

# TECHNICAL REPORT

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## SOCIAL IMPACT AUDIT

*Edmonton, AB*

**TECHNICAL REPORT**

NOVEMBER 20, 2020

**HelpSeeker**

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# Executive Summary

## *Project: CR\_8440 - Non-Government Organizations - Review of Funding Allocated by Levels of Government for Social Service Functions.*

In June 2020, the City of Edmonton directed the Edmonton Police Service to probe the response to mounting social, community safety, and health issues, and the current approach to these challenges.

Across Alberta, communities are similarly challenged by a siloed and uncoordinated response to social issues that include mental health, addiction, homelessness, and poverty. These issues have a tremendous impact on individuals and communities, particularly during the current COVID-19 pandemic. While COVID-19 has undoubtedly increased financial, health and wellbeing pressures for individuals and families, it has also served to expose fault lines in the social safety net — including discrimination and inequitable treatment — that existed long prior to the pandemic. To fully understand the scope of change needed, a thorough understanding of the social safety net and its challenges is required.

To probe these issues further, the Edmonton Police Service engaged HelpSeeker, a social innovation and technology company, to develop a Social Impact Audit analysis of diverse funding sources in Edmonton, and to propose ways for transforming responses across all sectors engaging in the delivery of social services, including police.

This analysis builds on existing calls for transformation in the delivery of health, education, justice, and social services. While this research focuses in the short term on funding of the social safety net, it also supports the case for a paradigm shift — across the entire social safety net — towards a transparent and coordinated system that champions equitable wellbeing. Of note, this report aims to amplify the calls for social change across Canada's institutions by bringing additional insights from a financial perspective to conversations on systems transformation.

**Disclaimer:** *This report has been prepared for the exclusive use and benefit of the Edmonton Police Service and solely for the purposes of conducting a Social Impact Audit analysis of diverse funding sources in Edmonton and to propose areas for consideration in systems transformation. Limitations with respect to the data collected and presented within are provided throughout this report. HelpSeeker does not accept any liability if this report is used for an alternative purpose from which it is intended, nor to any third party in respect of this report.*

## Investments in the Edmonton Social Safety Net Ecosystem

Twelve datasets with financial information at the organizational level were used for the development of this report. This work represents the first of its kind for Edmonton.

At this time, an estimated **\$7.5 billion/year** investments in social support and community services were identified for Edmonton. However, there are major unknowns and limitations hampering fulsome analysis, and additional research is recommended.

### The \$7.5B includes the following:

1. Edmonton 2018 community and social services charities revenues totaled **\$2.1B**. This does not include public health or education entities such as hospitals, schools, and colleges. As a result, it is likely an underestimate as such institutions provide social supports - however, there was no means to discern to what extent this was the case at this time.
2. About **\$3B** comes in the form of direct government cash transfers to individuals in Edmonton, based on Census 2016 data. These transfers are for services such as social assistance, or low income, unemployment, disability, and seniors' financial supports. These supports are one of the most common components of social safety nets internationally as well.
3. In total, **2,033** entities (including charities, non-profits, and other types of organizations) were identified through systems mapping in Edmonton providing about **12,900** service elements in the city. Financial information for a total of **\$3.2B** could be traced to 460 entities -- **23%** of these were mapped. The balance remains unknown.
4. **\$298M** in public and private foundation money was identified for 2018. A total of **53%** of these monies flowed through to qualified donees who provided services.
5. Using public health spending data from 2019, a further **\$1.3-\$1.5B/year** was estimated to be spent on addictions and mental health services in Edmonton.
6. First responders' 2020 budgets totaled **\$782M**; this includes the full budgets for EPS, Fire, and EMS in Edmonton.

## Towards Systems Transformation

The presence of thousands of service elements and considerable investments coming into Edmonton present an opportunity to change siloed and reactive approaches to social issues.

The growing public discourse around police funding presents just a critical opportunity to create a more transparent, equitable social safety net. To rebuild a system that champions equitable wellbeing, all sectors including health, child welfare, charitable and nonprofit, and more, must commit to unpacking the inequities and inefficiencies that exist across the service delivery spectrum.

To this end, a number of considerations are suggested to enhance individual and community outcomes, maximize equitable impact, and use of funds. This involves rolling out an all-hands-on-deck focus on solutions to align resources towards recovery and wellbeing across all funding streams, and applying a systems approach to data, governance, and service delivery.

A community-based approach, reinforced by a whole-of-government model, can drive the alignment of resources and paradigm shift to equitable wellbeing and recovery. Ultimately, resolute leadership will be needed to achieve transformational systems change.

# Part 1: Understanding Investments in the Edmonton Social Safety Net Ecosystem

## Overview

Canada's Social Safety Net, including Edmonton's, is composed of a range of programs, benefits and supports delivered by diverse actors including: local, provincial/territorial, and federal government, public and non-public charities, non-profit organizations, and private sector entities.

Some of these supports are delivered directly by service providers to people who need them (for example, shelters provide beds to those experiencing homelessness), while other programs offer a benefit (such as income assistance, tax credits, and other programs).

*At this time, the known funding coming into the Edmonton social safety net is estimated at **\$7.5B per year**. This figure includes community social services charities, and public health for mental health and addictions programming, first responders (EPS, EMS, Fire) and direct government transfers to individuals.*

This Edmonton figure should be further probed in relation to other cities. To date over **53,000 service** elements have been mapped,<sup>1</sup> and Alberta charities had revenues of over **\$36 billion in 2018**<sup>2</sup> working on systems planning and integration, ways in which services are funded and delivered in the province to enhance transparency, consistency, and efficiency.

## Emerging Findings

### **\$6.1 billion in 2018 to Edmonton charities overall.**

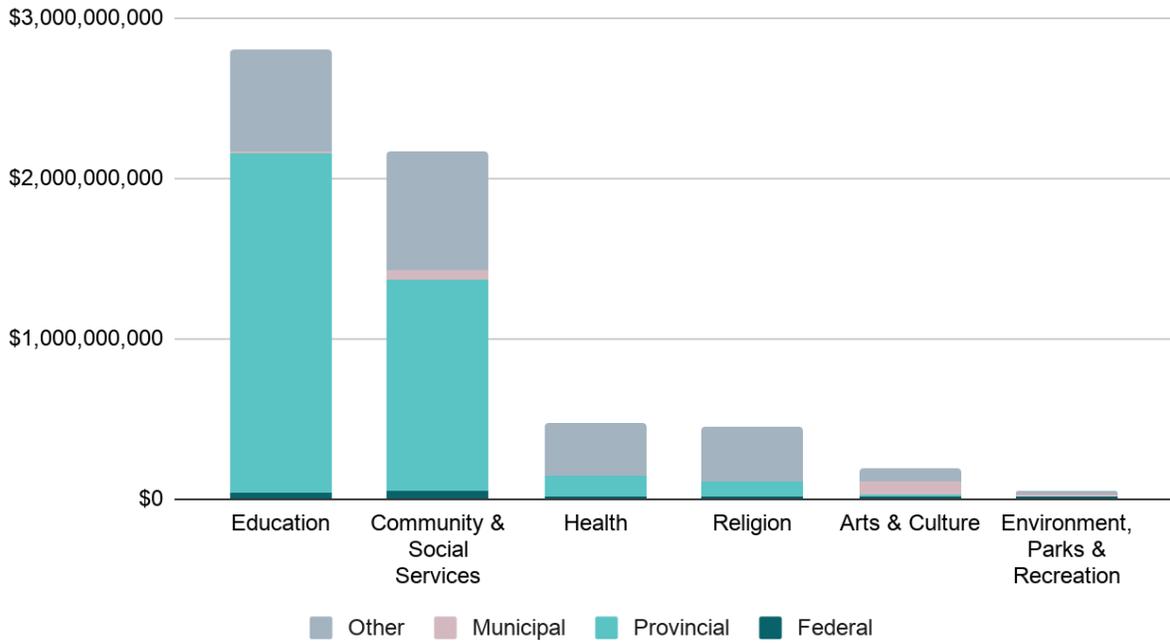
- According to the **Canada Revenue Agency** 2018 dataset, the total revenues of charities in Edmonton were \$6.1 billion.
- 60% of this revenue came from the **Government of Alberta**, and 35% from non-governmental sources (*donations, fundraising, foundations, etc.*). The balance came from municipal (2%) and federal sources (2%).
- 17% of this revenue could be attributed to charities that were also located in the AB Grants, Canada Grants, and City of Edmonton grants datasets. This suggests that the **CRA dataset** is the most complete when it comes to charities.

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<sup>1</sup> Turner, A. "Opinion: It's a good time to re-evaluate our social safety net".

<sup>2</sup> Ibid.

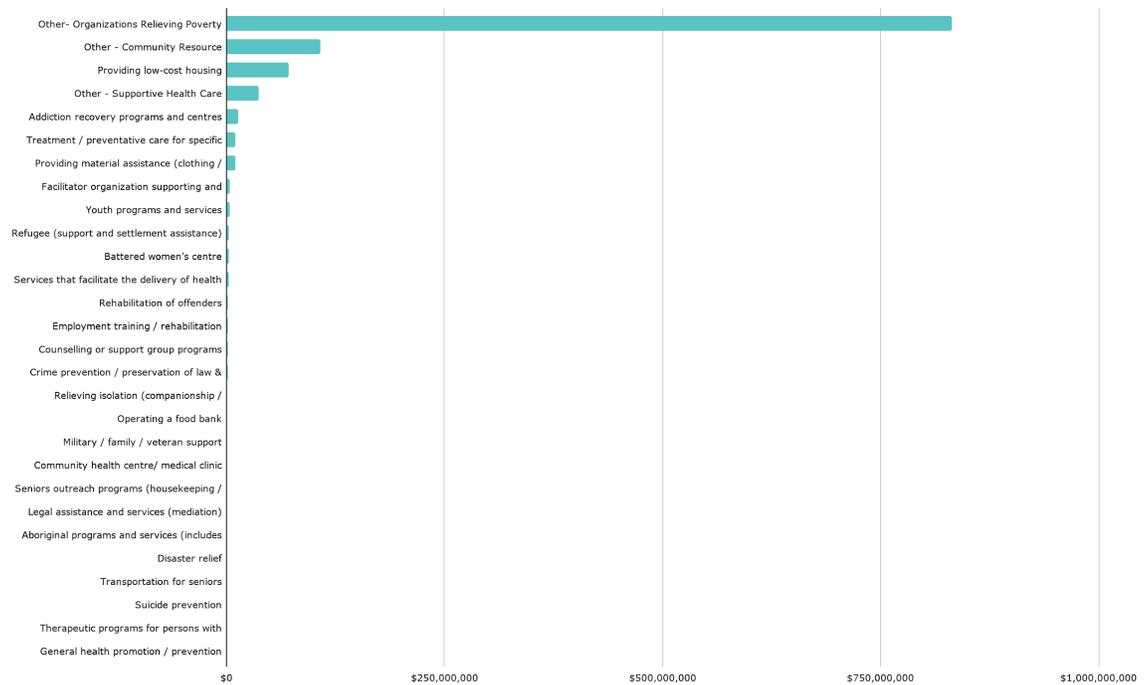
Revenue Sources for Charities in Edmonton by Category in 2018



**\$2.1 billion went to community & social services charities from the \$6.1 billion.**

- Further, **\$1.1 billion** went to charities that support work to intervene/prevent social issues related to poverty, housing, homelessness, addiction, and mental health.
- These figures **exclude public institutions** responsible for health (hospitals) or education (colleges, universities, school boards) which make up the broader \$6.1 billion figure.

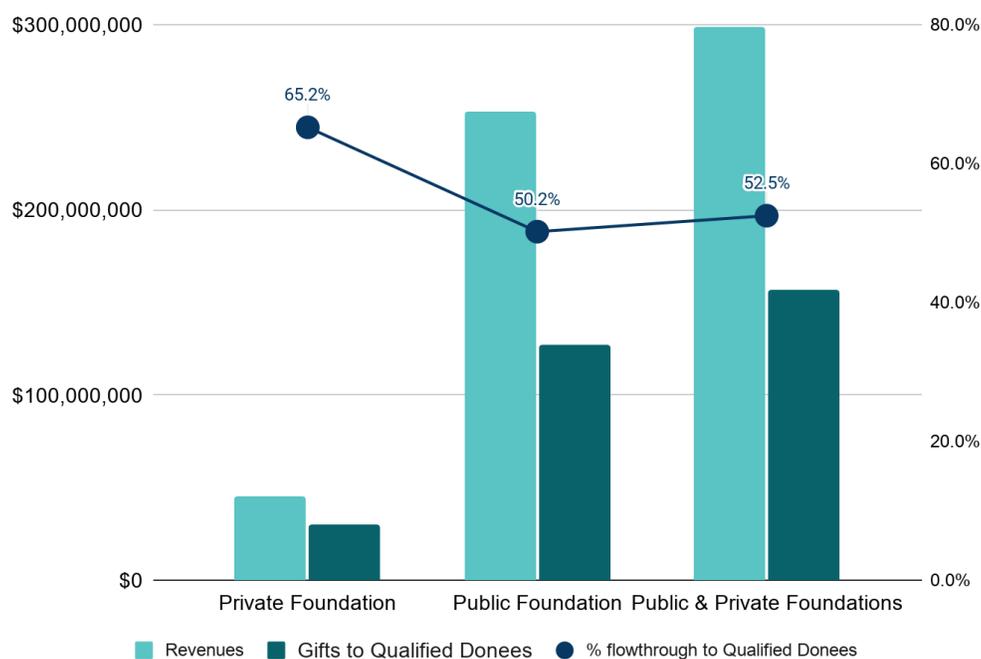
Charity Revenues w/ Relevance to Homelessness, Mental Health, Addictions - excluding public health, totaling \$1.1B in 2018



**Foundations contributed \$298 million overall; of this, an average of 53% flowed to qualified donees.**

- **\$298 million** in public and private foundations was identified for 2018 -- most of whose revenues (\$216 million) had a general community benefit focus.
- On average, just over half of revenues (**53%**) flowed through to qualified donees.
- It is important to note that not all foundation funds go into direct services - and the amounts vary widely among foundations. For instance, two well-known contributors to social issues are the United Way of Alberta Capital Region (UW-ACR) and the Edmonton Community Foundation (ECF) -- representing two with the highest revenues. Of note, the United Way receives the highest municipal investment in such entities at **\$2.5 million**.
- UW-ACR reported **\$25 million** in revenues, of which **\$16 million (64%)** went to charities to deliver services. ECF had **\$27 million** in revenues, and flowed **\$23 million (85%)** to other recipients -- the largest of whom was the UW-ACR, another funder thus this likely also contributed to UW revenues. The top 10 Edmonton recipients are presented below.

