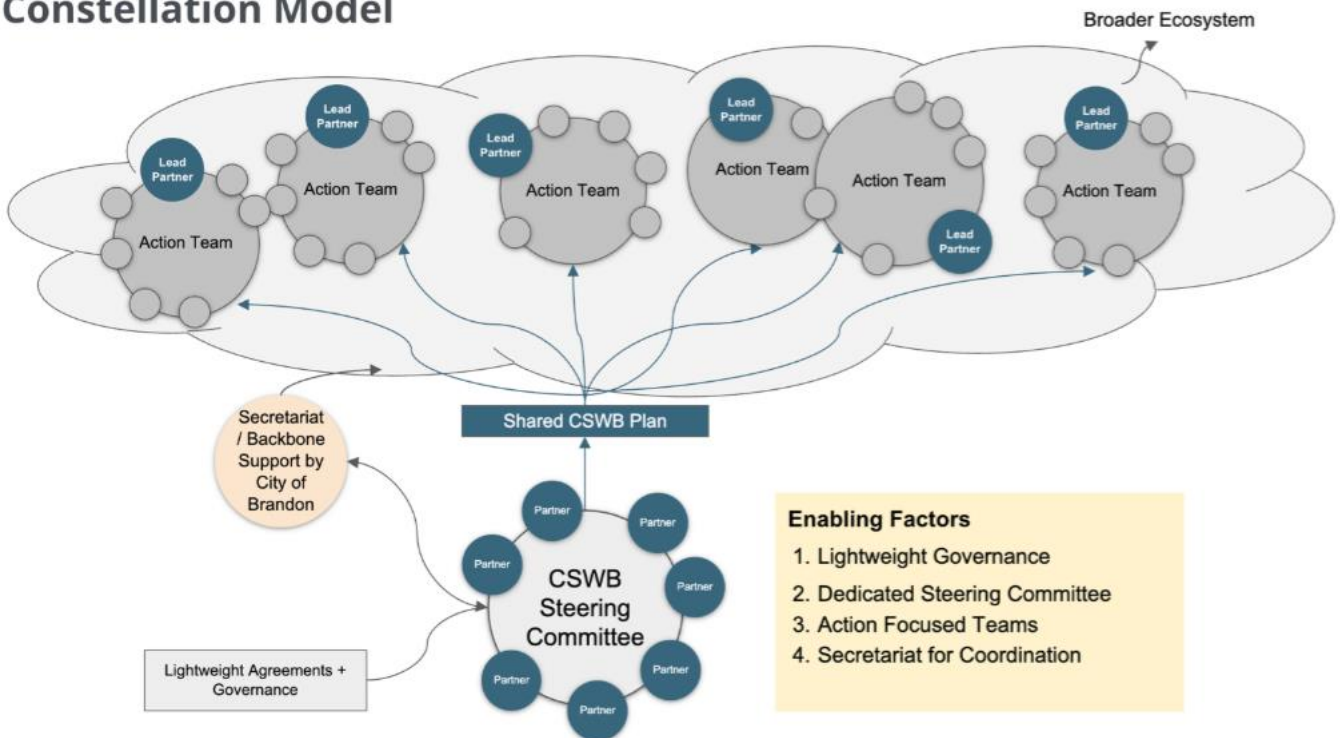
While, ideally, municipalities have dedicated funding and positions that are focused on community safety that can offer backbone coordination supports, this backbone function can also be a shared responsibility, where local organizations agree to rotate responsibility for providing backbone support.

Steering Committee Recommendations

Adopt a Constellation Model of Governance

The proposed governance structure for CSWB in Brandon is informed by the Constellation Model of governance, which is recognized as a promising practice in Community Safety & Well-Being implementation, and is visualized below. This model emphasizes flexible collaboration, distributed leadership, shared ownership, and coordinated action across sectors and initiatives.

Constellation Model



Based on current community needs and existing collaborative infrastructure, this governance approach appears well suited to support Brandon's ongoing CSWB implementation efforts.

