



City of Richmond

Report to Committee

To: Parks, Recreation and Cultural Services Committee
From: Kate Sparrow
Director, Recreation & Cultural Services
Date: May 20, 2003
File: -
Re: New Directions in Crisis Prevention and Response Initiative (CHIMO)

Staff Recommendation

That the City of Richmond enter into a partnership with CHIMO Crisis Services, Richmond School District 38, Richmond Health Services and RCMP on the "Crisis Prevention and Response" 3-year demonstration initiative.

Kate Sparrow
Director, Recreation & Cultural Services

Att.

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ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
R.C.M.P.	Y <input type="checkbox"/> N <input type="checkbox"/>	
Policy Planning	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	

Staff Report

Origin

At the April 29, 2003 meeting of PRCS Committee, Ms. Joan Cowderoy, Executive Director of CHIMO Crisis Services made a presentation outlining the “New Directions in Crisis Prevention and Response” initiative and invited Parks, Recreation and Cultural Services to be part of this collaborative community process along with CHIMO Crisis Services (lead agency), Richmond School District, Richmond RCMP and Richmond Health Services. The PRCS Committee recommended that:

“The City enter into a partnership with CHIMO with respect to “Crisis Prevention and Response: New Directions in Richmond Initiative”, (in accordance with the terms outlined in the correspondence dated April 23, 2003 from Ms. Joan Cowderoy, Executive Director - **Attachment 1**); and That the matter be referred to staff for comment and the process to follow to implement Part (1) above.

When the recommendation was presented at Council on May 12, 2003, it was referred back to staff for a detailed report to Committee on:

- the scope and role of the proposed partnership;
- a definition for ‘in-kind’ resources;
- the use of facilities, including CHIMO house;
- volunteer training and what would be expected of the City;
- the functions, possible outcomes and actions that CHIMO was suggesting;
- whether the City should be involved at all in social service programs such as the one being initiated by CHIMO; and
- the compatibility of the program with current parks and recreation programs, and whether there was a possibility that the City would be asked to assume responsibility.

Findings Of Fact

Over the past year, CHIMO Crisis Services has taken the lead to work more collaboratively with other agencies to be proactive in the area of Crisis Prevention and Response. Through a series of planning sessions with a variety of stakeholders, it was identified that by focusing on the following Vision, resources would be better utilized in the community and citizens would be better served in the area of Crisis Prevention and Response:

The Vision:

- a wide continuum of actions: community development, prevention through awareness building and education, early intervention and triage, short term intensive support and referrals, and follow up supporters;
- Bringing together different resources: individuals, families neighbours, community groups, churches, schools, sports associations, community agencies, community centres, RCMP, Fire, Ambulance and public health into an effective partnership;
- Responding flexibly and effectively to the diverse needs of individuals, families and neighbourhoods in Richmond.

Attached is a copy of the “Crisis Prevention and Response Resources in Richmond – New Directions” overview prepared by CHIMO through their planning process (**Attachment 2**).

Through the initial planning phase it was determined that the complex system of crisis response and prevention is largely uncoordinated and that some diverse groups (for example: youth, the Chinese community, and seniors) are poorly served.

CHIMO also identified, through consultation with RCMP and Recreation and Cultural Services, that the city’s vision of being “the most appealing, liveable and well-managed community in Canada” and discussions that were taking place within the City about community safety and neighbourhood services was very complementary to the above Vision. It was also identified that Richmond Health Services and the Richmond School District’s services and needs were critical to the success of a long-term approach to crisis prevention and response.

The Goal of the initiative is twofold:

1. Getting groups that currently deal with crisis response to work together, create synergy and better utilize resources; and
2. Focus on prevention; build capacity in the community to reduce the need for crisis response through prevention and where crisis does happen, ensure that the community (ie volunteers, etc.) is better able to respond, thus making the service more efficient and effective.

CHIMO has initiated a 3-year demonstration project to strengthen crisis prevention and response in Richmond through a partnership with key agencies and institutions in the City. The overall goal of this initiative is strong, healthy, safe and resilient communities.

To date, the confirmed partners in the initiative are CHIMO Crisis Services, Richmond School District, Richmond RCMP and Richmond Health Services. The City of Richmond Parks, Recreation and Cultural Services Division has been invited to also become a formal partner as well.