*Charity Public & Private Foundations Revenues & Percent Flowthrough to Qualified Donees in 2018 in Edmonton.*

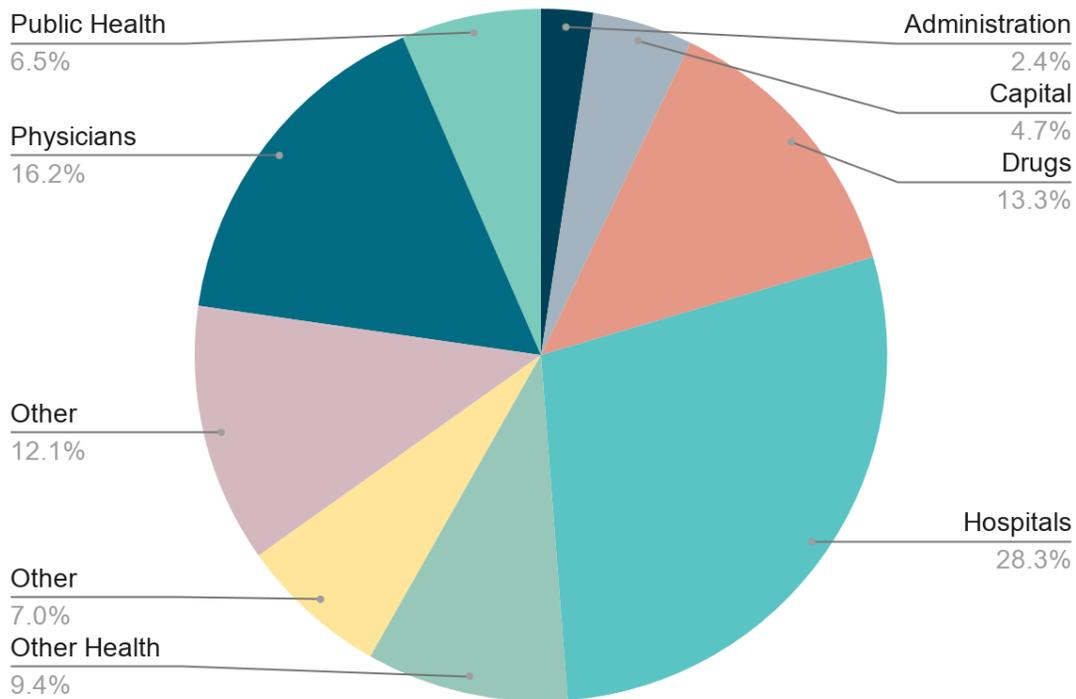


**A further estimated \$1.3-\$1.5 billion/year is spent through public health funding on mental health and addictions in Edmonton.**

- The research team used CIHI **health expenditures data** from 2019 (most recent dataset available) to ascertain total Alberta health spending totaled **\$33.6 billion**. Of this **73%** was public and 27% was private spending (employee assistance, out of pocket, etc.).
- CIHI estimates nationally that **27% of public health expenditures** are mental health and addictions related.<sup>3</sup>
- Assuming Edmonton receives public health addictions and mental health expenditures on a **per capita** basis, this would total **approximately \$1.5 billion per year**.

<sup>3</sup> CIHI. 2020. Health System Resources for Mental Health and Addictions Care in Canada. Retrieved from <https://www.cihi.ca/sites/default/files/document/mental-health-chartbook-report-2019-en-web.pdf>

*Public & Private Sector Health Expenditures in AB, CIHI, 2019.*

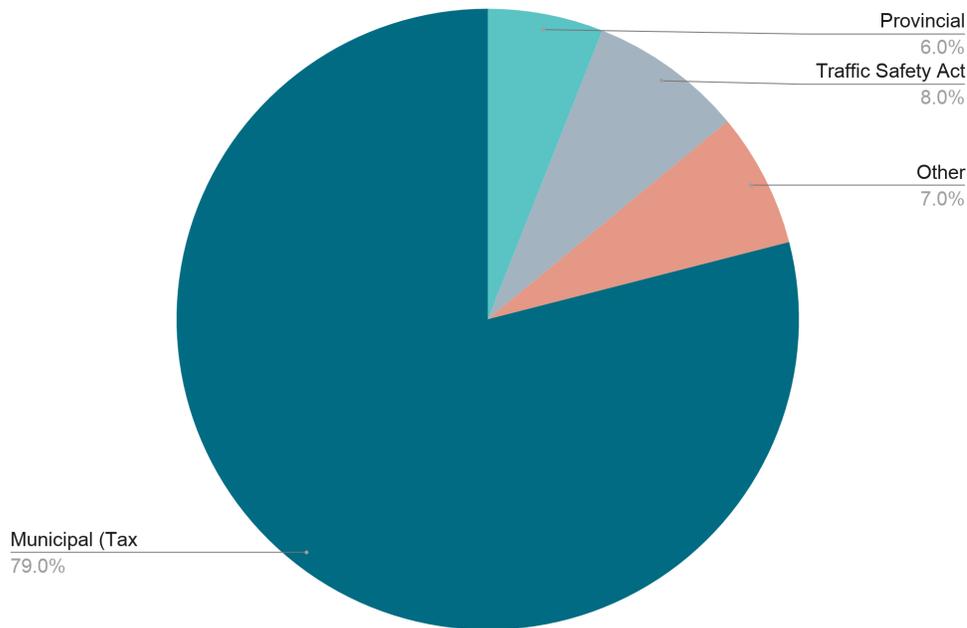


- It is essential that the funds that are going specifically to charities to deliver addictions and mental health be identified to prevent double counting; unfortunately, this was not possible in this analysis as the CIHI dataset was not available at an organizational level. This is a risk for the Public Health (6.5%) and Other Health Spending categories (9.4%). To manage this risk of double counting, the estimate correspondingly decreased, adding a \$1.3 billion lower-end of the range to this estimate.

**First Responders (EPS, Fire, EMS) total expenditures are about \$782 million for 2020 for Edmonton (estimated run rate based on projected budgets).**

- **EMS** operations in Edmonton totaled **\$88 million** via Alberta Health Services.
- **Fire** expenditures costs were **\$231 million**, of which \$5.3M was for capital.
- **EPS** operating costs were **\$462 million**, which was sourced primarily from municipal tax levies (80%). The balance was via provincial grants (6%), Traffic Safety Act (7%), and other sources (5%).
- In 2020, EPS reallocated **\$28M** to create a Community Safety and Wellbeing Bureau as part of the Vision2020 initiative, on top of the **\$11M** redirected from their budget.

## EPS Revenue Sources



### **Direct government cash transfers to Edmonton individuals totaled about \$3B.**

In addition to services made available, individuals in various target groups (low income, disabilities, etc.) in Edmonton receive direct government transfers to individuals (tax credits, old age pension, social assistance, disability payments, etc.). According to Statistics Canada Census 2016, these government transfers made up 7.4% of the total income of populations aged 15 years and over, with an average of \$7,011 amongst 431,590 individuals.<sup>4</sup>

### ***At this time, an estimated \$7.5 billion has been identified for Edmonton. However, there are major unknowns and limitations hampering fulsome analysis.***

This comes from the lack of information about non-profit organizations and private sector organizations that are receiving public funding to deliver services. The estimate on mental health and addictions for public health spending is also limited as organization level data was not available to discern exact flow of funds into services.

<sup>4</sup> Statistics Canada. 2017. Edmonton, CY [Census subdivision], Alberta (table). Census Profile. 2016 Census. Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29, 2017.

*Datasets available to estimate monetary allocations to Edmonton's social safety net.*

Expenditure	Amount	Source
EPS Total - known	\$462M	EPS 2020 Budget
EMS Total - known	\$88M	EMS 2020 Budget
Fire Total - known	\$231M	Fire 2020 Budget
Community & Social Services Charities - known	\$2.1B	CRA 2018
Public Health Mental health/addictions-estimate	\$1.5B	CIHI 2019
Direct government transfers to individuals (tax credits, income assistance, disability payments etc.)	\$3B	Census 2016
Public and Private Foundations	Unknown	Unknown
Health Charities	Unknown	Unknown
Other Govt-funded For-profit Social Services	Unknown	Unknown
Other Non-profit Social Services	Unknown	Unknown
Govt-delivered Social Services	Unknown	Unknown

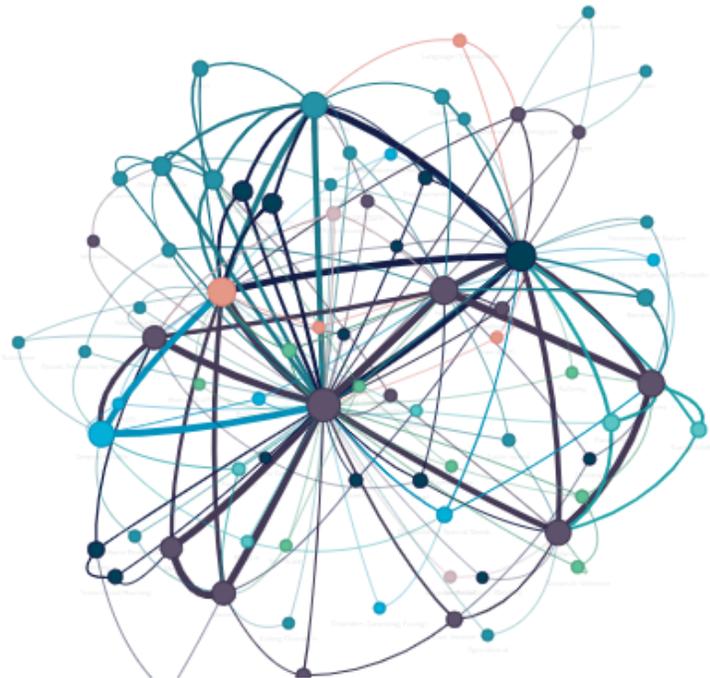
**12,900 service elements are provided by 3,480 entities in Edmonton; financial information of \$3.2 billion could be traced to 460 of these. The balance remains unknown.**

- For a deeper dive into these entities, there are 3,480 listings consisting of programs and agency locations with a total of 12,984 service elements offered in Edmonton. Note that the HelpSeeker systems map was used, which is in constant flux as a real-time dataset and likely misses additional services available; further it is a voluntary mapping effort that relies on publicly-available information.
- This dataset included 460 entities that could be traced to the 2018 dataset and totaled \$3.2B in charitable revenue in 2018; importantly, these only represented 23% of the 2,033 organizations mapped to financial information by HelpSeeker.

## 12,984 Service Elements through 3,480 listings mapped in Edmonton to Date

BASIC NEEDS 3,938	HEALTH / MEDICAL 1,652	EMERGENCY & DISASTER 422	FAMILIES & PARENTING 780	SAFETY & ABUSE 510	MENTAL HEALTH & ADDICTIONS 2,020	COMMUNITY & BELONGING 2,186	INFORMATION & TECHNOLOGY 1,476
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### Interactive Model of Edmonton's Social Safety Net Ecosystem



## Part 2: Considerations Towards a Recovery & Wellbeing-Oriented Ecosystem in Edmonton

### *The Case for Systems Transformation*

The analysis presented builds on the calls for transformative change in the delivery of health, education, justice, and social services. The various domains of the social safety net are interrelated and, as such, each is impacted by individual experiences, relationships, community, and societal contexts. While this research project has had an immediate focus on the financial flows into the social safety net, they support the case for a paradigm shift to make a positive impact on cross-cutting issues.

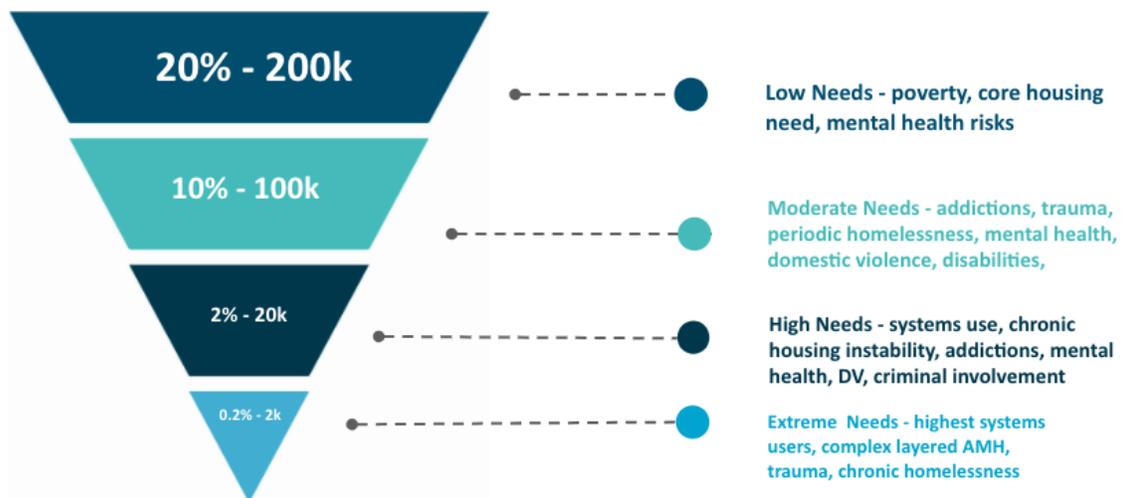


To support a person-centred approach, interventions that address individual wellbeing across key dimensions of their lives can support the delivery of sustainable results and support sustainable recovery.<sup>6</sup>

## 2. Systems Planning & Integration

Systems planning is a method of organizing and delivering services, housing, and programs that coordinate diverse resources to ensure that efforts align with common goals.<sup>7</sup> Rather than relying on an organization-by-organization, ministry-by-ministry, or program-by-program approach, it aims to ensure all relevant service providers, funders, and other actors work in a coordinated fashion. When working with this approach across sectors or systems, this new lens can help further overcome artificial or inefficient barriers to better policy, funding, and service delivery.

There is opportunity to move towards strategic population level approaches: on the ground, services must be coordinated in a way such that clients can be assessed by level of need using standardized methods across all agencies, while reducing duplication of services across agencies.



### A Starting Point to Estimating Demand for Social Safety Net Support for Edmontonians

<sup>6</sup> Canadian Centre on Substance Use and Addiction (2017). Moving Toward a Recovery-Oriented System of Care: A Resource for Service Providers and Decision Makers. Ottawa, Ont

<sup>7</sup> Turner, Alina, Beyond Housing First: Essential Elements of a System-Planning Approach to Ending Homelessness (October 23, 2014). The School of Public Policy Publications, 2014, Available at SSRN: <https://ssrn.com/abstract=3078877>

Taking an integrated approach across the social safety net will ensure our resources are used effectively, and more importantly match the needs of those seeking support.

This does not include spending on health needs outside of addictions and mental health, nor education. Surely, there is a better way to leverage this investment we are already making, especially given that some groups will have low levels of need, while others are consistently marginalized by current approaches. This estimate is just a starting point for true systems planning and integration if we are to make a visible, measurable and equitable impact on a community's social outcomes.

