



**THE CITY OF CALGARY  
OFFICE OF THE MAYOR**

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**Application to the City of Calgary Council Innovation Fund**

**Date:** July 12, 2018

**Name of Project:** Calgary Community Court: Pilot Readiness

**Sponsor:** Councillor Ward Sutherland

**Phone Number:** (403) 268-2430

**Address:** Office of the Councillors, 800 Macleod Tr. S.E.

**Affected Business Unit(s) and/or Departments:** Calgary Police Service

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**Amount of Funds Requested: \$250,000.00**

**Summary Description of Project (Max 1 page):**

Through a collaboration of eleven organizations that include Justice, Social, and Health we have completed a blueprint for a Calgary Community Court that would divert vulnerable populations (facing addiction, mental health, homelessness) charged with social disorder offences away from jail toward an integrated, court monitored system of rehabilitative supports. Evidence is overwhelming that this is a smarter approach from rehabilitation, recidivism, system-cost and public safety perspectives. The **Calgary Community Court: Pilot Readiness Project** is the next step toward re-engaging this critical segment of Calgary's vulnerable population.

Since 2015, a multi-disciplinary group of Calgary leaders has collaborated, with the guidance of global experts from the Center for Court Innovation, New York, to develop this rigorous evidence-based model, in-line with Canadian and global justice transformation trends. Following are Steering Committee members active for over two years, and who continue to be at the center of this undertaking:

- James Ogle, Judge, Provincial Court of Alberta
- Susan Pepper, Assistant Crown Prosecutor
- Sat Parhar, Deputy Chief, Calgary Police Service
- Diana Krecsy, President & CEO, Calgary Homeless Foundation
- Julie Kerr, Senior Operating Officer, Alberta Health Services
- Ian Savage, President, Calgary Defence Lawyers Association
- Crystal Wierl, Director, Justice, Solicitor General, Community Corrections SouthernAB
- Frank Cattoni, Executive Director, Safe Communities Opportunity & Resource Centre (SORCe)
- Barb Barclay, Southern Regional Manager, Native Counselling Services of Alberta
- Jacqueline Iny, Strategic Advisor, City of Calgary
- Joy Bowen-Eyre (2018), Director of Government Relations, United Way of Calgary and Area

**Goals of the proposed Calgary Community Court:**

- Provide an accountable, holistic, multi-faceted system of supports to improve well-being for vulnerable Calgarians charged with non-violent social disorder offences whose criminal activity is related to issues of marginalization, addiction, mental health and/or homelessness.
- Reduce recidivism and incarceration costs associated with policing.
- Promote reasonable and effective alternatives to imprisonment in the sentencing process.
- Improve community safety through reduced recidivism.
- Engage the broader community in restorative justice.

With the blueprint now in front of three levels of government (municipal, provincial and federal) and across ministries (Justice, Health and Social Welfare) the Collaborative is seeking cross-governmental endorsement and funding of \$8.4 million to operate the three-year pilot, intended to yield a proof of concept for rehabilitation of a vulnerable population, long term systemic change and ultimate system-level cost savings.

This initial request for \$250,000 is to hire the Implementation Coordinator who will take the blueprint to operational readiness, and to build the project evaluation platform in conjunction with the University of Calgary's School of Public Policy.

The Collaborative requests that Council demonstrate its commitment to innovation and to the well-being of all Calgary citizens by pledging this first initial amount of \$250,000. This strategic investment at the outset sends a strong signal to all levels of government and positions the Collaborative to continue to create readiness for the Court while it secures the funds needed to operate the three-year pilot, and generate a proof of concept for long-term transformational change.