CHIMO, as the lead agency, will be responsible to secure funding for the 3-year initiative; the first year of funding is in place and fundraising for the 2 subsequent years is underway. Funding sources are: United Way of the Lower Mainland, Vancouver Foundation and the National Crime Prevention Centre. In addition, Chimo has contributed some of their own resources. Feedback from funding agencies has been very positive because this is seen as a unique and progressive approach in Canada and one that is being encouraged. Should the fundraising from outside sources not be successful for future years, the initiative would have to be re-evaluated.

Analysis

Council requested staff to report back on the following:

- **the scope and role of the proposed partnership**
- **a definition for “in-kind resources”**
- **the use of facilities, including CHIMO House**
- **volunteer training and what would be expected of the City**

- **the functions, possible outcomes and actions that CHIMO was suggesting**
- **the compatibility of the program with current parks and recreation programs, and whether there was a possibility that the City would be asked to assume responsibility**

The goals of this proposed partnership are outlined above. Each of the partners is being asked to provide periodic use of their various facilities to host meetings and/or programs that will further the goals. These could be held in schools, community centres, Caring Place or the hospital. CHIMO's Nova House will not be directly involved in this initiative because its specific mandate is to support women and children in violent situations on a temporary basis; however, this project may contribute to the outcome of helping to reduce domestic violence overall in the community. There may also be other facilities in the community that become available or are more appropriate depending upon the specific need. All partners will also be contributing staff time within the context of what they are already doing. Again, the goal is not to create new services, but rather to focus efforts and coordinate those things the various organizations are already doing in a coordinated and collaborative way and to actively involve the community in crisis prevention.

Because the role of parks, recreation and cultural services' role is primarily to proactively create opportunities for community and volunteer involvement; to create opportunities for the community to come together or connect people at the neighbourhood level; and to create opportunities that are preventative in nature (ie involving youth in pro-social behaviours), these services play a key role in "preventing crisis". Also, if the community is better connected, when crisis does happen, there is a better ability to deal with the crisis or support people in crisis at the local level (ie getting help from neighbours or natural helpers).

In the area of volunteer training, each of the partner organizations will again contribute through the things they are already doing, such as safety training for volunteers. CHIMO will be focusing some of their training resources specifically on this project.

Council also requested staff to comment on whether the City should be involved at all in social services programs such as the one being initiated by CHIMO. It is the opinion of staff and the partners that this is a crisis prevention and response initiative, developing community capacity to better deal with and respond to crisis. These are areas that are already being dealt with by the City and other agencies.

Financial Impact

No additional cost to the City of Richmond. Any involvement would be through existing programs, staffing and facilities.

Conclusion

This is a unique opportunity with 4 key institutions and a community agency within the city coming together to address crisis prevention and response which is a very important issue in the community. It has been seen very favourably by the funding agencies and higher levels of government as a new way of demonstrating how the various institutions and agencies can better

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work together to meet community needs. There is tremendous potential and learning through this demonstration project that, if successful, can be applied in other service areas.

A handwritten signature in cursive script, reading "KSparrow".

Kate Sparrow
Director, Recreation & Cultural Services

KS

Crisis Prevention & Response: New Directions for Richmond Initiative

Introduction

This paper outlines a three-year demonstration project to strengthen crisis prevention and response in Richmond through a partnership among key agencies and institutions in the City.

The overall goal of this initiative is strong, health, safe and resilient communities

The Issue

Most people in crisis turn to an informal network of family, friends and neighbours for help. These are what are called 'natural helpers'. When these informal supports are unable to provide what is needed, people turn to/are referred to the 'formal' crisis response services.

In Richmond, the 'formal' network includes: The City of Richmond, Richmond RCMP and the Fire Department, Richmond Hospital and other parts of Richmond Health Services, Richmond School District, Ministry of Child and Family Development, CHIMO Crisis Services, and the Ministry of Human Resources.

The 'formal' crisis response services find themselves increasingly less able to respond effectively to the demand. There are many reasons for this, including:

- Increasing demand
- No increase or a decline in funding for services
- Restructuring, reductions and changes in provincially provided/funded services
- Inappropriate or repetitive usage of the services
- Minimal coordination of the 'formal' crisis response services
- Increasing complexity of a diverse cultural/language population

The Opportunity

During the past year, representative of CHIMO Crisis Services, the City of Richmond (Recreation and Cultural Services, RCMP, etc.), Richmond School district and Richmond Health Services have been meeting to find ways to work more collaboratively to enhance the capacity of the Richmond community to prevent and respond to crises.