### **3. Data & Innovation**

This involves continuous learning and subsequent agile adjustment must be informed by evidence-based, data-driven decisions, and openness for innovation. Predictive modelling powered by machine learning can support advanced analytics, and build an evidence base grounded in robust data.

The capacity to address these interrelated issues requires necessary real-time data and information sharing. This existing data disconnects results in communities having no way of knowing whether new service participants are coming into systems as a whole, or if they are cycling through various components. Not only does this disconnect create cost drains and inefficiencies within the public systems, but it also hampers local systems planning and, in turn, the capacity to respond appropriately and adjust in real time.

### **4. Integrated Coordinated Access**

Navigating Edmonton's 12,000+ services in a user-centred, consistent, and transparent manner requires the implementation of service blueprints built on human-centred design principles. In plain terms, Integrated Coordinated Access refers to a process that ties together Edmonton's independent programs, organizations, and services into a coordinated system to right-match and right-size supports to ensure resilience is built for recovery and wellbeing.

### **5. Community-Based Governance**

A fully-integrated approach has mechanisms in place that bring key public and community decision makers together in an ongoing process to ensure efforts are effective, aligned, and mutually-reinforced towards shared objectives. This, in turn, aligns with efforts across frontline service delivery in respective organizations.

This model requires community-based governance to drive integration and coordination efforts among diverse stakeholders with agility and nimbleness to meet objectives. Local leadership -- including Indigenous representation -- supports community ownership and the

co-creation of the mechanisms used to deliver oversight for outcomes monitoring, performance management, and the coordination of diverse funding streams.

## 6. Integrated Funding

Funds must be leveraged across other government levels, non-profits, charities, private sector, and voluntary sector resources to truly maximize social impact. Public and non-public investments need to have a whole-government benefit rather than only deliver on an issue-by-issue basis. Such horizontal strategies and solutions can deliver on shared priorities and KPIs. Funding already exists – what's already in place should be leveraged, and re-allocate based on robust logic, evidence, and delivering on shared outcomes.

This will require diverse funders to develop an integrated approach to funding interventions to support vulnerable populations, and ensure these are monitored using consistent KPIs and targets across diverse funding sources.

## Immediate Actions for Consideration

City Council can consider promoting the following areas of action in the immediate term.

1. Develop an evidence-based **Integrated Investment Framework** for any funded or government-delivered interventions, programs, services, or benefits. All investment should flow through a consistent procurement and performance management process, with strategic governance and oversight provided by the Community Systems Integration Table. Philanthropic and other government funders should be encouraged to co-invest/stack through the same mechanism to maximize impact.

Improved funding coordination will support enhanced transparency, service quality and outcomes at the end-user and system levels. Ultimately, this will support improved decision-making and service delivery, while maximizing frontline support through current investments.

2. Enhance **collaborative, on-the-ground efforts** among social, health, and police partners to augment police interventions, with additional social support capacity to frontline responders managing community impacts immediately.
3. Champion the creation of a fulsome **Community Wellbeing and Recovery Strategy** that lays out community-wide priorities and advances funding and service integration across social issues. This strategy should identify consistent shared Key Performance Indicators, procurement, and service standards, regardless of funding sources.
4. Champion the creation of a **Community Wellbeing and Recovery Table** that brings the highest-level decision-makers from governments and private and philanthropic

sectors to provide strategic direction to achieve better alignment on common social objectives, including homelessness, safety, mental health, and other needs. This could eliminate redundant committees, boards, organizations or positions, and redistribute resulting cost savings to frontline services.

5. Enhance future Social Impact Audits by encouraging publicly funded entities and donor recipients to enhance **data availability and service information** by:
  - Publishing revenues/expenditures and outputs/outcomes for each program, using Open Data standards;
  - Publishing outcomes and service use data disaggregated to enable equity analyses on gender, Indigeneity and race.
  - Publicly sharing clear and up-to-date information at the funded program's service level on eligibility, target end users, capacity/occupancy, hours of operation, regional catchment, output, and outcomes.
6. Explore a **phase 2 of research** to conduct a deeper dive into additional datasets and other Alberta jurisdictions. Probing correlations between financial investments and service levels on the one hand, and population outcomes, including race and gender, on the other hand, would provide data to help optimize investments.
7. Apply **Social Impact Modelling** to guide investing in the community's social service needs in a proactive and data-driven manner. This modelling can be applied immediately to find opportunities, in partnership with government and private funders, to maximize the benefit of current investments coming into the Edmonton social safety net.
8. Explore the application of **Digital Identity solutions** -- such as MyAlbertaID -- to better connect help seekers to financial support streams from diverse sources (AISH, income supports, rent supplements, etc.), which will reduce redundant administrative processes, re-traumatizing experiences of retelling information, and give better control of personal information.

# Introduction

The City of Edmonton and Edmonton Police Service, as key stakeholders in the social safety net ecosystem, recognize the need for strategic partnerships and action on social issues impacting our community's safety and wellbeing. Homelessness, social disorder, and addiction are some of the key challenges affecting Edmonton residents that require collaborative, strategic efforts.

## Motion

On July 6/8, 2020, Edmonton City Council put forth the following motion:

***“Engage external subject matter experts to bring a report summarizing an in-depth analysis of all monies spent within participating cities listed above in b. in the human services/social safety net ecosystem, including but not limited to police, City of Edmonton, Fire, and other orders of government, charitable donations and fundraising proceeds, with a goal to leverage all expenditures into better system outcomes (and reduced demand for system intakes).”<sup>8</sup>***

Accordingly, EPS undertook an effort to answer an analysis of financials coming into the Edmonton Social Safety Net ecosystem and set the stage for cross-city comparisons. Key findings from this study are presented herewith.

The first part of this report provides a summary of findings from the diverse investments in Edmonton's social safety net ecosystem, while the second part focuses on potential solutions to support a paradigm shift towards recovery and wellbeing.

## What is a Social Impact Audit?

A **Social Impact Audit (SIA)** is a systematic approach developed by HelpSeeker to capture and analyse all funding sources at the service delivery level in a region to help decision makers identify optimization opportunities that maximize returns on investments (ROI).

Programs and services are mapped against diverse funding sources coming into a region, the process usually involves working with diverse data sets and decision makers to gain access to critical information.

The SIA process is a key first step in any cross-sector/jurisdictional assessment of service effectiveness and efficiency because it provides the government with an analysis of all

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<sup>8</sup> City of Edmonton. 2020. Edmonton City Council Minutes. Retrieved from <http://sirepub.edmonton.ca/sirepub/mtgviewer.aspx?meetid=2556&doctype=MINUTES>

current investments and resources locally available against community needs and best practices.

It aims to help communities to analyse financial flows locally, identify service gaps, guide the implementation of innovative models of service delivery, and promote the coordination of resources available to individuals.

## Key Benefits

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	<p>Helps identify and analyze the <i>number of programs/ services</i> available and their revenue sources to understand the full financial landscape in a region</p>		<p>Identifies service duplications and unfunded needs in relation to their demand in the community to <i>optimize resources towards addressing more pressing needs</i></p>
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ASSISTS DECISION-MAKERS AND COMMUNITY INVESTORS IN THE DEVELOPMENT OF MORE IMPACTFUL WAYS TO ADDRESS SOCIAL NEEDS, PRIORITIZING THE COORDINATION AND INTEGRATION OF SERVICES AND INVESTMENTS.



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### A Social Impact Audit can be phased in to support future initiatives including:

- *Integrated Needs Assessment* to understand local priorities and needs relevant to the analysis (homelessness, violence, addictions, etc.);
- *Efficiency Audit* to review funding portfolios cross-referenced with community needs and best practices to identify opportunities for optimization;
- *Recalibration Action Plan* on better directions for best use of limited resources according to the community's needs.

## Defining the Edmonton Local Social Safety Net Ecosystem

The concept of a Social Safety Net (SSN) merits further discernment in the context of this analysis. The original roots emerged from an analogy referring to high-wire walkers who are protected by a safety net if they fall, preventing serious injury or death.<sup>9</sup> The World Bank popularized the concept as applied to social and economic development where it was first used in Asian countries focusing on poverty alleviation through income support and lending programs.<sup>10</sup> Over time, the definition of SSNs has varied depending on the context being used and government departments or agencies involved.

Canada's SSN, including Edmonton's, is composed of a range of programs, benefits, and supports delivered by diverse actors including: local, provincial/territorial, and federal governments, public and non-public charities, non-profit organizations, and private sector entities.

Some of these supports are delivered directly by service providers to end users (ie. shelters provide beds to those experiencing homelessness), while other programs offer a benefit (income assistance, tax credits etc.). The study aimed to locate as much information as possible about financial flows into all of these aspects, though much remains unknown still.

For the purposes of this report, the focus will be on a specific subset of the SSN, namely services delivered for the purposes of supporting community and individual wellbeing and mitigation of vulnerability via charities and non-profit services. As of yet, the complete mapping of civil society efforts is not available to include informal supports or grassroots efforts, nor private sector operations contracted through government or philanthropic investments. In this manner, the investments analysed are not fully representative of all monies expended to support social outcomes.

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<sup>9</sup> Srawoath, Paitoonpong; Shigeyuki, Abe; & Nipon Puopongsakorn. 2008. The meaning of "social safety nets". Retrieved from: <https://www.sciencedirect.com/science/article/abs/pii/S1049007808000948>

<sup>10</sup> Breman, Jan. (1999). Politics of Poverty and Leaking Safety Net. *Economic and Political Weekly*, May 15-21, 1999, Vol. 34, No. 20 (May 15-21, 1999), pp. 1177-1178; and Vetterlein, Antje. (2007). Economic Growth, Poverty Reduction, and the Role of Social Policies: The Evolution of the World Bank's Social Development Approach. *Global Governance*, October–December 2007, Vol. 13, No. 4, Poverty Alleviation and Human Development in the Twenty-First Century: The Role of the World Bank (October–December 2007), pp. 513-533.

## Methods & Datasets

### Financial Analysis

Through the support of the Edmonton Police Service, HelpSeeker worked with key partners to secure and process the following datasets to analyze in this project. The data received is obtainable under the Freedom of Information and Protection of Privacy (FOIP) Act, and does not disclose any private information, but instead supports financial flows analysis on funding to entities in Edmonton's social safety net.

HelpSeeker's partnership with Homeward Trust to develop a real-time systems map of available support services across Edmonton currently numbering 12K services was also leveraged in the analysis.

#### Secured Datasets.

NAME	OVERVIEW	TIME FRAME	SOURCE
Alberta Grant Payments Disclosure Table	Provides information on grant payments made by the Government of Alberta departments and select agencies to support programs and initiatives throughout the province.	Fiscal year 2018/19	Government of Alberta. <a href="https://www.alberta.ca/grant-payments-disclosure-table.aspx">https://www.alberta.ca/grant-payments-disclosure-table.aspx</a>
List of Charities and Charity Information Return (Form T3010)	Provides information from the registered charity information return corresponding to the form T3010 and corresponding schedules with financial statements of each charity such as assets, revenues, expenditures, and compensations. Information updated as of July 2020.	Fiscal year 2017/18	Canada Revenue Agency, supplied.
Government of Canada Proactive Disclosure - Grants and Contributions	Provides information on grants and contributions over \$25,000 submitted by federal institutions.	Agreement start date 2018	Government of Canada. <a href="https://open.canada.ca/data/en/dataset/432527ab-7aac-45b5-81d6-7597107a7013">https://open.canada.ca/data/en/dataset/432527ab-7aac-45b5-81d6-7597107a7013</a>
Edmonton 2018 Approved FCSS Funded Agencies	Provides information on allocations from the Family & Community Support Services in Edmonton by organizations.	2018	Family & Community Support Services. <a href="https://www.edmonton.ca/programs_services/documents/PDF/2018_FCSS_funded_program_descriptions.pdf">https://www.edmonton.ca/programs_services/documents/PDF/2018_FCSS_funded_program_descriptions.pdf</a>
Edmonton 2018 Community Facility Partner Capital Grant Funding	Provides information on allocations from the Community Facility Partner Capital Grant Funding in Edmonton by organizations.	2018	Community Facility Partner Capital Grant Funding. <a href="https://www.edmonton.ca/programs_services/documents/PDF/2018CFGCGPGrantAwardRecipients.pdf">https://www.edmonton.ca/programs_services/documents/PDF/2018CFGCGPGrantAwardRecipients.pdf</a>
Edmonton 2018	Provides information on allocations from	2018	Community Investment

Community Investment Operating Grant Recipients	the Community Investment Operating Grant in Edmonton by organizations.		Operating Grant. <a href="https://www.edmonton.ca/programs_services/documents/PDF/2018-ciog-recipients.pdf">https://www.edmonton.ca/programs_services/documents/PDF/2018-ciog-recipients.pdf</a>
National Health Expenditure Database	Provides data on health spending in Canada by spending category and source of funding.	Fiscal year 2019	Canadian Institute for Health Information. <a href="https://www.cihi.ca/en/public-and-private-sector-health-expenditures-by-use-of-funds">https://www.cihi.ca/en/public-and-private-sector-health-expenditures-by-use-of-funds</a>
EPS Call Data	Police reported calls	2018	Edmonton Police Service, supplied.
EPS Budget Information	Annual operating budget	2020	Edmonton Police Service, supplied.
EMS Budget Information	Annual operating budget - Edmonton Zone	2020	Alberta Health Services, supplied.
Fire Budget Information	Annual operating budget	2020	Edmonton Fire Rescue Services, supplied.
HelpSeeker Data	Social Service Ecosystem	2020	HelpSeeker Inc., supplied.
Homeward Trust Budget Information	Annual operating budget	Fiscal year 2019/2020	Homeward Trust, supplied.

### **Considerations, Data Limitations & Opportunities**

- This analysis relies on available data reported to and by various entities. As such, it must presume the accuracy of these datasets.
- There was a **time lag** of publicly available data in the main datasets used for this report. For example, the primary data source of financial information used in this report was provided by the Canada Revenue Agency (CRA). The data contains information regarding Edmonton Charities' Information Return (Form T3010) and corresponding schedules for different fiscal years. While all charities are required to file their T3010 within 6 months of their fiscal year-end, some registered charities file their returns late.
- At the time of analysis, this time-lag limitation made 2017/2018 the fiscal year with the most complete financial information available, as of July 2020, for charities in Canada. Consequently, for comparison purposes, all other financial information used in this analysis was collected for the same fiscal year, whenever possible.

- This time lag means the effects of the **COVID pandemic** and other current factors are not reflected in the results, and this should be considered when reviewing the analysis.

