

Community Action on Mental Health and Addiction Strategic Framework

EXECUTIVE SUMMARY

This report provides an update on Community Action on Mental Health and Addiction (C2018-1443) including Public Safety near Supervised Consumption Services (C2019-0256). Since the Strategic Meeting of Council on 2018 December 19, Administration has conducted stakeholder engagement, undertaken a scan of approaches taken by other jurisdictions, participated with other key stakeholders in the Bloomberg Harvard City Leadership Initiative's Cross-Boundary Collaboration program, and engaged members of Council on the development of a Community Action on Mental Health and Addiction Strategic Framework (Attachment 1).

On 2019 March 4, Council endorsed actions that were currently underway and contributing to enhancing safety in the area around the supervised consumption services at the Sheldon M. Chumir Health Centre (Chumir SCS). Council authorized up to \$1 million in one-time funding to support actions that could be implemented immediately and directed Administration to develop an implementation plan (Attachment 2). The plan, in alignment with the strategic framework, details actions being implemented by The City, other orders of government, non-profit organizations and community partners.

The Community Action on Mental Health and Addiction Strategic Framework applies to the short-term actions currently underway around the Chumir SCS and provides a structure for the collaborative development of medium- and long-term actions. Governance for the development of the full Community Action on Mental Health and Addiction Strategy will be provided by a Leaders Forum (Attachment 3). This report also recommends that \$1 million be allocated to the testing of innovative initiatives through a fast pilot process as overseen by a Collaborative Investors Table (Attachment 4) to advance collaborative solutions. In addition, \$3 million for the purpose of providing a second year of funding for the programs currently funded through the Prevention Investment Framework with Mental Health and Addictions Lens (Attachment 5) is recommended to ensure that ongoing programs and supports demonstrating positive results are in place for individuals, families and the community.

Community Action on Mental Health and Addiction Strategic Framework

ADMINISTRATION RECOMMENDATIONS:

That the SPC on Community and Protective Services recommends that Council:

1. Approve the terms of reference for the Community Action on Mental Health and Addiction Leaders Forum (Attachment 3) to guide the development of the associated strategy and direct Administration to develop a list of recommended members.
2. Forward this report (CPS2019-0755) to the 2019 July 29 Combined Meeting of Council with a supplemental attachment including the names of proposed members of the Community Action on Mental Health and Addiction Leader Forum as per the above recommendation.
3. Direct that Administration report back no later than Q4 2020 with a Community Action on Mental Health and Addiction Strategy and collaborative implementation plan guided by the strategic framework (Attachment 1).
4. Approve the terms of reference for the Mental Health and Addiction Collaborative Investors Table (Attachment 4).
5. Authorize Administration to allocate \$1 million of the previously earmarked funds to test promising initiatives through a fast pilot process, to be developed in collaboration with other potential funding partners who will form part of the Mental Health and Addiction Collaborative Investors Table.
6. Authorize Administration to allocate up to \$3 million of the previously earmarked funds for 2020, to maintain current programs funded through the Prevention Investment Framework with Mental Health and Addiction Lens that are demonstrating positive results.

PREVIOUS COUNCIL DIRECTION/POLICY

On 2019 March 4, Council authorized administration to allocate up to \$1 million in one-time funding from Council's Community Action for Mental Health and Addiction initiative to support immediate actions that contribute to enhanced safety near the supervised consumption service site. Council directed Administration to develop an implementation framework and report back to Council through SPC on Community and Protective Services no later than 2019 Q2.

On 2019 February 13, Council directed Administration to consider information from the panel presentations and discussion at the SPC on Community and Protective Services when developing recommendations. Administration was directed to report to Council with an update on actions taken to date to address Notice of Motion C2019-0123 from 2019 February 4.

On 2019 February 4, through Notice of Motion C2019-0123 Responding to Public Safety Issues at Sheldon M. Chumir Health Centre's SCS Facility, Council directed Administration to develop a set of immediate actions to respond to public safety issues near the supervised consumption services site and report to Council through the SPC on Community and Protective Services at the 2019 February 13 meeting.