The 'formal' crisis prevention/response services have agreed, in principle to form a partnership to maximize synergy and minimize cracks and duplications in crisis prevention and response in Richmond. To support this direction they will jointly sponsor a *New Directions for Richmond Initiative*.

The Outcomes

The anticipated outcomes of the New Directions project are consistent with the Parks, Recreation and Cultural Services benefits and outcomes adopted by City Council in 1998. They include:

- Neighbourhoods that are safe, healthy, and resilient; places where crises are transformed into opportunities for change and renewal
- Individuals, families, neighbourhoods and communities who have a greater capacity to both prevent and respond well to crises
- Reduced self-destructive and anti-social behaviour among children and youth
- Children and youth who have a greater capacity to prevent and respond well to crisis
- A 'formal' crisis response system that is effective and functional
- The 'formal' and 'informal' crisis prevention/response systems working in partnership

Possible Actions

The project proposes to enhance the crisis prevention and response capacity in Richmond in several ways:

- Prevent bullying among children/youth by enhancing interaction skills
- Foster cultural and racial harmony
- Build social skills among children and youth
- Increase positive youth activities and reduce negative ones
- Enhance neighbourhood connections and strengthen families
- Mobilize the community around emerging community issues
- Enhance community resources to be efficient, economic, effective and harmonized
- Promote appropriate and efficient use of emergency services' emphasizing prevention and early intervention

First Steps for the New Directions Initiative

- Design and fund a three-year project which will enhance the capacity of both 'formal' and 'informal' crisis prevention and response systems
- Build a comprehensive database of the current services,, programs and personnel providing crisis prevention and response services to Richmond residents
- Generate data on the incidence of diverse crises by neighbourhood
- Coordinate the 'formal' crisis response services into an effective functional network/system
- Decentralize the 'formal' crisis response network into local neighbourhoods, concentrating on one local neighbourhood in the first year as a demonstration project and adding two more neighbourhoods in the latter two years
- Get agreement of 'formal' services to dedicate existing personnel to work together to enhance the capacity of residents to resolve crises through building awareness, education and strengthening the capacity of 'natural helpers'
- Secure stable funding for the three-year project

The Partners in the Initiative

- CHIMO Crisis Services (Lead agency, confirmed)
- City of Richmond Recreational and Cultural Services (To be confirmed)
- Richmond RCMP (Confirmed)
- Richmond School District (Confirmed)
- Richmond Health Services (Confirmed)

Other Potential Partners

- Ministry of Child and Family Development
- Richmond Family Place
- SUCCESS

The "New Directions" initiative would invite Parks, Recreation and Cultural Services staff such as area coordinators, youth outreach workers and library staff to continue to be part of the collaborative community processes in which many are already involved, and to further strengthen and deepen these processes.

Funding for year one of this initiative, beginning this month, is already in place from United Way of the Lower Mainland, the Vancouver Foundation, the National Crime Prevention Centre and CHIMO Crisis Services. Funding will be sought for the second and third years of the project during the next several months. As with all partners, City Parks, Recreation and Cultural Services would be asked to contribute "in kind" resources, such as use of facilities for community meetings and volunteer training.

Along with CHIMO Crisis Services, Richmond School District, Richmond RCMP and Richmond Health Services are confirmed formal partners in the New Directions initiative. We invite City Parks, Recreation and Cultural Services to become a formal partner in this project as an important step in further supporting the City's vision of strong, healthy, safe and vibrant communities.

Yours truly,

A handwritten signature in cursive script, appearing to read "Joan Cowderoy".

Joan Cowderoy
Executive Director

Attachement
cc Kate Sparrow

Crisis Prevention And Response Resources in Richmond

NEW DIRECTIONS

April 2003

The Vision

A wide continuum of actions: community development, prevention through awareness building and education, early intervention and triage, short term intensive support and referral, and follow up supports.

Bringing together different resources: individuals, families, neighbours, community groups, churches, schools, sports associations, community agencies, community centres, RCMP, Fire, Ambulance and public health into an effective partnership.

Responding flexibly and effectively to the diverse needs of individuals, families and neighbourhoods in Richmond.

The Need for Change

The complex system of crisis response and prevention resources is largely uncoordinated.

Diverse groups (for example: youth, the Chinese community, and seniors) are poorly served.