#### **Some other limitations to this analysis include:**

- **Service information** across diverse providers was limited in public searches, which in turn limited the analysis of the relationship between financial flows and service availability, hours of operation, eligibility criteria, service specialization, and target user.
- **Financial Data** was sometimes partial, unavailable, or not detailed enough on relevant entities receiving public funds to operate services in the social safety net.
- **Outcome and output information** was only partially available, which sometimes limited the capacity to track funds consistently against common priorities and key performance indicators across investments and funding sources.
- **Cross-city comparatives** were limited, due to a lack of unclear regional scope of investments that limits current capacity to compare Edmonton effectively to other cities.
- **Equity analysis** was not possible due to the institutions' lack of data enabling race and gender-based analysis.

Nonprofits that are not registered charities are not subject to the same levels of financial reporting as those that are, which means the financial information analyzed **does not** represent a full picture of all the monetary allocations to Edmonton's Social Safety Net. There are other entities, such as private counsellors or treatment centres, that may receive public funding or donations and fees for service. These services play key roles in the Social Safety Net, yet remain unknown from a financial analysis perspective.

Lastly, the report does not quantify the value added of Civil Society entities that advance wellbeing and safety outside the formalized entities, though these grassroots, voluntary, and natural supports are essential to the operation of the Social Safety Net.

These important gaps in the information must be considered in any interpretation of the findings presented here.

Despite these limitations, the analysis presented here is the first of its kind for Edmonton, and offers a new level of transparency on how the social safety net operates and is funded. This is in part thanks to transparency and accountability efforts by the Government of Alberta and the Canada Revenue Agency, as they continuously improve Open Data.

## Maps and Spatial Analysis

To support the analysis, the systems map was used in overlays with EPS call data for 2020, and cross-referenced with EMS and Fire call information to identify patterns. An attempt was made to discern service catchment areas and hours of operation; however, this data was not readily available at this time. Only 7% of the services mapped in HelpSeeker had publicly-available information about their hours of operation and catchment areas at the time of the analysis. This points to a critical limitation in the transparency to end users who may be seeking support and should be addressed in future phases of this effort.

### *Datasets used for Systems Overlap Visualisation*

NAME	OVERVIEW	TIME FRAME	SOURCE
EPS CFS	Shapefile	2018	Edmonton Police Service
EPS Police Stations	Shapefile	2020	Edmonton Police Service
EMS CFS	Shapefile and MS Excel dataset	2018	Emergency Medical Services
Fire CFS	Shapefile	2018	Edmonton Fire Rescue Services
Supervised Consumption Sites	List of names, addresses geo-coded	2020	Alberta Health Services
Mental Health and Addictions programs	Website Link, addresses geo-coded	2020	Alberta Health Services
Hospitals	Shapefile	2020	Alberta Health Services
HelpSeeker Social Service Ecosystem	Shapefile	2020	HelpSeeker

## Disclaimer

*This report has been prepared for the exclusive use and benefit of the Edmonton Police Service and solely for the purposes of conducting a Social Impact Audit analysis of diverse funding sources in Edmonton, and to propose areas for consideration in systems transformation. Limitations with respect to the data collected and presented within are provided throughout this report. Unless the Edmonton Police Service provides its express prior written consent, no part of this report should be reproduced, distributed, or communicated to any third party. HelpSeeker does not accept any liability if this report is used for an alternative purpose from which it is intended, nor to any third party in respect of this report.*

# Part 1: Understanding Investments in the Edmonton Social Safety Net Ecosystem

Canada's Social Safety Net, including Edmonton's, is composed of a wide range of programs, benefits, and supports delivered by diverse players including: local, provincial/territorial, and federal government, public and non-public charities, non-profit organizations, and private sector entities.

Some of these supports are delivered directly by service providers to people who need them (for example, shelters provide beds to those experiencing homelessness), while other programs offer a benefit (such as income assistance, tax credits, and other programs).

## Financials Descriptive Analysis

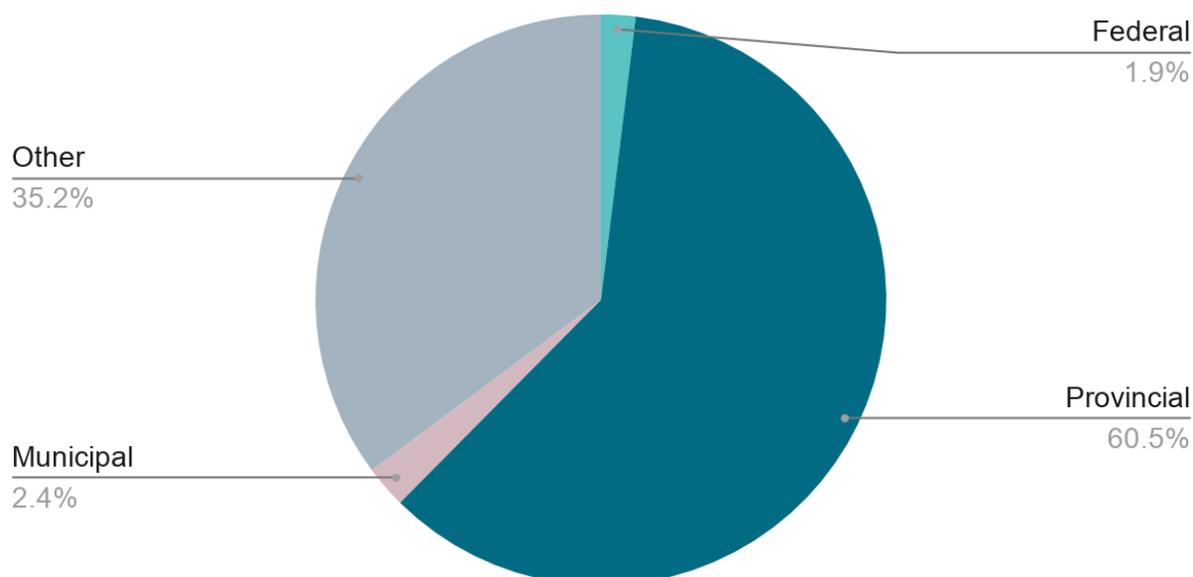
This section dives deeper into each of the datasets obtained for this report. Each dataset is presented separately with a final analysis looking at connections between datasets.

### *Canada Revenue Agency Dataset*

The CRA dataset provides information from the registered charity information return corresponding to the form T3010 and corresponding schedules with financial statements of each charity such as assets, revenues, expenditures and compensations. Descriptive statistics were used to summarize and understand the features in the data. The CRA dataset is limited to charities, and as such only represents a portion of the social safety net in Edmonton.

In 2018, 1,820 charities in Edmonton reported \$6.1 billion in revenues, the majority of which came from the provincial government (60%), and other sources of revenue (35%) including donations, foundations, fundraising activities, fees for services, and other non-public sources. The balance came from municipal (2%) and federal sources (2%).

Total CRA Funding by source of revenue, Edmonton, CRA, 2018.



As seen in the table below, most of this funding was allocated to organizations dedicated to the provision of education (46%) and community and social services (35%). Revenue from the provincial government and other sources accounted for 99% and 96% of their total revenue, respectively.

Total funding by HS categories, CRA, Edmonton, 2018.

HS Categories	Federal	Provincial	Municipal	Other	Total
Education	\$33,921,514	\$2,123,279,030	\$7,101,883	\$641,123,126	\$2,805,425,553
Community & Social Services	\$46,372,871	\$1,323,406,911	\$48,183,651	\$743,206,618	\$2,161,170,051
Health	\$6,685,763	\$131,541,450	\$3,639,043	\$323,679,773	\$465,546,029
Religion	\$12,426,392	\$94,741,622	\$2,231,238	\$341,069,102	\$450,468,354
Arts & Culture	\$8,726,265	\$19,999,929	\$82,021,660	\$77,953,240	\$188,701,094
Environment, Parks & Recreation	\$11,099,585	\$5,811,166	\$3,351,128	\$24,763,274	\$45,025,153
<b>Total</b>	<b>\$119,232,390</b>	<b>\$3,698,780,108</b>	<b>\$146,528,603</b>	<b>\$2,151,795,133</b>	<b>\$6,116,336,234</b>

### Deep Dive: Community & Social Services Investments

Investments to charities dedicated to the provision of community & social services are relevant given that these represent the provision of primary stable support for Albertans in need. In 2018, most of the allocations going to these charities came from the provincial government (61% or \$1.3 billion) and other sources of revenue (34% or \$743 million).

As outlined in the table below, 51% (\$1.1 billion) of the total funding to community & social services in Edmonton (\$2.1 billion) went to charities that support work to intervene/prevent social issues related to poverty, housing, homelessness, addiction, and mental health. 52% (\$579 million) of these investments came from the provincial government, and 39% (\$435 million) from other sources of revenue.<sup>11</sup>

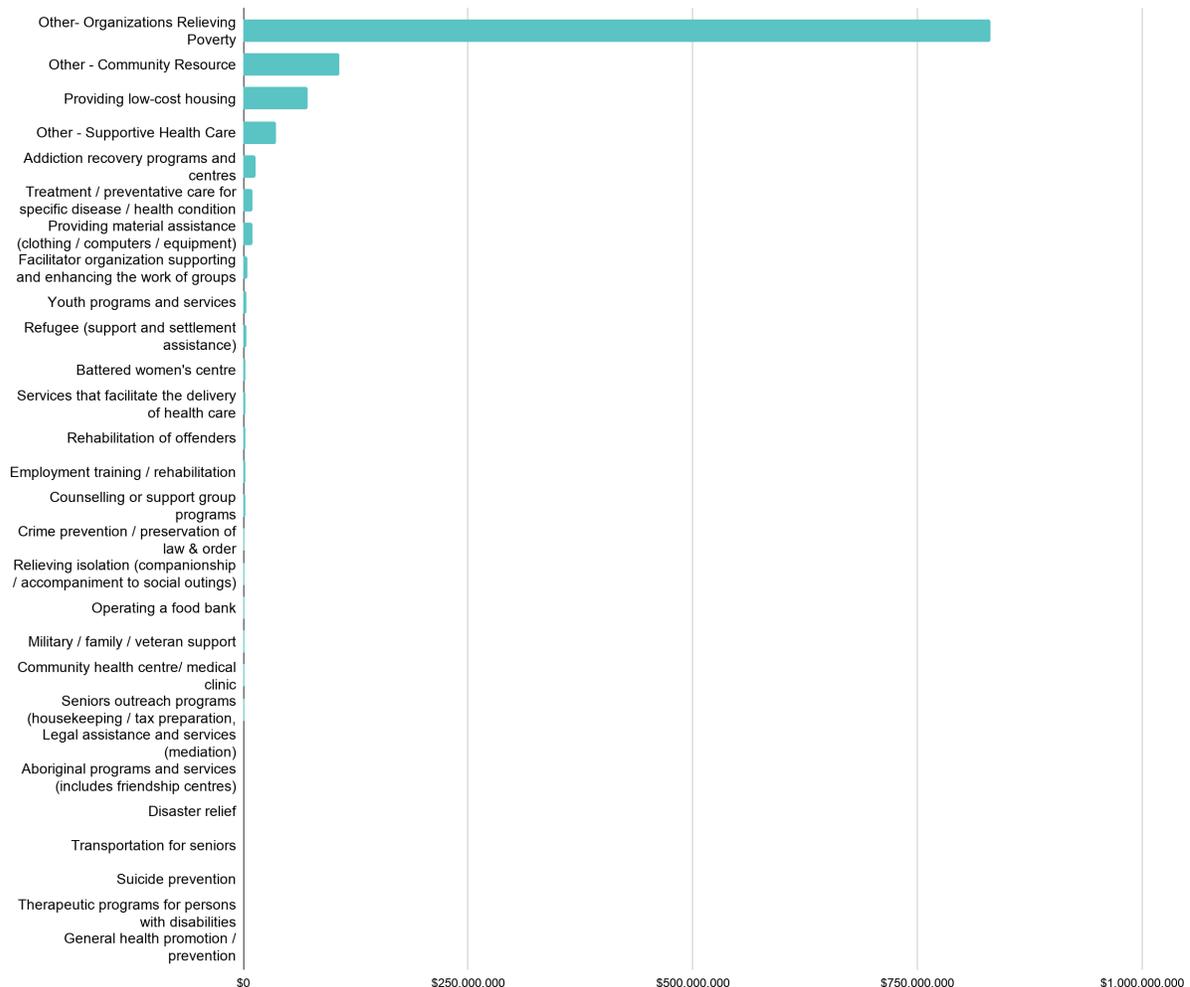
*Funding to Edmonton Charities delivering poverty, housing, homelessness, addiction, and mental health-related support by main activity, CRA, 2018.*

Main Activity	Federal	Provincial	Municipal	Other	Total Revenue
Other - Organizations Relieving Poverty	\$26,595,498	\$432,388,907	\$37,901,672	\$334,404,162	\$831,290,239
Other - Community Resource	\$12,920,117	\$59,784,943	\$3,515,308	\$30,950,794	\$107,171,162
Providing Low-cost Housing		\$42,119,885	\$522,015	\$28,471,247	\$71,113,147
Other - Supportive Health Care	\$2,147,552	\$13,121,770	\$403,209	\$21,015,008	\$36,687,539
Addiction Recovery Programs and Centres		\$9,559,000	\$227,657	\$3,612,671	\$13,399,328
Treatment/preventative Care for Specific Disease/health Condition	\$11,957	\$8,076,997	\$18,152	\$2,531,708	\$10,638,814
Providing Material Assistance (clothing/computers/equipment)	\$428,286	\$5,011,302	\$81,896	\$5,000,526	\$10,522,010
Facilitator organization supporting and enhancing the work of groups involved in the delivery of charitable programs	\$159,947	\$1,230,782	\$614,717	\$1,947,963	\$3,953,409
Youth Programs and Services	\$125,235	\$2,550,596	\$129,112	\$686,202	\$3,491,145
Refugee (Support and Settlement Assistance)	\$2,161,581	\$252,532	\$163,426	\$245,467	\$2,823,006
Battered Women's Centre		\$1,897,345		\$758,926	\$2,656,271
Services that facilitate the delivery of health care	\$2,061,170			\$492,269	\$2,553,439
Rehabilitation of Offenders	\$7,361	\$1,136,909	\$87,158	\$818,706	\$2,050,134
Employment Training/rehabilitation	\$399,819	\$980,026		\$582,062	\$1,961,907
Counselling or Support Group Programs	\$204,871	\$431,078	\$195,338	\$853,993	\$1,685,280
Crime Prevention/reservation of Law & Order	\$202,684	\$405,000	\$106,149	\$621,331	\$1,335,164
Relieving Isolation (companionship/accompaniment to social outings)	\$18,500	\$13,503	\$247,048	\$354,829	\$633,880
Operating a Food Bank			\$17,000	\$577,828	\$594,828
Military/family/veteran Support		\$36,943		\$545,632	\$582,575
Community Health Centre/Medical Clinic		\$130,171	\$136,500	\$253,482	\$520,153
Seniors' Outreach Programs (housekeeping/tax preparation, etc.)	\$248,529		\$11,459	\$249,959	\$509,947
Legal Assistance and Services (Mediation)	\$319,624	\$100,875	\$22,000	\$41,757	\$484,256
Aboriginal Programs and Services (includes Friendship Centres)		\$60,000	\$42,603	\$163,754	\$266,357
Disaster Relief			\$17,000	\$191,090	\$208,090
Transportation for Seniors				\$207,016	\$207,016
Suicide Prevention				\$85,174	\$85,174
Therapeutic Programs for Persons with Disabilities				\$58,960	\$58,960
General Health Promotion/prevention				\$24,429	\$24,429
<b>Total</b>	<b>\$48,012,731</b>	<b>\$579,288,564</b>	<b>\$44,459,419</b>	<b>\$435,746,945</b>	<b>\$1,107,507,659</b>

<sup>11</sup> Note that these figures exclude public institutions responsible for health (hospitals) or education (colleges, universities, school boards) which make up the broader \$6.1B figure.