On 2018 December 19 (C2018-1443), Council directed Administration to incorporate the feedback from the facilitated discussion at the meeting, in developing strategic actions, initial policy directions, targets, measures, and a governance framework as part of a Community

Community Action on Mental Health and Addiction Strategic Framework

Mental Health and Addictions Strategy, and return to Council through the SPC on Community and Protective Services no later than Q2 2019. Council also referred a proposed amendment to Administration (Attachment 6) to consider when developing the governance of the Community Mental Health and Addiction Strategy.

On 2018 October 15, Council approved the revised Terms of Reference for the Prevention Investment Framework with Mental Health and Addiction Lens (Attachment 5) to provide guidelines for awarding 2019 funds, as directed in Notice of Motion C2018-0956.

On 2018 July 30, Council approved the following resolutions in the Notice of Motion C2018-0956:

- That Council earmark up to \$25 million from the Fiscal Stability Reserve for Crime Prevention and a new Mental Health and Addiction Strategy over the next five years, with \$15 million allocated to the Community Services Prevention Investment Framework, The City's necessary FCSS contributions, and other short-term initiatives in areas such as Crime Prevention Through Environmental Design, and that the remaining \$10 million be earmarked to seed funding for initiatives resulting from the strategy described below, subject to adoption of a governance and decision-making framework;
- That Administration 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; and
- That Administration report to Council through the SPC on Community and Protective Services with 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; and a scoping report and work plan for the development of the community strategy for Council's consideration to a Strategic Session of Council, no later than Q1 2019.

BACKGROUND

Each year, one in five people experience a mental health problem or mental illness. Mental illness affects people of all ages, education, income levels and cultures. Mental illness is a leading cause of disability in Canada, and economic recessions, unemployment, income decline, and unmanageable personal debt are associated with poor mental wellbeing, increased rates of mental disorders, substance use disorders, and suicidal behaviours. The proportion of Calgarians who feel their mental health is excellent or very good has decreased from 77 per cent in 2005 to 72 per cent in 2014. As of Q4 2018, the Calgary Zone continues to have the highest number and rate of accidental poisoning deaths involving fentanyl in Alberta, with an average of six deaths per week with 60 per cent of these types of deaths occurring at the individual's home address. In response to community concerns about mental health, substance use, and neighbourhood disorder, Council approved the Community Action on Mental Health and Addiction Notice of Motion on 2018 July 30.

Issues related to mental health and addiction are complex and often require the involvement of numerous programs and systems. Finding the right support at the right time can be a time-consuming challenge for individuals and their families. To provide Council with a deeper understanding of the issues facing Calgarians, a Strategic Council Meeting was held on 2018 December 19. A panel of key stakeholders provided an overview of the complex issues of

Community Action on Mental Health and Addiction Strategic Framework

mental health, addiction, and community safety in Calgary. Input from Council, combined with information gathered through stakeholder engagement sessions and research into approaches to address mental health, addiction, and related community safety issues in other jurisdictions, contributed to the development of a Community Action on Mental Health and Addiction Strategic Framework (Attachment 1). The Framework provides a model for short-term actions that can be implemented immediately, as well as medium- and long-term actions that will be developed under the direction of a Leaders Forum (Attachment 3).

On 2019 February 13, a panel of stakeholders with specific knowledge and perspectives about public safety, approaches to addiction treatment, and the experiences of residents and businesses in the Beltline area provided the SPC on Community and Protective Services with information that contributed to the development of an implementation plan (Attachment 2) to enhance safety near the Chumir SCS. Short-term actions to address crime and social disorder are integral to supporting long-term community-wide mental health, addiction and crime prevention strategies.

In 2018 November, Calgary was chosen as one of ten international cities to participate in the Bloomberg Harvard City Leadership Initiative's Cross-Boundary Collaboration program. Calgary selected a team of eight people (Attachment 7) including community members who participated in the program from 2018 December to 2019 May with the Community Action on Mental Health and Addiction as the project of focus. The program included learning through an intensive week-long workshop, project meetings in Calgary facilitated by Harvard faculty, virtual learning sessions, case study review and regular access to resources and faculty through conference calls. The Community Action on Mental Health and Addiction project has benefited from involvement in this program through greater understanding of the strategic dimensions of collaboration, shared goal setting, authentic inquiry and mobilizing the full resources of a community. In addition, the program offered opportunities to build and expand relationships and to learn from other jurisdictions tackling complex social issues.