Some parts of the system are under-utilized (for example: Chimo's counselling services and the crisis lines in Mandarin and Cantonese); others are mis-used (for example: the 911 number); and others are under-resourced (for example: Chimo's prevention work in the schools and the RCMP's community policing offices).

The formal system of crisis response and prevention resources is more focused on a centralized approach to the whole of Richmond. It does not take into account the changing realities of neighbourhoods.

Funding resources are being constrained. Demands for greater efficiency and accountability will increase. Some services may be better delivered regionally. Others locally.

"In the midst of crisis, people feel danger.

*With a creative and responsive 'hammock of support',
crises can become opportunities for change
and renewal, for new friendships and life,
for joy and laughter."*

For further information, contact:

CHIMO Crisis Services

Telephone (604) 279-7077 • Facsimile (604) 279-7075
E-mail chimo@chimocrisis.com

Current Opportunities

Chimo staff and volunteers have been exploring alternative approaches and partnerships. Community members and staff of other community agencies and public bodies have been involved in these discussions.

The RCMP is particularly interested in expanding its base of community safety offices in partnership with other community agencies.

Richmond Recreation and Cultural Services have expressed an interest in linking to the community development work, and to the services of other community agencies. This initiative supports the City of Richmond's vision "to be the most appealing, liveable and well-managed community in Canada". A pilot project in South Arm between Chimo and the South Arm Community Centre has been initiated.

The City of Richmond recently completed a visioning process focusing on building more vibrant and safe communities. Developing neighbourhoods has emerged as a priority.

Chimo's partnership with the Richmond School District, focusing on preventative education in the schools, offers an opportunity to do more work on a local neighbourhood basis with Parent Advisory Committees, teachers and principals.

Chimo has extensive experience working with the Chinese community in Richmond, and has a potential new partnership with SUCCESS.

Core Assumptions

- Crises naturally happen in the everyday lives of individuals, families and neighbourhoods.
- Individuals and families have inherent capacities to respond to crises, reach out for help, and grow and change. These resiliency capacities can be strengthened.
- Friends and neighbours form a natural network of supports for individuals and families in crisis. Their capacities to help can be strengthened.
- Services, whether delivered by volunteers or staff, are important as secondary resources to help individuals, families and neighbourhoods in crisis. They need to be easily accessible, flexible and responsive.
- Crises occur in a broader context of family, neighbourhood, and community life. Factors of poverty, unemployment, ill health, and inadequate housing exacerbate crises. Responding to individual, family, and neighbourhood crises needs to be linked to broader community action.
- Richmond is diverse. The richness of individuals, families and neighbourhoods presents both interesting challenges to responding to crises, and wonderful opportunities.
- Change needs to be created from the grassroots level.

"Crises change us forever. They can bring unbearable pain, surface deepest fears, push us to look at ourselves through dramatically altered lenses. The challenge is to be able to stay open to life, unfolding within and before us."

Elements of a Three Year Developmental Approach

- Building the capacity of individuals and families to respond to their own crises, and to the crises of their friends and neighbours - **learning**
- Decentralizing some crisis response services so that they are more accessible - **local crisis response offices**
- Enhancing community leadership and action - **community action committees**
- Increasing access to City-wide resources on an issue by issue basis - **integrated neighbourhood service response teams**
- Starting with three pilot communities

"The ability to walk well through crises, embrace the change that is inevitable requires resilience: a capacity to bear pain, self awareness and hope, circles of steadfast friends, and an openness to creativity."

Next Steps

- Informal community development and community mapping work over the summer.
- Three community planning events in the fall, designed to: involve local people, create community two year action plans, and bring forth local leadership and community action committees.
- Creation of a formal partnership between Chimo and the RCMP, City of Richmond Recreation and Cultural Services, Richmond School District, and Richmond Health Services that outline joint and separate responsibilities.
- Creation of three community-based teams of staff reflecting the partnering agencies; and, a senior management steering committee.
- Design of a resiliency education and training package, and piloting of this approach during the Fall (for example: a Family Night Out model focusing on resiliency awareness for children, youth and adults).
- Creation of a broad-based community steering committee to oversee and support the two year developmental approach and to lay plans for further neighbourhood developmental approaches.
- Searches for foundation funding for the two year developmental approach and for an intensive evaluation process.
- Creation of a broad-based community steering committee to explore the issues and possibilities for youth in crisis.