As shown in the figure below, the majority of funding (85% or \$938 million) allocated to charities delivering poverty, housing, homelessness, addiction, and mental health-related support, particularly went to the relief of poverty (75% or \$831 million) and community resource services (10% or \$107 million).

*Funding to Edmonton Charities delivering poverty, housing, homelessness, addiction, and mental health-related support, CRA, 2018.*



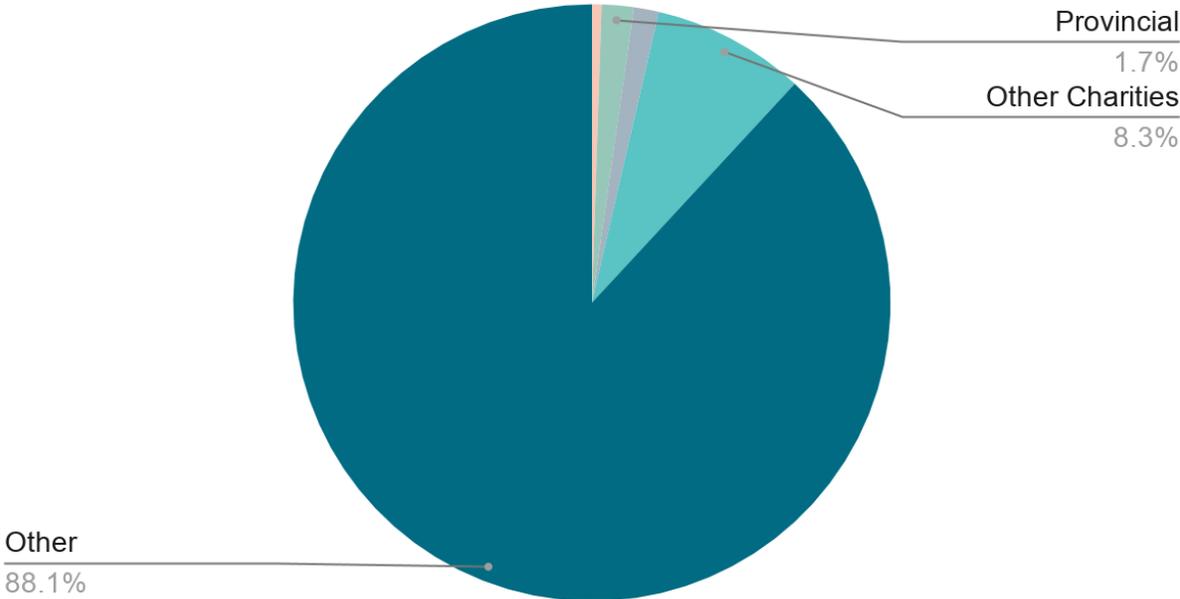
## Foundations

Foundations are charitable organizations that differ from one another in their structure, funding, operation, and tax requirements.<sup>12</sup> In 2018, 203 foundations (111 private and 92 public)

<sup>12</sup> For instance, public foundations generally give more than 50% of their incomes annually to other qualified donees and receive their funding from a variety of arm's length donors. Their incomes cannot be used for the personal benefit of any of their members, shareholders, or governing officials, but they may carry out some of their own charitable activities. Private

were registered in Edmonton with revenues totaling \$298 million. The majority of revenue going to public and private foundations came from other sources of revenue such as fee for service, investments and donations (88% or \$262.9 million), and other charities (8% or \$24.7 million). Government allocations to foundations accounted for 4% (\$10.7 million), 1% (\$4 million) of which came from the municipal government.

*Charitable revenue by source of funding, CRA, 2018.*



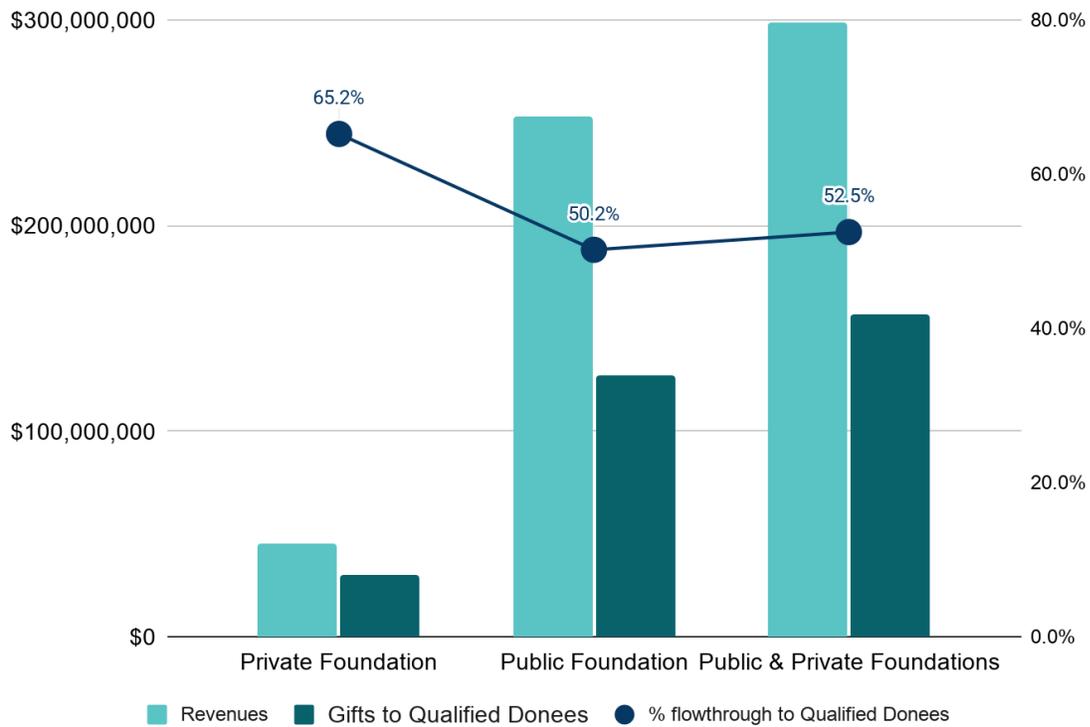
Yet, while foundations only account for 11% of the total registered charities in Edmonton, a significant amount of their expenditures (75% for private and 53% for public foundations) is allocated to other qualified donees<sup>13</sup> in the community to support the delivery of charitable activities such as the relief of poverty, the advancement of education, the advancement of religion, or other purposes that benefit the community. Similarly, as shown in the figure below, over half of revenues (53%) flowed through to qualified donees. Private foundations were more likely to allocate revenues to other qualified donees.

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foundations, in turn, carry on their own charitable activities and/or fund other qualified donees. They receive the majority of their funding from a donor or a group of donors that are not at arm's length. For more information about the differences between charitable organizations and private and public foundations, see: <https://www.canada.ca/en/revenue-agency/services/charities-giving/charities/applying-registration/types-registered-charities-designations.html>

<sup>13</sup> Under the Income Tax Act, qualified donees are organizations that can issue official donation receipts for gifts they receive from individuals and corporations. Registered charities can also make gifts to them. Examples of qualified donees are registered charities, a Canadian municipality, the United Nations and its agencies, and a registered housing corporation.

*Charity Public & Private Foundations Revenues & Percent Flowthrough to Qualified Donees in 2018 in Edmonton.*



Two well-known foundations significantly contributing to the provision of funding to mitigate social issues in Edmonton are the United Way of Alberta Capital Region (UW-ACR) and the Edmonton Community Foundation (ECF). The United Way of Alberta Capital Region reported \$25M in revenues, of which \$16M (64%) went to other qualified donees.

The Community Foundation had \$27M in revenues, and flowed \$23M (85%) to other recipients, the majority of which went to the United Way of Alberta Capital Region (the second largest foundation in the city) thus, this likely also contributed to UW revenues. Of note, the United Way of Alberta Capital Region receives the highest municipal investment in such entities at \$2.5M.

*United Way of Alberta Capital Region and the Edmonton Community Foundation revenues and gifts to other qualified donees, CRA, 2018.*

Foundation	Federal	Provincial	Municipal	Other	Total Revenue	Gifts to other qualified donees
UW-ACR		\$764,779	\$2,518,110	\$21,705,940	\$24,988,829	\$15,919,107
Edmonton Community Foundation	\$597,808	\$65,000	\$115,000	\$26,375,307	\$27,153,115	\$23,046,243
<b>Total</b>	<b>\$597,808</b>	<b>\$829,779</b>	<b>\$2,633,110</b>	<b>\$48,081,247</b>	<b>\$52,141,944</b>	<b>\$38,965,350</b>

The table below outlines the top 10 Edmonton recipients of funding from the United way of Alberta Capital Region and the Edmonton Community Foundation.

*Top 10 Funding Edmonton Recipients from ECF/UW-ACR, CRA, 2017.*

United Way of Alberta Capital Region	Total Amount Reported	Edmonton Community Foundation	Total Amount Reported
The Family Centre of Northern Alberta (Association)	\$2,630,412	United Way of the Alberta Capital Region	\$1,518,302
Boys & Girls Clubs, Big Brothers Big Sisters of Edmonton & Area	\$1,888,992	University of Alberta	\$1,162,602
Edmonton City Centre Church Corporation	\$917,156	Citadel Theatre	\$802,933
Canadian Mental Health Association - Edmonton Region	\$845,953	Alberta Ecotrust Foundation	\$700,000
Bissell Centre	\$480,048	E4C (Edmonton City Centre Church Corporation)	\$484,495
The Young Men's Christian Association of Edmonton	\$387,914	lhuman Youth Society	\$447,809
Edmonton John Howard Society	\$323,724	Edmonton Symphony Society	\$437,431
Terra Centre for Teen Parents	\$290,766	Edmonton Opera Association	\$436,281
Sexual Assault Centre of Edmonton	\$286,029	Edmonton Arts Council Society	\$405,001
Y.E.S.S.: Youth Emergency Shelter Society of Edmonton	\$285,989	Bissell Centre	\$337,550

## **Government of Alberta Grants Dataset**

The second dataset used in this analysis is based on the use of additional financial datasets to explore provincial and federal grants broken down by ministry. This money is likely going to the same charities analysed above, and also to additional social service entities not included in the CRA dataset. This process provides insight into a broader range of social service providers (not just charities) in Alberta receiving funding from various ministries in both the provincial and federal levels of government.

This database provides information on grant payments made by Government of Alberta departments, and some arm's-length agencies, to support programs and initiatives throughout the province. The dataset includes a total of 60,000+ unique recipients' grant payment information from 2014 to 2020 provincial wide. These grants go to individuals, organizations, and municipalities.

The grant allocations from different ministries were totalled and ranked in decreasing order to display the top ten Alberta ministries with the highest funding in 2018. The grant allocations' trend over time from 2014 to 2019 was also explored. To account for the change in scope, name, and merging of some ministries over the past few years, ministries from 2014 to 2019 were grouped according to the existing ministries as of October 2020, and monetary allocations from previous ministries were included under the new ministry's name.

Importantly, grant payments for most regulated funds, provincial agencies, Crown-controlled corporations, and SUCH sector organizations (Schools, Universities, Colleges, and Alberta Health Services) are not included. Further, a significant proportion of the recipients in this dataset are individuals contributing to programs and initiatives across the province.

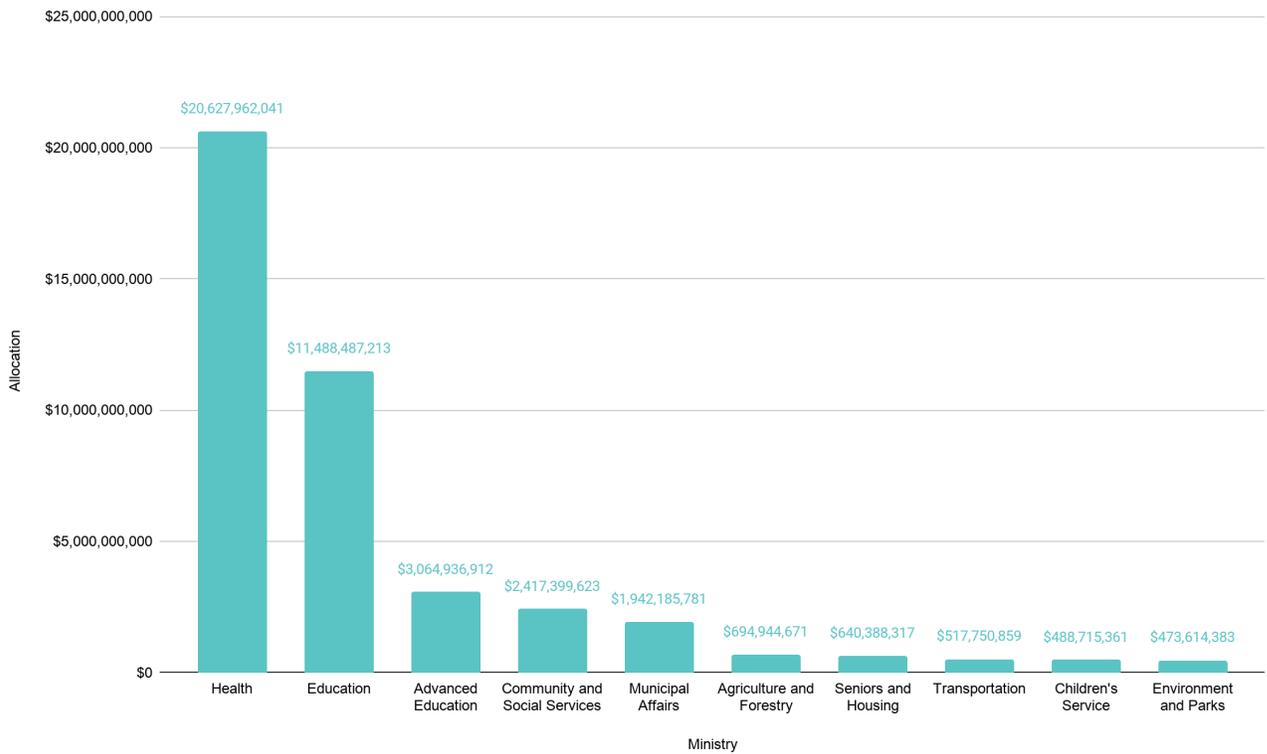
Finally, the dataset has no geographic reference field, so analysis is limited to the provincial level, versus exploring funding at the Edmonton level.