As directed by Council, this report provides a governance model for the development of the Community Action on Mental Health and Addiction Strategy. Attachment 3 provides terms of reference for a Leaders Forum that will provide the legitimacy and stakeholder support required to develop a sustainable collaborative strategy. In addition to the Leaders Forum, Administration is recommending the establishment of a Collaborative Investors Table to advance innovative fast pilot projects. Attachment 4 provides terms of reference for a Collaborative Investors Table that would be accountable for the allocation of funds for the fast pilot initiatives. Administration recommends that \$1 million be allocated to support the testing of innovative projects through a fast pilot process. These funds will be used to leverage additional funds from other potential investors.

To reduce any service gaps, Administration is also recommending the allocation of up to \$3 million in one-time funding for programs that are currently funded through the Prevention Investment Framework with Mental Health and Addiction Lens and are demonstrating positive results. This funding will be governed by the Prevention Investment Framework with Mental Health and Addiction Lens Terms of Reference (Attachment 5).

INVESTIGATION: ALTERNATIVES AND ANALYSIS

Community Action on Mental Health and Addiction Strategic Framework

Strategic Framework

In collaboration with key stakeholders, Administration developed the Community Action on Mental Health and Addiction Strategic Framework (Attachment 1). The framework incorporates multiple sources of information including input from members of Council; local stakeholder engagement; research into mental health, substance use, and community safety context and approaches taken in other jurisdictions; as well as learnings gained through participation in the Bloomberg Harvard City Leadership Initiative's Cross-Boundary Collaboration program.

On 2018 December 19, Council's facilitated discussion resulted in themes of addressing the root causes of mental health issues and addiction, increasing individual and community support, reducing the stigma of mental illness, and having access to help and support. These themes are reflected within the strategic framework through the public value statement and the proposed policy directions and outcomes.

In 2019 April, Administration hosted engagement sessions with key stakeholders to seek further insight about the nature of mental health, addiction, and community safety issues in Calgary. Categories of themes that emerged include system collaboration, service access and navigation, supports outside the formal "system", and stigma and awareness. Administration also heard support for The City taking a leadership role and fostering collaboration among stakeholders, and the importance of policy change and policy advocacy within organizations and at all levels of government. Attachment 8 describes in detail the stakeholder engagement process and results.

Administration conducted a scan of strategies and frameworks at the municipal, provincial, national, and international levels on the topics of mental health, addiction and social disorder. Approaches including access to and coordination of services; stigma reduction; prevention and early intervention; a focus on root causes; integration of governance, funding, and policy; and data, evidence, and research are common across many jurisdictions. The inclusion of these approaches in the strategic framework supports stronger alignment and opportunities for collaboration with stakeholders at the provincial and national level.

One of the tools introduced in the Bloomberg Harvard City Leadership Initiative's Cross-Boundary Collaboration program was the "strategic dimensions of collaboration". The theory underlying the tool indicates that successful collaborative efforts to address complex social issues require operational capacity, legitimacy and support, and a clear statement of public value. Local participants in the program collaboratively developed the public value statement that forms the basis of the strategic framework: *creating hope and strengthening support for people, families and communities living with mental health issues and addictions in order to improve quality of life.*

The Community Action on Mental Health and Addiction Strategic Framework outlines at a high level the outcomes, strategic actions, policy directions, and public value of the strategy. The framework demonstrates how the short-term actions identified in the implementation plan are included in the Community Action on Mental Health and Addiction Strategy, which will be fully developed to include medium- and long-term actions by Q4 2020.

Implementation Plan for Public Safety near Supervised Consumption Services

In response to Council direction in 2019 February, Administration has worked collaboratively with internal and external stakeholders to identify actions that can be implemented in the short

Community Action on Mental Health and Addiction Strategic Framework

term to address safety near the Sheldon M Chumir Health Centre. Short-term actions that were endorsed by Council are either underway or being discussed and monitored through the implementation plan (Attachment 2). The plan was developed in partnership with key stakeholders including multiple City business units, other orders of government, non-profit organizations and community partners. The implementation plan details actions being taken by these stakeholders to respond to public safety. The plan contains associated timelines, internal and external partners, and performance measures and progress reporting. Administration is committed to ongoing collaboration with key stakeholders and reporting quarterly, as required, on the progress made on each action.