Establish an Overarching Community Safety & Well-Being Governance Structure

To support the implementation of the Community Safety & Well-Being (CSWB) Plan, it is recommended that Brandon establish a new overarching Community Safety & Well-Being (CSWB) Steering Committee. This structure would build upon and expand the existing Steering Committee for Community Mobilization (CM), incorporating additional representatives and decision-makers from other existing multi-sector tables, initiatives, and community partners as needed.

Under this model, the CSWB Steering Committee would function as a centralized coordinating body where community leaders, decision-makers, and sector representatives can collaboratively address issues spanning the full continuum of community safety and well-being, from prevention through intervention and response. This approach is intended to streamline discussions, enhance coordination and collaboration across sectors, reduce duplication, and maximize available community resources.

The Steering Committee would support a series of Action Teams or working groups aligned with the priority areas of the CSWB Plan. These Action Teams would have the flexibility to engage additional partners and initiatives as needed to support implementation efforts and advance specific priorities.

As an initial step toward implementation, membership for the next phase of the CSWB Steering Committee should be established. This process would allow individuals and organizations currently involved in existing committees and initiatives - including Community Mobilization (CM) and other related tables - to self-select the level and type of participation that best aligns with their expertise and capacity. Attention should also be paid to ensuring meaningful Indigenous representation, including working with Indigenous nations and governments towards achieving goals and implementing actions. As membership is confirmed and relationships are formalized, the broader governance structure can continue to be refined and operationalized over time.

Existing multi-sector collaboratives in Brandon already contribute to different levels of intervention and support within the community. Through this model, these complementary efforts can be better connected and aligned under a shared CSWB framework while maintaining their distinct mandates and expertise.

Create a Full-Time Community Safety & Well-Being Coordinator Position

To support implementation and ongoing coordination, it is recommended that the City of Brandon establish a Full-Time Community Safety & Well-Being Coordinator position. Given the City's existing administrative capacity, the municipality is well positioned to provide backbone coordination support for the CSWB Plan as well as handle initial funds.

However, it is important that the role be clearly positioned as a support to community partners and collaborative initiatives, rather than as a solely municipal function. To reinforce this community-facing orientation, the Coordinator should maintain a visible presence outside of City buildings and ideally operate from a community-based hub or shared space accessible to partners and residents. While funding for CSWB initiatives may flow through the City, it should remain clear that ownership of the CSWB Plan and its implementation rests collectively with community partners.

Explore Long-Term Governance Sustainability

Over the longer term, Brandon should explore the feasibility of establishing a Community Safety & Well-Being entity that operates independently from the City, such as an arm's-length organization or non-governmental organization (NGO). Exploring alternative governance models may help strengthen long-term sustainability, neutrality, and community ownership of CSWB initiatives.

Enhance Collaboration Among Existing Coordinators and Initiatives

Brandon currently benefits from several coordinators and collaborative initiatives working within the community safety and well-being landscape. It is recommended that these roles work closely together under the broader CSWB umbrella and be supported through the overarching CSWB Steering Committee.

This includes, but is not limited to:

- The proposed Community Safety & Well-Being Coordinator
- The existing Community Mobilization Coordinator
- Brandon Urban Aboriginal Peoples' Council Coordinator

The Steering Committee structure should provide opportunities for both shared and initiative-specific discussions. Existing Action Teams and working groups already active in the community safety and well-being space should also be integrated into, or aligned with, the broader CSWB governance structure wherever appropriate. For example, existing Community Wellness Collective (CWC) working groups - such as those focused

on data coordination, food and water access, and public washrooms - could contribute to relevant CSWB Action Teams based on their expertise and mandates. Existing groups may be adapted as needed, and new Action Teams may also be created to support emerging priorities within the CSWB Plan.

Monitoring and Evaluation

Given that the purpose of the Community Safety and Well-Being (CSWB) plan is to create positive, long-lasting change in the community, it is imperative to establish a reliable way to monitor and evaluate whether these changes are occurring, and where additional or different action may be needed.