The table below outlines the funding allocation to individuals, organizations and municipalities supporting programs and initiatives across the province by ministry. As can be seen, the majority of this funding (73% or \$32.1 billion) comes from the ministries of Health (47% or \$20.6 billion) and Education (26% or \$11.4 billion), areas under provincial purview. Funding from the Community and Social Services ministry accounted for 5% (\$2.4 billion) of the total provincial funding in 2018.

*Funding allocation by ministry to individuals, organizations, and municipalities in Alberta, 2018.*

<b>Ministry</b>	<b>Allocation</b>
Health	\$20,627,962,041
Education	\$11,488,487,213
Advanced Education	\$3,064,936,912
Community and Social Services	\$2,417,399,623
Municipal Affairs	\$1,942,185,781
Agriculture and Forestry	\$694,944,671
Seniors and Housing	\$640,388,317
Transportation	\$517,750,859
Children's Service	\$488,715,361
Environment and Parks	\$473,614,383
Infrastructure	\$426,236,877
Culture, Multiculturalism and Status of Women	\$392,871,985
Jobs, Economy and Innovation	\$299,062,094
Indigenous Relations	\$241,175,018
Energy	\$234,886,329
Justice and Solicitor General	\$228,415,279
Labour and Immigration	\$64,575,184
Treasury Board and Finance	\$45,327,811
Service Alberta	\$0
<b>Total</b>	<b>\$44,288,935,738</b>

Top 10 Alberta ministries with the highest funding allocations, Alberta, 2018.<sup>14</sup>



From 2014 to 2019, the highest increases in allocations to individuals, organizations, and municipalities in Alberta are recorded for the ministries of Seniors and Housing, Infrastructure and Labour and Immigration. Municipal Affairs, Environment and Parks, Indigenous Relations and Advanced Education are the ministries with decreasing investments in Alberta during the same period of time. Allocations from Community and Social Services increased by 7% in that period.

<sup>14</sup> For a top ten list of entities with the highest funding by Alberta ministry see [Appendix A](#).

*Funding allocation by ministry, 2014-2020 (YTD).*

Ministry	2014	2015	2016	2017	2018	2019	2020
Advanced Education	\$2,871,410,691	\$2,918,420,084	\$3,116,321,531	\$3,165,161,006	\$3,064,936,912	\$2,800,663,341	\$678,805,392
Agriculture and Forestry	\$440,985,116	\$489,164,498	\$819,097,528	\$631,621,360	\$694,944,671	\$452,451,284	\$436,827,810
Children's Service			\$130,164,420	\$374,946,952	\$488,715,361	\$469,807,223	\$51,464,168
Community and Social Services	\$2,374,418,056	\$2,178,885,026	\$2,385,134,268	\$2,137,428,797	\$2,417,399,623	\$2,544,320,331	\$855,257,958
Culture, Multiculturalism and Status of Women	\$176,673,540	\$294,681,642	\$301,813,302	\$273,601,425	\$392,871,985	\$192,080,640	\$22,137,881
Education	\$5,125,799,748	\$5,096,514,984	\$5,429,272,885	\$5,585,317,053	\$11,488,487,213	\$5,475,502,547	\$1,059,882,931
Energy	\$160,125,256	\$227,162,340	\$43,295,076	\$145,248,325	\$234,886,329	\$290,248,084	\$158,303,591
Environment and Parks	\$691,796,737	\$197,921,694	\$136,590,583	\$419,407,630	\$473,614,383	\$573,454,701	\$64,686,637
Health	\$17,042,724,505	\$17,419,087,235	\$18,254,485,625	\$18,702,381,599	\$20,627,962,041	\$20,925,712,188	\$5,639,626,645
Indigenous Relations	\$177,476,449	\$153,438,041	\$169,506,566	\$163,844,289	\$241,175,018	\$173,024,403	\$5,351,688
Infrastructure	\$104,068,618	\$97,046,908	\$207,409,694	\$167,361,449	\$426,236,877	\$414,349,839	\$69,995,203
Jobs, Economy and Innovation		\$15,066,515	\$179,020,607	\$294,029,277	\$299,062,094	\$136,597,035	\$107,121,507
Justice and Solicitor General	\$182,522,706	\$183,545,631	\$197,847,669	\$209,433,727	\$228,415,279	\$205,526,644	\$66,192,184
Labour and Immigration	\$14,551,327	\$20,264,131	\$54,958,910	\$61,637,497	\$64,575,184	\$52,450,523	\$113,958,534
Municipal Affairs	\$1,812,026,258	\$1,869,440,071	\$1,851,977,218	\$1,676,576,478	\$1,942,185,781	\$1,280,728,882	\$205,845,679
Seniors and Housing	\$78,505,980	\$678,488,119	\$853,527,989	\$741,555,510	\$640,388,317	\$536,129,362	\$132,757,954
Service Alberta					\$0		\$22
Transportation	\$331,032,929	\$209,138,895	\$310,251,926	\$1,024,262,556	\$517,750,859	\$375,395,501	\$26,562,364
Treasury Board and Finance	\$28,991,417	\$45,003,881	\$43,190,482	\$43,228,447	\$45,327,811	\$45,743,745	\$1,955,515
<b>Total</b>	<b>\$31,613,109,333</b>	<b>\$32,093,269,695</b>	<b>\$34,483,866,279</b>	<b>\$35,817,043,377</b>	<b>\$44,288,935,738</b>	<b>\$36,944,186,273</b>	<b>\$9,696,733,663</b>

The following table highlights the top ten social service entities receiving funding from more than one ministry in 2018 (frequent flyers) in Alberta. As shown below, the Métis Nation of Alberta Association is the social service entity with the most diverse source of funding as it received funding from seven different ministries in 2018. Note that the amount of funding is not considered, only the amount of times they have received funding from various ministries.

### Top 10 Alberta Social Service Entities with Multiple Funding Sources

Recipient	Number of ministries funding
Métis Nation of Alberta Association	7
Sage Seniors Association	5
Policywise for Children & Families	5
Awo Taan Healing Lodge Society	5
Calgary Immigrant Women's Association	5
Boys & Girls Clubs of Calgary	5
Association of Early Childhood Educators of Alberta	4
Prospect Human Services Society	4
McMan Youth, Family and Community Services Association	4
Inside Education Society of Alberta	4

The table below outlines the entities receiving funding from more than one ministry in Edmonton in 2018 by selected ministries. As can be seen, seven entities reported receiving funding from more than one ministry in Edmonton with Community and Social Services being the most recurrent ministry amongst co-funded entities. Yet, the investments from the ministries of Health and Indigenous Relations account for 58% and 30%, respectively, of the total allocations to co-funded entities in the city.

### Entities co-funded by selected AB ministries, Edmonton, 2018.

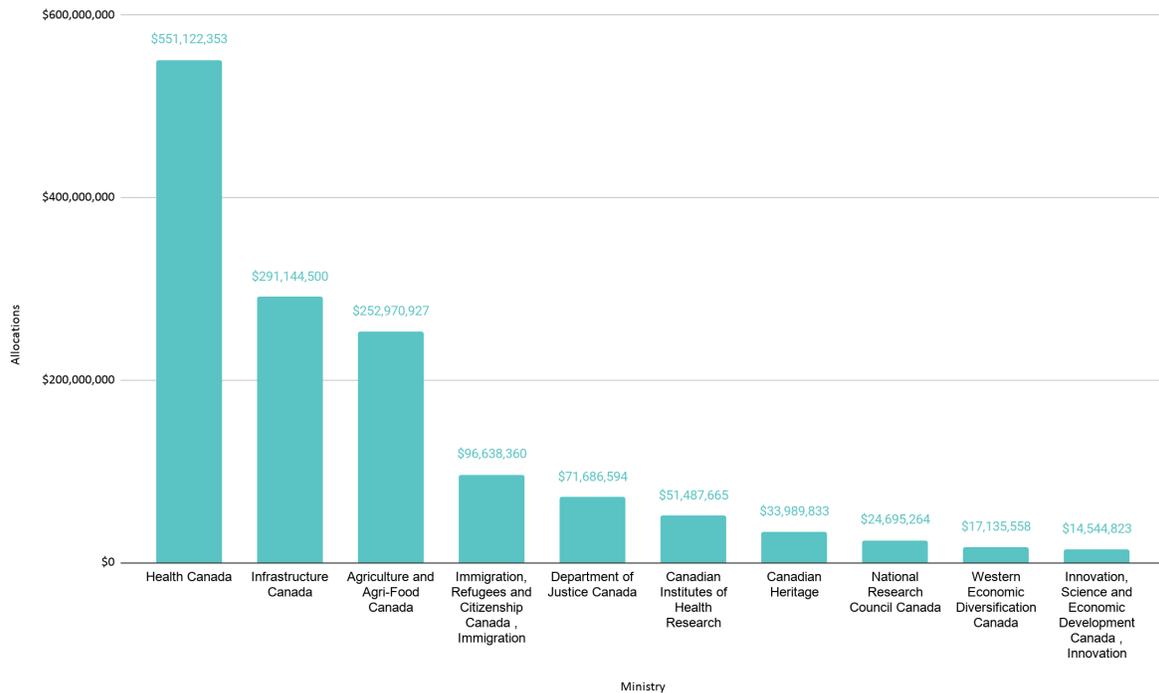
	Community & Social Services	Health	Indigenous Relations	Advanced Education
Alberta Native Friendship Centres Association		\$810,000	\$3,248,000	
Boyle Street Service Society	\$186,600	\$3,950,159		
Edmonton John Howard Society	\$43,750		\$40,000	
Inclusion Alberta Society	\$185,000			\$125,000
Métis Child And Family Services Society	\$165,000		\$103,134	
Policywise for Children & Families	\$160,000			\$15,000
Sage Seniors Association	\$523,000	\$1,937,015		
<b>Total</b>	<b>\$1,263,350</b>	<b>\$6,697,174</b>	<b>\$3,391,134</b>	<b>\$140,000</b>

## Government of Canada Grants Dataset

This dataset includes information on grants and contributions over \$25,000 submitted by federal institutions from 2007 to 2019. Only data from 2018 is used for this report. The top ten Government of Canada awards and contributions by ministries for Edmonton in 2018 are visualised.

As illustrated in the chart below, Health, Infrastructure, and Agriculture and Agri-food are the federal ministries with the highest awards and contributions allocated to Edmonton entities in 2018. These investments totaled \$1 billion and accounted for 77% of the total allocations to entities in Edmonton.

*Top 10 federal ministries with the highest awards and contributions allocated to Edmonton entities, 2018.*

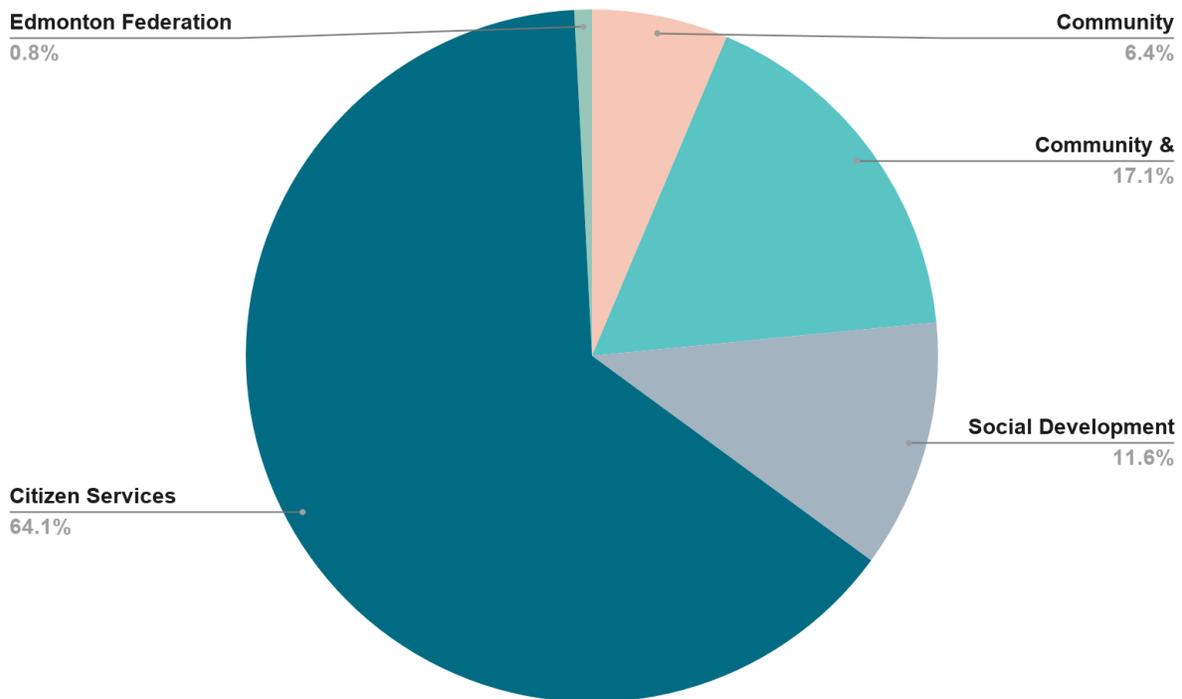


## City of Edmonton

Budget information was provided to the research team by Financial & Corporate Services at the City of Edmonton. In 2018, the City of Edmonton reported expenditures of **\$761 million** from the Community Standards & Neighbourhoods, Community & Recreation Facilities, Social Development, Citizen Services Department, and the Edmonton Federation of Community Leagues branch .

As seen in the chart below, the majority of this funding came from the Citizens Service Departments (64% or \$488 million) and the Community & Recreation Facilities branch (17% or \$130 million). Of specific relevance is the City's expenditures on Social Development (\$88M).