**Proposed Timeline (including proposed date of final report):**

**Calgary Community Court – Pilot Readiness Project**

<b>Activity</b>	<b>Start Date</b>	<b>Duration/End Date</b>
Recruit and hire Implementation Coordinator (IC).	August 2018	August 2018
IC drafts policy, procedures and court referral workflow.	September 2018	October 2018
IC identifies service and program provider agencies and enters into formal MOU / Information Sharing agreements.	October 2018	November 2018
IC creates court schedule with coordination with Court, Crown, JP & DC offices.	December 2018	December 2018
IC ensures all Governance, Agreements, Processes, Procedures, Roles and Accountability frameworks designed, drafted, ratified and in place	November 2018	December 2018
IC brings forward all deliverables, as described above, for final sign-off to Calgary Community Court Steering Committee.	December 2018	December 7, 2018
IC refines Governance, Agreements, Processes, Procedures, Roles and Accountability frameworks based on real-time application and learning	December 2018	September 2019
University of Calgary's School of Public Policy (Dr. Alina Turner) in conjunction with IC, designs, develops, implements, refines Pilot evaluation framework and monitors data collection.	September 2018	September 2019
IC in conjunction with stakeholders launches Calgary Community Court and hands off for completion of three-year operation.	December 17, 2018	September 2019
Final Report on Calgary Community Court: Pilot Readiness Project, back to Council		September 2019

**How does this project meet the criteria of the fund as set out in the Terms of Reference for the Council Innovation Fund?**

*The Council Innovation Fund (CIF) encourages innovation or pilot projects that have potential to support or contribute to the goals of Council and have citywide application. The Fund provides one-time start-up funds for initiatives that will support or contribute to Council’s priorities and / or pilot projects that have the potential to change citywide policies and procedures.*

<b>Benefits to the City and alignment with Council Priorities</b>		
<b>Priority: A prosperous city</b>		
Community Well-Being	P5 Seek out partnerships with other governments and community partners to achieve community well-being	- 11+ organization collaboration - Vancouver Downtown Community Court - Centre for Court Innovation – New York Court System
	P7 Continue policies and programs to reduce the number of people living in poverty	- Divert vulnerable citizens to integrated support services that will restore their ability to be housed, employed, socially engaged
<b>Priority: A city of inspiring neighbourhoods</b>		
Public Safety	N1 Keep communities safe by meeting and maintaining standards for crime prevention...	- Crime prevention through integrated intervention mechanisms and reduced recidivism
<b>Priority: A well run city</b>		
Strategic Actions	W2 Be as efficient and effective as possible reducing costs and focusing on value for money	- Reduce costs to City EMS, Police, Transit, Bylaw by addressing root cause issues related to addiction, mental health, homelessness

The Calgary Community Court provides an opportunity for justice, social and health system stakeholders to adapt citywide policies and procedures to leverage existing expertise and resources to improve well-being, including housing stability, for a segment of vulnerable Calgarians. Through a problem-solving orientation that addresses underlying issues connected to homeless, poverty and marginalization, the Court proposes to provide alternative sentencing such as social service connection and community service. Current alternative sentencing options leave a gap for individuals who are cycling through the system with repeat social disorder offences; new policies and procedures will renew hope for vulnerable citizens as well as having positive outcomes on public safety and system costs citywide.

Calgary has proven success creating innovative restorative justice initiatives including the Domestic Violence Court and Drug Treatment Court. Calgary Police Service continues to advance SORCe and the Crossroads Centre; a multi-agency collaborative that connects people experiencing homelessness, or at imminent risk of homelessness, to supports that can help to address barriers to stable housing. The Court proposes to leverage this existing network that will become the hub for rehabilitation, improving integration of existing infrastructure, resources and services, and managing incremental costs citywide.

The start-up request here in for \$250,000 is a one-time seed amount that will allow us to render the Calgary Community Court operations-ready. It is an important signal of commitment and endorsement by Council to all levels of government and across ministries, paving the way for the systemic commitment needed from all levels of government and across ministries.

**What does success look like and how will it be measured?**

The goals of the **Calgary Community Court: Pilot Readiness Project** are to:

- a. Implement Governance, Agreements, Processes, Procedures, Roles and Accountability frameworks and any other mechanisms to achieve operational readiness and launch court by Q1 2019
- b. Refine and adjust the court model based on real-time operations, throughout Q1-Q3 2019
- c. Design and embed a rigorous evidence-based evaluation framework to generate a body of evidence that will become the basis for repeatable systemic change, beyond the Pilot

In the third quarter of 2019 a final report would be brought to Council outlining the steps taken and outcome of **Calgary Community Court: Pilot Readiness Project**, and the results of the \$250,000 investment. Following are associated measures of success that would be tracked and evaluated:

<b>Measures of Success</b>	✓
Implementation Co-ordinator hired and in-place	
Governance, Agreements, Processes, Procedures, Roles and Accountability frameworks designed, drafted, ratified and in place	
Court referral workflow policy and procedures drafted and in place	
Court schedule, coordinated with Alberta Provincial Court, Alberta Justice Calgary Prosecutions, Defence Lawyers Association, in place	
Service and program provider agencies identified; formal Memorandums of Understanding and Information Sharing Agreements in place	
Evaluation framework to collect and build a robust evidence-based body of data and understanding that will become the basis for repeatable systemic change is: i. In place    ii. Refined throughout Q1-Q3 2019 Committed to an evidence-based approach, we are working with Dr. Alina Turner, Fellow at School of Public Policy, U. of Calgary to develop the evaluation framework and maintain ongoing scrutiny over the three-year pilot.	
Community Court is ready to operate Dec 2018/ Jan 2019	
Calgary Community Court is launched and handed-off, Q1 2019 (for on-going operations - three-year pilot 2019-2021)	
Court model is refined based on real-time operations learning Q1-Q3 2019	

**Evaluation Framework for the Calgary Community Court**

The evaluation framework will draw from the body of literature on similar initiatives to develop a set of consistent data elements and Key Performance Indicators to collect for programming and evaluation. The framework will determine specific, measurable outcomes of success, processes on how to track the measurement, data sharing agreements with partner agencies, and a knowledge mobilization plan. Ongoing collection of data and interim reports will support real-time implementation refinement.

The evaluation will use a multi-methods approach (quantitative, qualitative) to assess:

- Improves community safety through reduced recidivism
- Assesses needs of the individual and connects them with appropriate services
- Reduces victimization, repeat offender case processing, and jail time costs
- Improves public safety and quality of life for individuals and community
- Improves systems integration by streamlining referral processes for shared clients

**Data Collection**

Data collection will include client-level information such as name, date of birth, service interactions, needs, outcomes. Evaluators will access data for tracking participant activities and system interactions.

Evaluation will include case file review, participant data review, court observation, interviews with stakeholders and frontline, interviews with program participants, review of program documents.

**Evaluation Logic Model - Calgary Community Court**

<b>Objective</b>	<b>Activities</b>	<b>Deliverables</b>	<b>Outcomes</b>
Reduce recidivism and incarceration costs associated with policing.	Create points of diversion from traditional courts that, typically, result in incarceration.	Community Court will sit one or more days(s) a week and direct clients into readily available programs and services to help deal with root cause issues of crime such as addictions, mental health issues, etc.	Clients that participate in Community Court will have fewer incarcerations, police and AHS interactions, than prior to their involvement with CCC.
Engage the broader community in restorative justice.	Create, foster and flourish new and existing partnerships that offer programs and support for vulnerable persons in Calgary.	Enter into formal agreements with twelve or more program and service providers that would directly support Community Court clients.	Community Court has a wide selection of agencies to choose from that can best serve the needs to its clients.
Promote reasonable and effective alternatives to imprisonment in the sentencing process.	Engage Project Manager to create policy and procedures of Community Court workflow.	Project manager's report on SOP's; workflow chart; referral agency process.	Clear process, policy and procedures are established to give the Courts the necessary level of assurance of sentencing options and related accountability.
Address the gap for charged individuals who require different intervention than is currently available in the justice system.	Create a diversion referral process, approved by the Calgary Community Court, which provides services and programs to vulnerable persons.	Project manager's report on SOP's; workflow chart; referral agency process.	A broader array of options are available to vulnerable persons who are involved in the justice system.



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**Jeff Fielding**  
City Manager – City of Calgary

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**Ward Sutherland**  
Councillor – Ward 1 – City of Calgary

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**Terrence Matchett**  
Chief Judge  
Provincial Court of Alberta

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**James Ogle**  
Judge  
Provincial Court of Alberta

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**Roger Chaffin**  
Chief of Police  
Calgary Police Service

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**Brian Thiessen**  
Chair  
Calgary Police Commission

July 12, 2018  
Calgary, Alberta