Monitoring and evaluation are different; **monitoring** involves collecting information on an ongoing basis to assess the activities and outputs of the plan (activities and their direct, tangible results like products or services delivered) while **evaluation** involves assessing to what extent the plan is, or is not, meeting its objectives and having the outcomes it was hoping to have (the successes, challenges, impacts, changes, or benefits created).

Adopt a Developmental Evaluation Approach

CCFSC recommends that Brandon's Community Safety and Well-Being Plan be monitored and evaluated through a Developmental and Realist evaluation approach.

- **Developmental Evaluation (DE)** is an evaluation approach that adapts to dynamic realities in complex environments like community safety. It requires the ongoing collection and analysis of real-time data in a way that leads to informed and ongoing decision-making as part of the implementation process. In this way, DE supports the ongoing monitoring of the activities, successes, and challenges of the plan, so achievements can be celebrated and expanded, and adjustments can be made if needed.
- **Realist Evaluation** is also used for complex social initiatives and focuses on "what works, for whom, in what circumstances, and how?" It goes beyond a simple "does it work?" to understand the underlying causal mechanisms that lead to specific outcomes within particular contexts. This helps explain to partners, the public and other interest-holders what changes the plan is creating and what impacts the plan is having in the community.

Taken together, these two approaches provide a solid framework for the ongoing monitoring and evaluation of the CSWB plan.

To assess the outputs and outcomes of the plan, Key Performance Indicators (KPIs) are identified so they can be measured. The sections below highlight the main components of the CSWB plan for Brandon, and the indicators, measures, data collection tools, and data sources that can be used for monitoring and evaluation. This includes both quantitative (numerical) and qualitative (narrative) types of data, for a **robust mixed-methods approach**.

Track CSWB Governance and Systems Change Indicators

The collaborative nature of a CSWB plan process means that your community has already been creating impact. CSWB planning brings together sector leaders from across your community to co-create a local strategy designed to achieve both short-term and long-term change. Measuring the progress you have made together as a community in working collaboratively is part of the success of a CSWB plan.

As such, CCFSC recommends monitoring the following indicators of collaborative governance and system change. These can be measured locally by surveying local partners who have participated in the plan’s development, or who continue to participate in the CSWB implementation and governance. CCFSC recommends that these indicators be measured at the beginning of CSWB implementation, and once or twice a year thereafter.

Indicator	Measure	Recommended Tools or Data Sources
Local actors' ratings of the community’s capacity, capabilities, culture and context relevant to multisector collaboration and system change around CSWB issues.	Partners' views on the level and quality of collaboration currently happening, and desired level of collaboration moving forward.	CCFSC’s “4C Framework: Local Assessment Tool for Multisector Collaboration” Tamarack’s Monitoring Collaboration Tool
Level of participation and engagement.	# agencies involved in CSWB governance and implementation; in what types of activities, if there are formal agreements in place.	CSWB Steering Committee and Action Teams documents (Terms of Reference, meeting Minutes, etc.)
Responsive policies and practices.	# and type of new or revised policies and/or practices as a result of CSWB work.	Systems mapping CSWB Steering Committee and Action Teams documents (Terms of Reference, meeting Minutes, etc.)
Resources allocated to implementation.	# and type of new, revised or upgraded financial support for CSWB work. Resources can include human resources, time, systems, procedures, forums, expertise, frameworks, communications systems.	CSWB Steering Committee and Action Teams documents (Terms of Reference, meeting Minutes, etc.)

Track Priority Area Indicators

In addition to the governance and system change indicators listed above, CCFSC recommends monitoring the following indicators to assess trends over time in each Priority area, and for outcomes and impact. Note that the indicators and data collection methods used during the CSWB Community Assessment phase can be used again, with the initial assessment acting as a baseline snapshot in time.