*City of Edmonton Funding by Selected Departments, 2018*



Social Development partners and collaborates with the community to support and enable citizen-centric approaches.<sup>15</sup> Branch organization is as follows:

- Citizen Access and Inclusion
- Community Initiatives & Coordination
- Community Resources
- Family & Community Supports
- Indigenous Relations Office
- Multicultural Relations

<sup>15</sup> City of Edmonton. 2020. Social Development. Retrieved from [https://www.edmonton.ca/city\\_government/city\\_organization/community-inclusion-investment.aspx](https://www.edmonton.ca/city_government/city_organization/community-inclusion-investment.aspx)

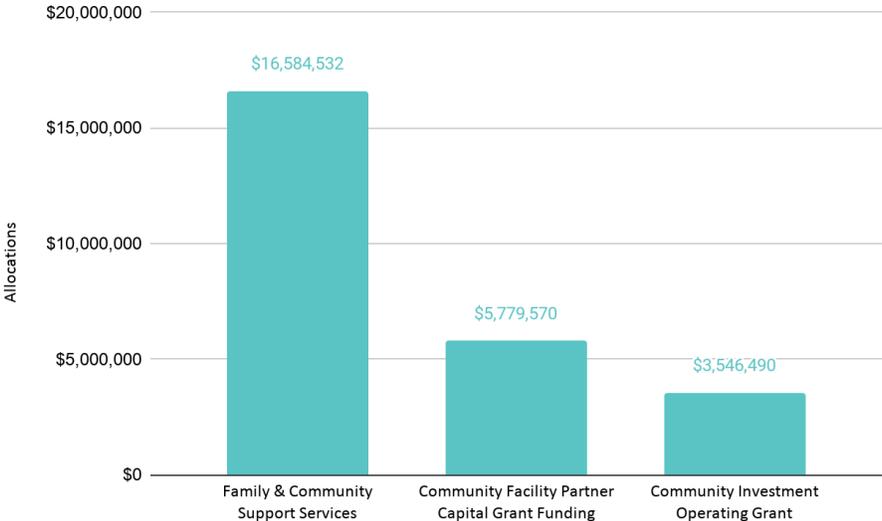
Only about 30% of these Social Development investments (\$25.9 million) can be traced with public data to show allocations to almost 300 entities in Edmonton through three funding streams targeted for this analysis:

- Family & Community Support Services (FCSS)
- Community Facility Partner Capital Grant (CFPCG), and
- Community Investment Operating Grant (CIOG).

This funding was allocated to some of the same charities analysed above, but also to additional social service entities not included in the CRA, AB Grants, and Canada Grants datasets. In particular, 83% (\$21.3 million) went specifically to charities in Edmonton and 61% (\$13 million) of this funding went to community and social services-related activities. This process provides insight into a broader range of social service providers receiving funding from the local government.

The graph below summarizes the municipal allocations to other entities through grants. As shown, 64% of these investments came from the Family and Community Support Services program. Of particular note is the FCSS funding stream, which has a social wellbeing focus for recipient entities.

*Municipal Investments by funding stream, Edmonton, 2018.*



As shown in the table below, 41% (\$6.8 million) of the funding coming from the Family Community & Support Services program was allocated to 10 specific entities in Edmonton in 2018. Of them, Boys & Girls Clubs, Big Brothers Big Sisters of Edmonton & Area Society, and

the Family Centre of Northern Alberta are the entities with the highest allocations from the programs in 2018.

*Top 10 Grant recipients Family Community & Support Services (FCSS), 2018.*

Entity	2018 Funding
Boys & Girls Clubs, Big Brothers Big Sisters of Edmonton & Area Society	\$1,330,425
Family Centre of Northern Alberta (Association), The	\$1,201,778
Norwood Child & Family Resource Centre	\$772,615
Boyle Street Community Services	\$697,095
Family Futures Resources Network Society	\$643,356
SAGE Seniors Association	\$555,527
Edmonton City Centre Church Corporation (E4C)	\$459,688
Bissell Centre	\$429,840
Canadian Mental Health Association – Edmonton Region	\$399,448
Strathcona Place Society	\$378,730
<b>Total Top 10</b>	<b>\$6,868,502</b>
<b>Total Other</b>	<b>\$9,716,030</b>
<b>Total</b>	<b>\$16,584,532</b>

## Connecting Financial Datasets

In order to obtain a more complete list of social service providers, the datasets were appended and re-duplicated based on entity names. Each dataset, CRA, Alberta Grants, Canada Grants, and Municipal Grants contains some financial data, and this provides a means to explore various sources of revenue across all levels of government.

*Information available by service focus and data set.*

Social Service Focus	CRA	AB Grants	Canada Grants	Municipal Grants
Charities	X	X	X	X
Non-profits		X	X	X
For-profits		X	X	
Individuals		X	X	
Federal Govt	X		X	
Federal Ministries			X	
Provincial Govt	X	X		
Provincial Ministries		X		
Municipal Govt	X			X
Municipal Funding Streams				X

This resulted in a larger dataset containing many more social service providers and associated financial information, which were matched to the HelpSeeker inventory of all social service providers in Edmonton. The importance of this process is to understand financial flows toward direct social service provision. HelpSeeker tags and categories are based on each service provider's direct programs and services in each community. There are six service categories and 87 tags.

*Funding allocations by categories and dataset.*

HelpSeeker Categories	Canada Revenue Agency (2018)	Government of Alberta Grants (2018/2019)	Government of Canada Awards and Contributions (2018)	Investments in Mental Health and Addictions (2017/18)	Municipal Investments (2018)
Arts & Culture	\$188,701,094	\$22,192,153	\$10,962,049	\$0	\$1,432,628
Community & Social Services	\$2,161,170,051	\$108,000,000	\$53,412,686	\$53,590,460	\$13,029,545
Education	\$2,805,425,553	\$393,000,000	\$28,282,092	\$1,281,802	\$1,175,686
Environment, Parks & Recreation	\$45,025,153	\$15,497,179	\$11,753,624	\$0	\$4,401,744
Health	\$465,546,029	\$17,085,017	\$903,536	\$76,940	\$1,037,054
Religion	\$450,468,354	\$16,769,554	\$23,631,788	\$825,115	\$305,170
<b>Total</b>	<b>\$6,116,336,234</b>	<b>\$572,543,903</b>	<b>\$128,945,775</b>	<b>\$55,774,317</b>	<b>\$21,381,827</b>

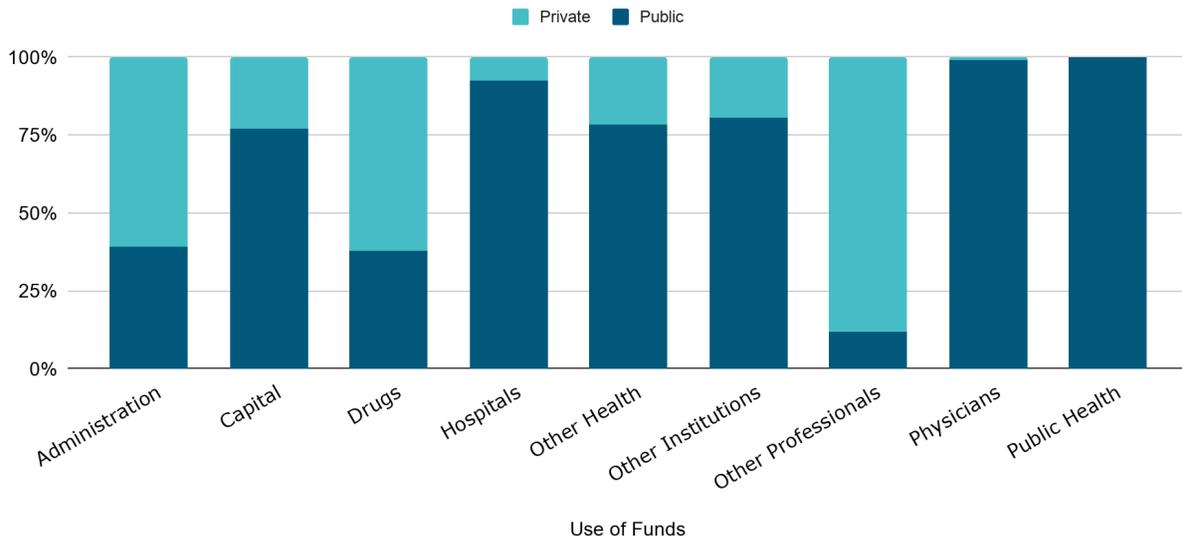
## **Public & Private Health Spending - Mental Health & Addictions**

The research team used the National Health Expenditure Database (NHEX) from the Canadian Institute for Health Information (CIHI)<sup>16</sup> to estimate the total investments in mental health and addictions in the province of Alberta and particularly in Edmonton. Using data from 2019 (most recent dataset available), Alberta health spending totaled \$33.6B. Of this, 73% was public and 27% was private spending (employee assistance, out of pocket, etc.). Of note, CIHI estimates nationally that 27% of public health expenditures are mental health and addictions related.<sup>17</sup>

<sup>16</sup> CIHI. 2019. Public and Private Sector Health Expenditures by Use of Funds. Retrieved from: <https://www.cihi.ca/en/public-and-private-sector-health-expenditures-by-use-of-funds>

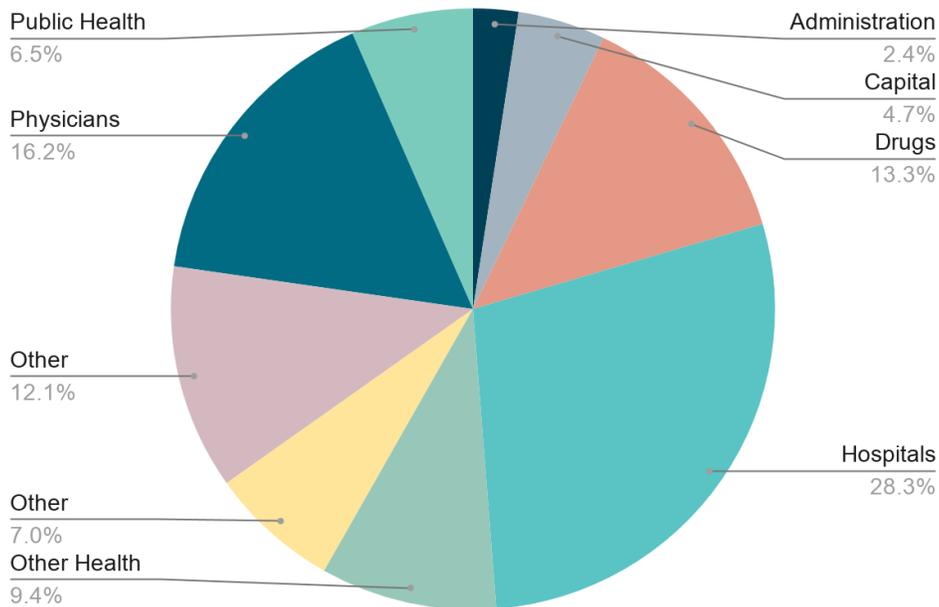
<sup>17</sup> CIHI. 2020. Health System Resources for Mental Health and Addictions Care in Canada. Retrieved from <https://www.cihi.ca/sites/default/files/document/mental-health-chartbook-report-2019-en-web.pdf>

*Public & Private Sector Health Expenditures in AB, 2019.*



As outlined in the chart below, the majority of the total public and private health expenditures went to hospitals (28% or \$9.5 billion), physicians (16% or \$5.4 billion), and drugs (13% or \$4.4 billion).

*Public & Private Sector Health Expenditures in AB, CIHI, 2019.*



Assuming Edmonton receives public health addictions and mental health expenditures on a **per capita** basis, a total of \$1.3-\$1.5B/year is spent through public health funding on mental health and addictions in the community.

Note that it is essential that the funds that are going specifically to charities to deliver addictions and mental health be identified to prevent double counting. Unfortunately, this was not possible in this analysis as the CIHI dataset was not available at an organizational level. This is a risk for the 'Public Health' (6.5%) and 'Other Health Spending' categories (9.4%). To manage this risk of double counting, the estimate correspondingly decreased adding a \$1.3B lower end of the range to this estimate.

## Homeward Trust

Homeward Trust Edmonton is a not-for-profit organization committed to ending homelessness in Edmonton. Homeward Trust leads local efforts that address homelessness and its devastating impacts on individuals, families, and neighbourhoods. Homeward Trust is responsible for Edmonton's *Plan to Prevent and End Homelessness*, as well as for the local implementation of homelessness strategies on behalf of all orders of government.

Between 2017/2018 and 2019/2020, Homeward Trust allocated on average \$36 million a year to different entities in Edmonton. 52% (\$18.6 million) of these investments went primarily to the delivery of Intensive Case Management (22% or \$7.9 million), Rent Supplement/Graduate Rental Assistance (15% or \$5.5 million), and Client Support Costs (14% or \$5.1 million).

*Homeward Trust funding allocation by program type, Edmonton, 2017/2018 - 2019/2020.*

Program Type	2017/2018	2018/2019	2019/2020
Assertive Community Treatment and Flexible ACT	\$2,512,000	\$2,715,000	\$2,504,000
Client Support Costs	\$5,226,000	\$6,500,000	\$3,700,000
Coordinated Access		\$435,000	\$550,000
Diversion and Family Supports			\$250,000
Intensive Case Management	\$7,717,000	\$8,190,000	\$8,005,000
Outreach, Support, Triage & Assessment	\$582,000	\$565,000	\$522,000
Permanent Supportive Housing	\$4,218,000	\$4,280,000	\$5,527,000
Prevention, Capacity Building, Analysis, QI, Training	\$2,542,000	\$1,750,000	\$1,890,000
Rapid Rehousing	\$775,000	\$870,000	\$778,000
Rent Supplement/Graduate Rental Assistance	\$5,730,000	\$6,500,000	\$4,500,000
Short Term Supportive Housing	\$2,230,000	\$2,030,000	\$2,083,000
Supports to Assist Other Activities	\$2,784,000	\$2,510,000	\$2,827,000
Youth Housing First	\$610,000	\$585,000	\$605,000
Not Specified	\$820,000	\$825,000	\$864,000

As the table below outlines, on average, 43% (\$15.5 million) of the total Homeward Trust's revenue comes from the provincial government. The remainder 57% (\$20.4 million) comes from federal and provincial sources.

