

Community Services Report to  
SPC on Community and Protective Services  
2018 October 03

ISC: UNRESTRICTED  
CPS2018-1096

## Revised Prevention Investment Framework with Mental Health & Addictions Lens

### EXECUTIVE SUMMARY

On 2018 July 30, Council earmarked up to \$25M from the Fiscal Stability Reserve for crime prevention and a new mental health and addiction strategy. As part of the earmarked funds, over the next five years, \$15M is to be allocated to the Prevention Investment Framework, as outlined in this report. The remaining \$10M is to be used to seed funding for initiatives resulting from the strategy, subject to adoption of a governance and decision-making framework. Council directed Administration to report the guidelines for awarding the initial 2019 funds using the Prevention Investment Framework, with the addition of a mental health and addiction lens, no later than 2018 October to the Standing Policy Committee on Community and Protective Services.

This report presents the revised Prevention Investment Framework, with the addition of a mental health and addictions lens. The revised Framework strategically integrates a wide range of prevention strategies and approaches, and has been adapted to inform a holistic, community-wide funding program that complements the existing funding landscape in the areas of mental health, addiction and crime prevention. It will also act as a foundational step in the development of the Council-directed mental health and addiction strategy.

#### **ADMINISTRATION RECOMMENDATION:**

That the SPC on Community and Protective Services recommends that Council approve the revised Terms of Reference for the Prevention Investment Framework (Attachment 1), to provide guidelines for awarding 2019 funds, as directed in Notice of Motion C2018-0956.

#### **RECOMMENDATION OF THE SPC ON COMMUNITY AND PROTECTIVE SERVICES, DATED 2018 OCTOBER 03:**

That the Administration Recommendation contained in Report CPS2018-1096 be approved.

### PREVIOUS COUNCIL DIRECTION / POLICY

On 2018 July 30, Council, through C2018-0956, earmarked up to \$25 million from the Fiscal Stability Reserve for Crime Prevention and a new Mental Health and Addictions Strategy over the next five years, **with \$15 million allocated to the Community Services Prevention Investment Framework, The City's necessary Family and Community Support Services (FCSS) contributions, and other short term initiatives in areas such as Crime Prevention Through Environmental Design**, and the remaining \$10 million earmarked to seed funding for initiatives resulting from the strategy described below, subject to adoption of a governance and decision-making framework. Council also directed Administration to:

- convene a community-wide mental health, addiction and crime prevention strategy, modeled on the systems approach taken in the Ten Year Plan to End Homelessness and Enough for All, involving a broad base of community stakeholders and leveraging partnerships with service providers and other orders of government;
- **report guidelines for awarding initial 2019 funds from the fund using the Prevention Investment Framework with the addition of a mental health and addiction lens, no later than 2018 October to the Standing Policy Committee on Community and Protective Services, and;**

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- report back with a scoping report and work plan for the development of the community strategy identifying short, medium and long term actions, recommendations on a governance framework, targets and measurable [outcomes], and initial policy directions for Council's consideration to a Strategic Session of Council, no later than Q1 2019. This session should be facilitated and involve input from members of Council and other stakeholders, including experts, in its design.

On 2018 January 29, Council approved the Community Services Prevention Investment Framework Terms of Reference to guide the investment decisions for \$3M in one-time funding (allocated to Community Services during the 2018 Budget Deliberation and Adjustment Process).

On 2017 November 30, through C2017-1123, Council allocated \$3M in one-time funding from the Fiscal Stability Reserve to safe communities, youth and low income programs and crime prevention. Council directed Administration to report back to the SPC on Community and Protective Services, no later than Q1 2018, with a strategy for the use of these funds.

**BACKGROUND**

Many Calgarians are feeling isolated and at risk of harm and violence. In response to growing concerns of social isolation and community safety, which contribute to issues of mental health and addiction, Council earmarked up to \$25M for crime prevention and a new mental health and addiction strategy over the next five years. Of the \$25M, \$15M is to be allocated to the Prevention Investment Framework, The City's necessary FCSS contributions, and other short term initiatives.

The Community Services Prevention Investment Framework was originally approved by Council in 2018 January to guide decision-making for investments in preventive programs and services through one-time funding of \$3M from the Fiscal Stability Reserve allocated during the 2018 Budget Deliberation and Adjustment Process. It was built on a foundation of proven prevention strategies and principles aimed to link prevention work across Community Services, the Calgary Police Service and non-profit organizations. This Framework informed investment in high impact programs, addressing gaps in preventive programs and services and investing in community spaces.