Future updates on the actions highlighted in C2019-0256, Update on Public Safety near Supervised Consumption Services, will be linked with Community Action on Mental Health and Addiction. Combined reporting will foster alignment between short- and long-term strategies.

Governance

Governance for the development of the Community Action on Mental Health and Addiction Strategy will be provided by a Leaders Forum that includes representation from key stakeholders. Terms of reference for the Leaders Forum (Attachment 3) outline the mandate, membership, and process for establishing this limited term governance body. Proposed membership has been determined based on a systems approach, similar to that taken by the Ten-Year Plan to End Homelessness and the Enough for All Poverty Reduction Initiative. Membership includes representation from provincial and municipal government; Administration; and other public, private, and non-profit sector organizations. To ensure a balance of representation, the recommended membership includes the Mayor and a member of the Alberta government as co-chairs, two additional members of Council, and representatives from the health and education sectors.

The composition of the Leaders Forum reflects Administration's consideration of an amendment that was referred on 2018 December 19 regarding C2018-1443 (Attachment 6). The recommended membership of three members of Council including the Mayor and the Chair of the Standing Policy Committee on Community and Protective Services is similar to what was proposed in the amendment. Membership of the Leaders Forum would also include a participant from the Bloomberg Harvard City Leadership Initiative's Cross-Boundary Collaboration program to ensure integration of that collaborative learning experience in the ongoing strategy development process.

A full governance diagram is included as Attachment 9.

Investment

To encourage innovation and test potential solutions while the strategy is in development, Administration recommends allocating \$1 million from the previously earmarked funds to support fast pilot projects as governed by a Collaborative Investors Table. As described in the terms of reference for the Collaborative Investors Table (Attachment 4), fast piloting is a method of supporting innovative ideas by investing in an iterative cycle of testing and modification. "Fast" refers to the short length of time between pitching an idea and receiving the funds to test and improve it, and the relative speed of gathering data and using them to make iterative improvements to the project. The City investment would act as seed funding used to leverage funding from other potential community investors to support the fast pilot process. The fast pilot process complements the traditional proposal-based program assessment and delivery method

Community Action on Mental Health and Addiction Strategic Framework

used through the Prevention Investment Framework with a Mental Health and Addiction Lens, as it promotes innovative solutions to the complex issues of mental health, addiction and safety. Administration's previous experience with the collaborative funding model has led to increased coordination of funding, reduced burden on organizations, and client-centered program design with positive results.

In 2019, 19 non-profit organizations received funding through the \$3 million in funding made available through the Prevention Investment Framework with Mental Health and Addiction Lens. Using a mid-term progress report from currently funded organizations, Administration will assess the preliminary progress these programs are making in the lives of Calgarians. Funding in 2020 will only be for programs that demonstrate progress and positive outcomes. Up to \$3 million of the already earmarked dollars is requested through this report to reduce any service gaps that will be created if these programs cease to operate after 2019, prior to the full development of the Community Action on Mental Health and Addiction Strategy.

Stakeholder Engagement, Research and Communication

The engagement process for the Community Action on Mental Health and Addiction Strategy has been planned in two phases. The purpose of the first phase was to identify the mental health, addiction, and community safety issues in Calgary and the challenges and opportunities to address them. Administration conducted the first phase of stakeholder engagement in 2019 April, with more than 80 people representing over 40 organizations, five City business units, and people with lived experience of mental health and addiction issues. Further details about the process and results of engagement are provided in Attachment 8.

The second phase of engagement is planned for late summer 2019 and will include a broader representation of stakeholders. The purpose of the second phase is to identify further opportunities and solutions to include in the Community Action on Mental Health and Addiction Strategy.

Administration conducted a scan of strategies and frameworks at the municipal, provincial, national, and international levels on the topics of mental health, addiction, and social disorder. The information collected in the scan was used to inform the development of the strategic framework.

Strategic Alignment

The development of a Community Action on Mental Health and Addiction Strategy aligns with 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.

Social, Environmental, Economic (External)

Mental health and addiction issues result in social and economic costs for individuals, families, and communities. A socially sustainable city is one that intentionally promotes good mental health and wellness by fostering a sense of belonging and building resilience to adversity. By working together with community partners and other orders of government to address the social determinants of health and other root causes of mental health, addiction, and social disorder issues, a city can increase its social sustainability, reduce social inequality, and reduce spending on health care, the justice system, and social services due to preventable causes.