Local indicators will not change overnight, and some are also influenced by factors outside of the control of actors and organizations within Brandon. Despite this, actions in the CSWB plan's Priority areas are designed to try to move the needle locally on these issues. CCFSC recommends that these indicators be monitored twice a year or annually if possible and relevant, or when the data becomes available. This will help track the status of the trends in the community and offer a starting point to explore whether CSWB actions are having their intended outcomes and impacts, and why or why not.

These indicators and their results will have to be further discussed with CSWB partners and contextualized for local realities. For this, CCFSC recommends using techniques like Collaborative Sensemaking and Process Tracing:

- **Collaborative Sensemaking:** the process by which a group of people with diverse backgrounds work together to create a shared understanding of a complex situation. It involves interpreting information, connecting diverse perspectives, identifying patterns, and negotiating meaning to arrive at a common understanding that makes sense within the context of local realities.
- **Process Tracing:** the process by which a group of people discuss, trace and assess the strength of evidence for concluding that an initiative or intervention has contributed to changes that have been observed or measured.

By following the principles of these techniques, the CSWB partners can describe what happened and how the action or initiative was supposed to produce change, collect data to see if these specific events and actions actually occurred (focusing on quality of information over quantity of information), and develop a well-supported explanation of what change happened, the extent to which change happened, and how it happened.

Below are suggested indicators, measures, and data collection tools for each Priority of the CSWB Plan. More specific ones will need to be added to the Monitoring and Evaluation Plan once implementation is underway.

Additional guidance on monitoring and evaluation in CSWB is provided by the Canadian Centre for Safer Communities (CCFSC) in the online [Community & Urban Safety Monitoring and Evaluation Toolkit](#).

Priority 1: Increase Indigenous Peoples’ social inclusion and sense of belonging, including increasing the visibility of Indigenous pride and of Indigenous resiliency.

Indicator	Measure	Recommended Tools or Data Sources
Active participation in traditional cultural activities and ways of life, and contemporary mainstream cultural activities of interest	Proportion of people who report participating in various forms of traditional cultural activities; other forms of cultural activities of personal interest	Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC Population level data available: Statistics Canada Canadian Community Health Survey
Social connections	Proportion of people (18+) who report being satisfied with frequency of contact with close contacts (e.g., friends, family, relationships)	Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC Population level data available: Statistics Canada Canadian Community Health Survey
Sense of Belonging to local community	Proportion of people who report strong, moderate or weak sense of community belonging.	Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC Population level data available: Statistics Canada Canadian Community Health Survey

Priority 2: Reduce Racism & Discrimination for Diverse Communities

Indicator	Measure	Recommended Tools or Data Sources
Sense of Belonging to local community	Proportion of people who report strong, moderate or weak sense of community belonging.	Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC Population level data available: Statistics Canada Canadian Community Health Survey
Discrimination and unfair treatment	Proportion of people who have experienced discrimination or been treated unfairly by others	Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC Population level data available: Statistics Canada General Social Survey
Experiences of racism	Proportion of people who have reported experiencing racism in the last 5 years	Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC Population level data available: Statistics Canada Social Survey

Priority 3: Foster Healthy Families, Children, and Youth

Indicator	Measure	Recommended Tools or Data Sources
Early Development Indicators	E.g., The Kindergarten Parent Survey (KPS) is the parent-completed EDI companion tool, which measures contextual factors that can play a large role in the healthy development of children, including social cohesion	Collect in partnership with local school board
Youth constructive use of time	Proportion of youth who are involved in creative, sports, recreational, religious, advocacy, or other positive leisure activities on a regular weekly basis	Systems and asset mapping Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC
Access to Services	Availability, use, and cultural responsiveness of services. Includes the #, type, location, service hours, spaces available, spaces used, waitlists, cultural components, etc. of relevant services	Systems and asset mapping Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC
Availability and use of diversion programs (pre charge)	Local availability of diversion programs; # and % of police-reported incidents cleared by referral to a diversion program	Population level data available: Department of Justice Dashboard
Availability and use of restorative justice programs	Local availability of RJ programs: # of referrals made to a RJ program or process; # of victims and offenders accepted into a RJ process; # of successful completions.	Population level data available: Department of Justice Dashboard
Youth Perceptions of Safety	Proportion of youth who report feeling safe at home, at school, and in their neighbourhood	Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC

Priority 4: Address Mental Health Crisis, Substance Use & Addictions

Indicator	Measure	Recommended Tools or Data Sources
Unmet Mental Healthcare Need	% of people indicating unmet mental healthcare need in the previous year	Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC Population level data available: Canadian Community Health Survey
Self-rated Mental Health	# and % of people who report excellent, very good, good, fair, or poor mental health	Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC Population level data available: Canadian Community Health Survey
Self-reported drug and alcohol use and addictions	Adults self-report of substance use and % of adults indicating a substance use issue	Population level data available: Government of Canada Health Infobase
Substance use related healthcare visits	# of substance use related hospitalizations and ER department visits	Population level data available: Canadian Institute for Health Information
Overdoses and drug poisonings	# of fatal and non-fatal suspected or confirmed overdoses or drug poisonings; # of opioid mortalities; % of people self-reporting experiencing an overdose	Population level data available: Government of Canada Health Infobase
Suicide attempts and mortality	The number of people who attempt suicide and the number of deaths from suicide; tracking change over time	Population level data available: Government of Canada Health Infobase
Access to Services	Availability, use, and cultural responsiveness of services. Includes the #, type, location, service hours, spaces available, spaces used, waitlists, cultural components, etc. of relevant services	Systems and asset mapping Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC

Priority 5: Increase Access to Safe Housing & Shelter

Indicator	Measure	Recommended Tools or Data Sources
<p>Housing Insecurity</p> <p>Unmet Housing Needs</p>	<p>Rate (per 100,000) of persons across core housing needs, by social and affordable housing status, economic family structure, and sex.</p> <p>Core housing need refers to whether a private household's housing falls below at least one of the indicator thresholds for housing adequacy, affordability or suitability, and would have to spend 30% or more of its total before-tax income to pay the median rent of alternative local housing that is acceptable.</p>	<p>Population level data available: Statistics Canada Census</p> <p>Population level data available: Statistics Canada - Canadian Housing Survey</p>
Homelessness	<p>Measured via Point in Time (PiT) Count: a one-day snapshot or survey of people experiencing homelessness in the community, which includes data on their location (shelters, transitional housing, or unsheltered areas) and other demographic and homelessness-related details.</p> <p>Includes measure of the # of people experiencing chronic homelessness, defined as someone who has a total of at least 6 months (180 days) of homelessness over 1 year.</p>	Point in Time (PiT) Count
Presence of encampments	Mapping of the #, location, and size of encampments, percent change; # of people living in encampments collected via PiT count.	Point in Time (PiT) Count Population level data available: 2022 Survey on Homeless Encampments
Access to Services	Availability, use, and cultural responsiveness of services. Includes the #, type, location, service hours, spaces available, spaces used, waitlists, etc. Of relevant services	Systems and asset mapping Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC

Priority 6: Enhance Health Care Stability and Infrastructure Accessibility in Community

Indicator	Measure	Recommended Tools or Data Sources
Unmet Physical Healthcare Need	% of people indicating unmet healthcare need in the previous year	Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC Population level data available: Statistics Canada Canadian Community Health Survey
Proximity-based access to services	Proximity/distance to key community services	Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC Population level data available: Statistics Canada Proximity Measures Database

Priority 7: Enhance Economic Vibrancy

Indicator	Measure	Recommended Tools or Data Sources
Business dynamics	Business counts Net changes in business openings and closures Commercial vacancy rates	Statistics Canada Canadian Business Counts program City of Brandon records
Municipal Financials	Local job growth Property tax base growth Infrastructure asset conditions	Municipal Financial and Socioeconomic Data Dashboard