Previously, Council has approved funding to the Emergency Resiliency Fund (ERF), the Crime Prevention Investment Plan (CPIP) and Family and Community Support Services (FCSS). These complementary funding programs have supported a continuum of prevention programs, from one-time support to those affected by the economic downturn, to short-term crime prevention projects, and to ongoing preventive social programs to Calgarians experiencing vulnerabilities. The revised Framework (Attachment 1) builds on the success of these funding programs, and it will inform funding decisions in the areas of mental health, addiction and crime prevention.

**INVESTIGATION: ALTERNATIVES AND ANALYSIS**

The last decade has seen an increase in awareness and community response to mental health and addiction, both nationally and locally. Since the creation of the Mental Health Commission of Canada in 2007, numerous reports have highlighted different aspects of mental health and its relationship to addiction, crime prevention, and suicide. While "*Changing Directions, Changing*

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*Lives: The Mental Health Strategy for Canada*<sup>1</sup> is considered a seminal document for improved mental health outcomes for everyone in Canada, subsequent reports highlight the co-occurrence of mental health and addiction, the unique needs of children and youth, as well as the role of caregivers.

In 2011, the Government of Alberta and Alberta Health Services released *Creating Connections: Alberta's Addiction and Mental Health Strategy*<sup>2</sup>, a report that promotes an integrated addiction and mental health service model, based on the five-tier model commonly used in the sector. The model is a continuum that ranges from health promotion and early intervention to rehabilitation and long-term, specialized treatment. In 2015, the Government of Alberta commissioned the *Valuing Mental Health*<sup>3</sup> report, a provincial blueprint for improving mental health outcomes for Albertans. The implementation plan was released in June 2017, and is currently being operationalized across the province, including in Calgary.

Calgary has also experienced increased mobilization and coordination of services for mental health and addiction. The Calgary Council for Addiction and Mental Health (CCAMH) was established in 2016 as a collaborative model for addressing mental health and addiction issues for Calgarians. CCAMH is comprised of over 45 community non-profit organizations, government services and foundations which aim to provide a barrier-free, person-centered approach to Calgarians dealing with these issues. CCAMH is a partner in the implementation of the *Valuing Mental Health* report recommendations.

Common threads are evident across the aforementioned reports and strategies, including:

- the need for a collaborative approach across sectors, such as health, addiction, justice, correction, education and social services;
- the fact that increased investments in promotion, prevention and early intervention need to complement investments in treatment and rehabilitation services; and
- the link between mental health/addiction and other social determinants of health, such as housing instability, poverty and discrimination.

The revised Framework is conceptualized to enhance the wellbeing of Calgarians by reducing risk factors and increasing protective factors that are known to prevent a wide range of issues pertaining to mental health, addiction, criminal activities and other inter-related issues. It complements the five-tier continuum of addiction and mental health service model noted above, and aligns with the first three tiers of the continuum:

- **promotion** (population-based health promotion),
- **early interventions** (for people with risk factors), and
- **targeted intervention** (for people with identified issues).

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<sup>1</sup> Mental Health Commission of Canada. (2012). [Changing Directions, Changing Lives: The Mental Health Strategy for Canada](#). Calgary, AB: Author.

<sup>2</sup> Government of Alberta. (2011). [Creating Connections: Alberta's Addiction and Mental Health Strategy](#). Edmonton, AB: Author.

<sup>3</sup> Alberta Mental Health Review Committee. (2015). [Valuing Mental Health](#). Edmonton, AB: Author.

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The other two tiers are focused on the specialized **treatment** and **rehabilitation** of more complex cases. According to *Valuing Mental Health* report<sup>4</sup>, investments in mental health promotion and addiction prevention account for only 0.1 per cent of costs related to the health care system in Alberta, despite estimates from the Canadian Commission on Mental Health that a ten per cent reduction in new mental health-related cases can be achieved through prevention investments, resulting in significant savings over time<sup>5</sup>.

The Terms of Reference for funding according to the revised Framework will guide the allocation in 2019 of \$3M from the \$25M earmarked through Notice of Motion C2018-0956. These funds will contribute to the Framework's four long-term outcomes of enhanced wellbeing, safer communities, reduced crime and reduced harm. These allocations will be for one year only, as future allocations will be aligned with the Council-directed mental health and addiction strategy currently under development.

Funding allocations will be determined through a review of proposals submitted by community-based organizations. Proposals will be reviewed by Administration, in consultation with community partners with expertise in funding mental health, addiction and crime prevention programs. Review panels will be established to adjudicate the funding proposals and to inform funding allocation decisions. Attachment 2 shows the funding proposal evaluation criteria, and Attachment 3 outlines the 2018 implementation timelines.