Community Action on Mental Health and Addiction Strategic Framework

Financial Capacity

Current and Future Operating Budget:

Calgary City Council earmarked up to \$25 million from the Fiscal Stability Reserve for Crime Prevention and a new Mental Health and Addiction Strategy for 2019-2023, with \$15 million for the Community Services Prevention Investment Framework and the \$10 million earmarked to seed funding for initiatives resulting from the strategy. To date, \$4 million has been allocated to programs and services that respond to immediate and critical needs in the community.

The current report recommends that \$1 million be allocated from the earmarked funds to support fast piloting initiatives in collaboration with other local funding partners, and that up to \$3 million be allocated from the earmarked funds in 2020 to maintain current programs.

Should these allocations be approved, a total of \$8 million will have been drawn from the earmarked funds leaving \$17 million to be allocated through further direction in the future.

Current and Future Capital Budget:

There are no current or future capital budget implications to this report.

Risk Assessment

Due to the urgent nature of mental health, addiction and community safety issues in Calgary, there is pressure from the community to respond with immediate action. Focusing exclusively on short-term, reactive response could consume the time and resources required to work on approaches that address prevention; alternatively, not addressing short-term issues could exacerbate the situation. To mitigate this risk, the recommended strategy framework balances both the immediate implementation of actions and the development of long-term approaches.

The responsibility for promotion, prevention, and treatment related to mental health, addiction, and community safety is shared among all orders of government, the non-profit and private sectors, and the community. There is a risk that The City of Calgary could assume accountability for services beyond its mandate as a municipality. Although the impact of the financial risk of this would be high, the likelihood of it occurring is low. Effective governance and collaboration with all stakeholders provides a conduit for ongoing communication and clarification of roles and responsibilities. The proposed Community Action on Mental Health and Addiction Leaders Forum and the Mental Health and Addiction Collaborative Investors Table will support mitigation of this risk.

Using funds for fast pilot projects presents a potential financial risk as there is a chance that some initiatives may not deliver on outcomes as expected; however, diversifying The City's investment in a variety of pilot projects should maximize overall results while minimizing the impact of less successful projects. The City's risk is also lessened by leveraging investment from other funders.

REASONS FOR RECOMMENDATIONS:

The proposed governance model provides the flexibility needed to collaborate with key stakeholders as well as the accountability needed to make decisions about the allocation of public funds. A referral of this report to the 2019 July 29 Combined Meeting of Council will allow

Community Action on Mental Health and Addiction Strategic Framework

sufficient time for Administration to assemble a list of proposed members of the Leaders Forum for Council's consideration.

Administration will continue to engage with stakeholders and communicate to members of Council quarterly, as required, on the short-term actions within the implementation plan. In this way, Administration will continue to keep Calgarians and members of Council informed while taking the time needed to develop the Community Action on Mental Health and Addiction Strategy by 2020 Q4.

In order to seek innovative approaches to mental health, addiction, and crime prevention issues, an open, flexible fast pilot funding process will support the identification and testing of promising initiatives.

An investment of up to \$3 million dollars from previously earmarked funds will reduce any service gaps that could be created if programs that received one-time funds in 2019 and are demonstrating success cease to operate prior to the development of the Community Action on Mental Health and Addiction Strategy.

ATTACHMENTS

1. Attachment 1 – Community Action on Mental Health and Addiction Strategic Framework
2. Attachment 2 – Community Action on Mental Health and Addiction Short-Term Actions Implementation Plan
3. Attachment 3 – Community Action on Mental Health and Addiction Leaders Forum Terms of Reference
4. Attachment 4 – Community Action on Mental Health and Addiction Collaborative Investors Table Terms of Reference
5. Attachment 5 – Prevention Investment Framework with Mental Health and Addiction Lens Terms of Reference
6. Attachment 6 – Strategic Meeting of Council Referred Motion
7. Attachment 7 – Bloomberg Harvard City Leadership Initiative Participants
8. Attachment 8 – Community Action on Mental Health and Addiction Phase 1 Report Back Summary: What We Heard
9. Attachment 9 – Community Action on Mental Health and Addiction Governance Structure