Priority 8: Increase Community Safety and Feelings of Safety

Indicator	Measure	Recommended Tools or Data Sources
Trust in Neighbours and Others	Proportion of people with "high" self-reported trust in neighbours: family, neighbourhood, those that you work with, go to school with, who speak a different language than you, with a different religion than you, with a different ethnic or cultural background than you, and strangers.	Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC Population level data available: Statistics Canada General Social Survey
Walking alone after dark	% of people who feel "safe" or "very safe" walking alone in their community after dark	Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC Population level data available: Statistics Canada Quality of Life Hub
Satisfaction with personal safety from crime	% of those who reported being satisfied or very satisfied with their personal safety from crime	Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC Population level data available: Statistics Canada General Social Survey
Perceptions of neighbourhood crime	% of people who see their neighbourhood as having "higher" amounts of crime compared to other areas of Canada	Population level data available: Statistics Canada Quality of Life Hub
Self-reported victimization	% of those who reported being victimized by property or violent crime	Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC
Police-reported crime	Incident rates per 100,000 (property crime and violent crime)	Collect in partnership with Police partner

		Population level data available: Statistics Canada Crime & Justice Statistics
Access to Services	Availability, use, and cultural responsiveness of services. Includes the #, type, location, service hours, spaces available, spaces used, waitlists, cultural components, etc. of relevant services	Systems and asset mapping Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC
Availability and use of reintegration supports	Availability of reintegration support programs or processes; # of referrals	Systems and asset mapping
Availability and use of culturally responsive services	Indigenous-led justice initiatives (sentencing circles, community-based programs, Indigenous court work programs); # of referrals	Systems and asset mapping

Priority 9: Increase Immigrant and Newcomers Social Inclusion and Sense of Belonging

Indicator	Measure	Recommended Tools or Data Sources
Social connections	Proportion of people (18+) who report being satisfied with frequency of contact with close contacts (e.g., friends, family, relationships)	Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC Population level data available: Statistics Canada Canadian Community Health Survey
Sense of Belonging to local community	Proportion of people who report strong, moderate or weak sense of community belonging.	Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC Population level data available: Statistics Canada Canadian Community Health Survey

Newcomers and settlement	Number of newcomer settlement and support services, and use of them, by community and neighbourhood; % of newcomers that report settlement services helped them meet friends; % of newcomers that report settlement services helped them connect with their communities	Experiences compared to baseline data from 2025 community survey and engagements conducted with CCFSC Population level data available: Immigration, Refugees and Citizenship Canada
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Develop Communication Tools to Report Back on Results

Once monitoring and evaluation planning is underway, it is also important to consider how results will be communicated, to whom, and how. Keeping decision-makers, partners and the public informed on the progress of collective CSWB efforts is very important. The Canadian Centre for Safer Communities (CCFSC) has a [Community & Urban Safety Monitoring and Evaluation Toolkit](#) available with a list of ideas, resources, and examples from other communities, ranging from complex dashboards to powerful storytelling.

Conclusion

Developing and implementing a Community Safety and Well-Being (CSWB) Plan is a significant undertaking, and challenges - both expected and unforeseen - are inevitable. Yet, with a shared vision of a community that is safe and feels safe for everyone, Brandon can move forward with confidence by grounding its efforts in three key commitments:

1. Strengthen Community Collaboration

As Brandon brings the CSWB Plan to life, remembering that *many hands make light work* will be essential. Meaningful, ongoing collaboration among community members, organizations, and partners is the foundation for achieving lasting progress on complex social goals.

2. Envision Meaningful Impact

In the midst of daily efforts and emerging challenges, it is important to keep sight of the broader purpose. A well-implemented CSWB Plan is not merely an operational expense—it is an investment in the long-term health, safety, and vitality of the community.

3. Prioritize Future Generations

This plan offers an opportunity to create a safer, more inclusive, and resilient community for generations to come. Brandon has long been a place where residents feel a strong sense of belonging. By balancing immediate action with a long-term vision, the CSWB Plan will help nurture that same sense of belonging among future residents and ensure Brandon continues to thrive.