### **Stakeholder Engagement, Research and Communication**

Representatives from various funding organizations were consulted to inform revisions to the Framework. Their respective funding priority areas and current investments in the mental health, addiction and/or crime prevention sectors were reviewed. In addition, a preliminary scan of local, provincial and federal policies and strategies was conducted for better alignment between local investments and investments by other orders of governments. Engagement and communication will continue with these stakeholders throughout the funding assessment and allocation process, to achieve the greatest possible coordination in funding.

### **Strategic Alignment**

This report's recommendations align with, and contributes to, the following 2019-2022 Citizen Priorities for One Calgary: A prosperous city; A city of safe and inspiring neighbourhoods, A healthy and green city; and A well-run city.

In addition, this report aligns with nationally, provincially and locally recognized strategies including, but not limited to:

- The Calgary Police Service Crime Prevention and Reduction Continuum,
- Crime Prevention through Environmental Design (CPTED),
- Crime Prevention through Social Development,
- The Canadian Municipal Network on Crime Prevention,

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<sup>4</sup> Alberta Mental Health Review Team. (2015). *Valuing Mental Health: Report of the Alberta Mental Health Committee*. Edmonton, AB: Author.

<sup>5</sup> Mental Health Commission of Canada. (2016). *Making the Case for Investing in Mental Health in Canada*. Ottawa, ON: Author.

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- The Social Sustainability Framework,
- Creating Connections-Alberta's Addiction and Mental Health Strategy,
- The *Valuing Mental Health* report,
- Council-approved social wellbeing principles of equitable access and prevention.

### **Social, Environmental, Economic (External)**

There are numerous social, environmental and economic benefits of investing in prevention. Investment in prevention social programs contributes to individuals', families' and communities' resilience, and enables them to overcome adversities and reach their full potential. Investments in CPTED and other place-based crime prevention initiatives lead to a reduction in the fear and incidence of crime, as well as enhance the quality of life of residents. The return on investment in preventive social programs is significant and it is estimated that every dollar invested yields a return of up to \$13 by diverting resources from more costly services such as policing, justice, and mental health.

### **Financial Capacity**

#### ***Current and Future Operating Budget:***

The recommendations in this report do not have any operating budget implications, as Council has already earmarked \$25M from the Fiscal Stability Reserve through C2018-0956.

#### ***Current and Future Capital Budget:***

The recommendations in this report do not have any capital budget impacts.

### **Risk Assessment**

There are no significant risks associated with the revised Framework, with the addition of mental health and addiction lens. However, for implementation, the following risks have been considered:

1. There are community funding organizations that are investing in mental health, addiction and crime prevention. There is a risk of overlapping mandates among these funding programs. This risk will be mitigated by engaging other funding organizations and orders of government in implementation of the funding allocation process. Conversations have already started with these stakeholders, as outlined in the 'Stakeholder Engagement, Research and Communication' section of this report.
2. There is a risk of making funding allocation decisions ahead of the mental health and addiction strategy development. Council has mitigated this risk by earmarking \$10M in seed funding for initiatives coming out of the community-wide strategy development and Administration is proposing to mitigate this risk by establishing the current funding program as one-year funding in the first year. It is important to note that one-time funding can raise stakeholder expectations that additional resources will follow. The Terms of Reference with guiding principles, governance and consistent processes for guiding decision-making on prevention investments will help to mitigate this risk. In addition, future funding decisions will be made in alignment with the mental health and addiction strategy.

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3. The Framework's four long-term outcomes are difficult to track and measure with one-time funding. To mitigate this risk, Administration has developed a strategy to measure short-term outcomes, which over time, contribute to long-term outcomes.

#### **REASON(S) FOR RECOMMENDATION(S):**

A healthy, equitable and safe city means that its residents have the support they need to live their lives to the fullest. Unfortunately, economic downturns, social isolation and global political shifts create uncertainties that contribute to social disorder, a reduced sense of personal and community safety, and poor mental and emotional health. Investments in programs that promote mental wellbeing for all, reduce risk factors for vulnerable populations, and increase protective factors for those who are affected by mental illness, addiction and crime will contribute to the achievement of Council's vision for Calgary as a great place to make a living, a great place to make a life.

#### **ATTACHMENTS**

1. Attachment 1 – Terms of Reference
2. Attachment 2 – Funding Proposal Evaluation Criteria
3. Attachment 3 – 2018 Implementation Timelines