*Homeward Trust source of funding, Edmonton, 2017/2018 - 2019/2020.*

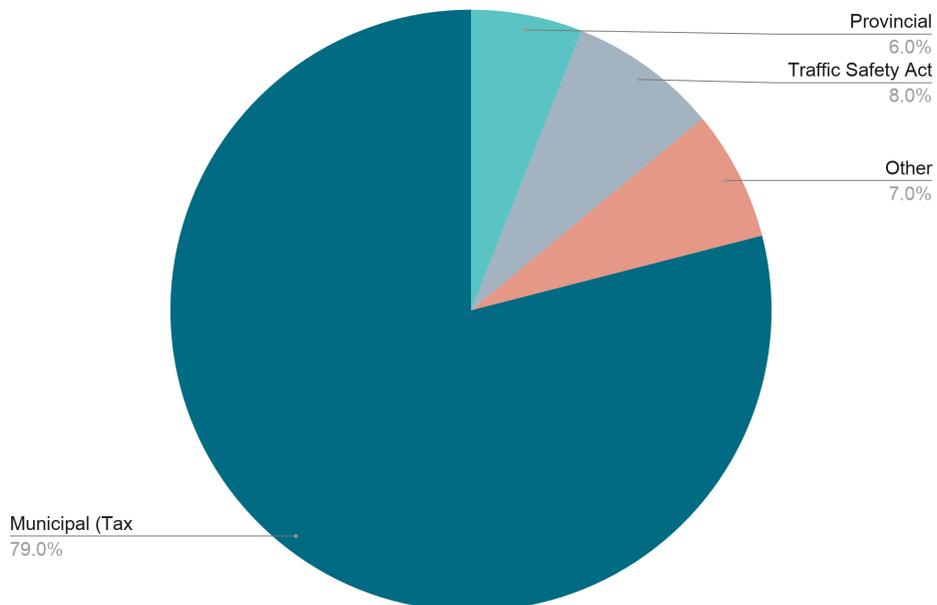
Funding Source	2017/2018	2018/2019	2019/2020
Government of Alberta	\$15,649,000	\$16,590,000	\$14,470,000
Government of Canada & Government of Alberta	\$20,097,000	\$21,165,000	\$20,135,000

## First Responders

### Edmonton Police Services

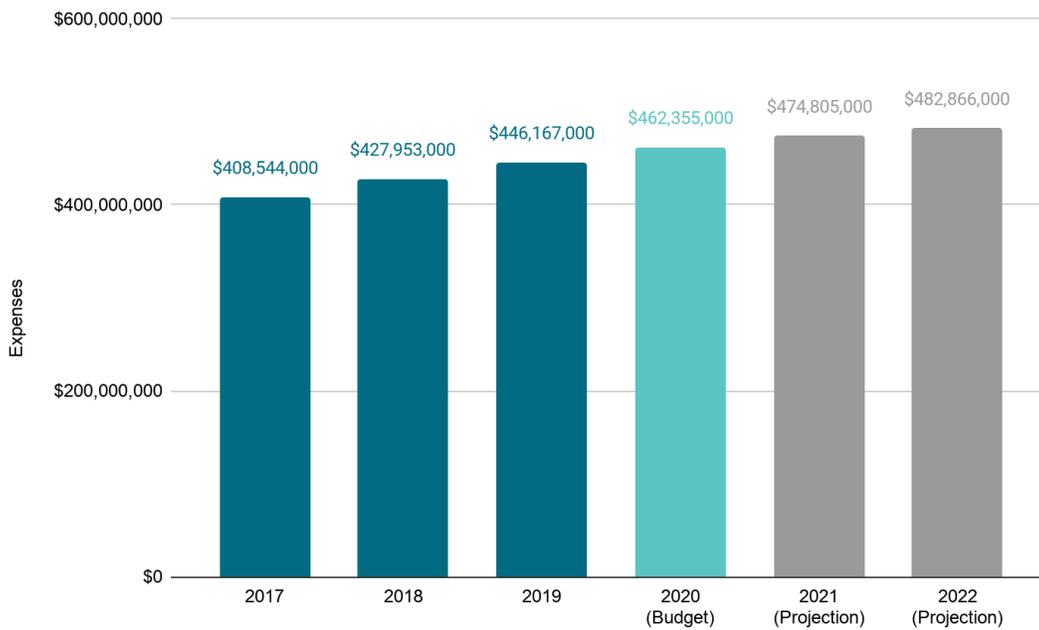
In 2020, the Edmonton Police Service's (EPS) budget totaled \$462 million. Standard breakdowns are as follows: 79% came from the City of Edmonton through the City Tax Levy. The remaining 21% comes from other sources of revenue such as provincial grants, the Traffic Safety Act, information checks, towing, and other origins.

*EPS funding by source of revenue, 2020.*



As shown in the chart below, EPS's 2020 total budget represents a 13% increase with respect to 2017. According to EPS projections, the total budget is expected to grow by 4% by 2022, compared to 2020. In 2020, EPS reallocated **\$28M** to create a Community Safety and Wellbeing Bureau as part of the Vision2020 initiative, on top of the **\$11M** redirected from their budget.

*EPS Actual and Projected Expenses 2017-2022.*



The Community Policing Bureau (34%), the Corporate Services Bureau (17%), and the Investigations Bureau (15%) accounted for 65% of the total budget allocations by Bureau in 2020 (table below).

*EPS Proportion of Actual and Projected Expenses 2017-2022 by Bureau.*

	2017	2018	2019	2020	2021	2022	Projected % Change 2018-2022
Police Commission	0.3%	0.3%	0.2%	0.3%	0.3%	0.3%	0%
Office of the Chief	3.7%	3.5%	3.5%	3.6%	3.6%	3.5%	-3%
Corporate Services Bureau	17.1%	17.2%	18.5%	17.1%	16.7%	16.3%	-5%
Innovation & Technology Bureau	9.4%	9.5%	9.9%	10.6%	10.6%	10.7%	1%
Community Policing Bureau	35.0%	35.3%	34.3%	33.7%	33.8%	34.1%	1%
Operational Support Services Bureau	12.5%	12.1%	11.9%	11.5%	11.8%	11.9%	3%
Investigations Bureau	15.4%	15.4%	14.8%	14.6%	14.8%	14.8%	1%
Secondments/Recoverable	2.0%	1.9%	1.9%	2.4%	2.3%	2.3%	-4%
Community Safety & Wellbeing Bureau	4.7%	4.8%	5.1%	6.1%	6.1%	6.0%	-2%

Of note, while, as mentioned, the total expenditures in 2022 are expected to increase compared to budget 2020, this funding increase will be primarily allocated to the Operational Support Services Bureau (+3%). By contrast, the Corporate Services Bureau (-5%) and Secondments/Recoverable-related activities (-4%) are expected to experience the most significant decreases from 2020 to 2022.

### **Fire Rescue Services**

The table below outlines the Fire Rescue Services capital and operating budget from 2017 to 2020. As can be seen, while operating allocations have increased by 7% over this period of time, capital allocations have significantly decreased by 30%.

*Fire Rescue Services Capital and Operating Expenses, 2020.*

	2017	2018	2019	2020
Capital	\$7,583,450	\$4,417,950	\$2,000,327	\$5,314,851
Operating	\$212,041,856	\$213,005,944	\$226,637,641	\$226,628,752
<b>Total</b>	<b>\$219,625,306</b>	<b>\$217,423,894</b>	<b>\$228,637,968</b>	<b>\$231,943,603</b>

### **Emergency Medical Services (EMS)**

As outlined in the table below, \$88.2 million are expected to be allocated from Alberta Health Services to Emergency Medical Services (EMS) for the Edmonton Zone throughout 2020. The

vast majority of this funding is allocated to operations and just over \$1 million to EMS crisis response and support units.

*Budgeted EMS revenue by program, Edmonton Zone, 2020.*

Program	Allocation
AHS EMS Operational Budget for Edmonton	\$87,123,369
Crisis Response EMS (CREMS – Mental Health Response Unit)	\$666,793
Inner City EMS Support Unit (City Centre Team)	\$350,727
Assess, Treat and Refer Coordinator to CCT and CREMS	\$77,653
<b>Total</b>	<b>\$88,218,542</b>

## Direct Cash Transfers

In addition to services made available, individuals in various target groups (low income, disabilities, etc.) in Edmonton receive direct government transfers to individuals (tax credits, old age pension, social assistance, disability payments etc.). According to Statistics Canada Census 2016, these government transfers made up 7.4% of the total income of populations aged 15 years and over, with an average of \$7,011 amongst 431,590 individuals.<sup>18</sup>

## Systems Mapping Data

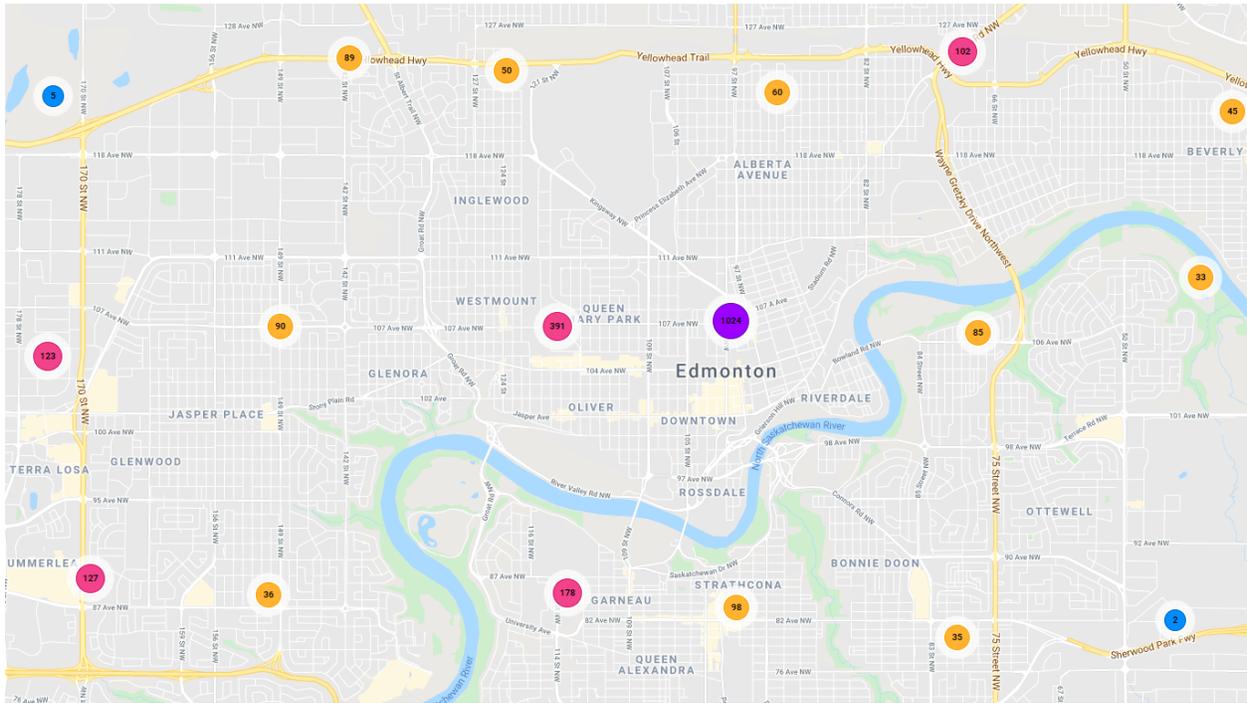
HelpSeeker's a systems mapping platform generates real-time insights for better decision making for funders and policy makers while connecting people to available services.

As of October 2020, HelpSeeker had mapped 3,480 listings (programs, locations, benefits, helplines) from over 2,000 entities offering approximately 12,900 services in Edmonton. Most of these services are located in the downtown area.<sup>19</sup> Of note, this mapping requires ongoing maintenance and updating as services change rapidly, particularly in the COVID context.

<sup>18</sup> Statistics Canada. 2017. Edmonton, CY [Census subdivision], Alberta and Division No. 11, CDR [Census division], Alberta (table). Census Profile. 2016 Census. Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29, 2017.

<sup>19</sup> HelpSeeker systems map is in constant flux as a real time dataset and therefore likely misses additional services available as well as a voluntary mapping effort that relies on publicly available information.

Distribution of listings mapped in HelpSeeker, 2020.



The image below outlines the number of services available in Edmonton by service categories. As seen, basic needs (30%), community and belonging (17%), and mental health and addiction (16%) services together account for 63% of the total number of services available in the community.

12,984 Service Elements through 3,480 listings mapped in Edmonton to Date



*Interactive Model of Edmonton's Social Safety Net Ecosystem.*



**Link:** <https://helpseeker.shinyapps.io/SocialEcosystemMaps/>

### ***Connecting Financial Data & Systems Mapping Data***

To provide a descriptive analysis on the total costs of operating direct services in Edmonton's social safety net among the different services listed in HelpSeeker, the research team was able to merge the financial information provided through the CRA dataset with HelpSeeker's inventory of programs and services in the community.

The following table outlines the monetary allocations going to all entities in Edmonton and the proportion of funding the consultants were able to trace to the CRA dataset.

Monetary allocations traced to HelpSeeker inventory and CRA dataset.

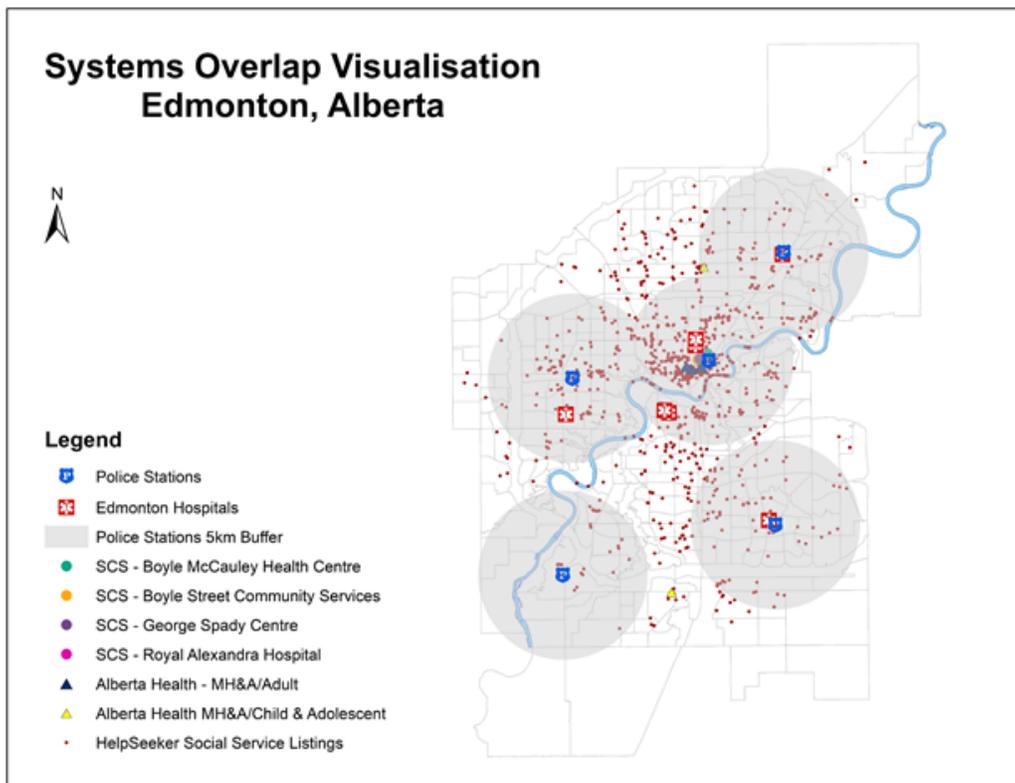
	Entities	CRA dataset
Total Entities	2,033	\$6,116,336,234
Traced in HelpSeeker Dataset	460	\$3,232,471,633
Percentage Tracked	23%	53%

As seen, financial information of \$3.2 billion could be traced to 460 charities listed in the 2018 CRA dataset. These 460 charities only represent 23% of the 2,033 entities with available financial information in Edmonton.

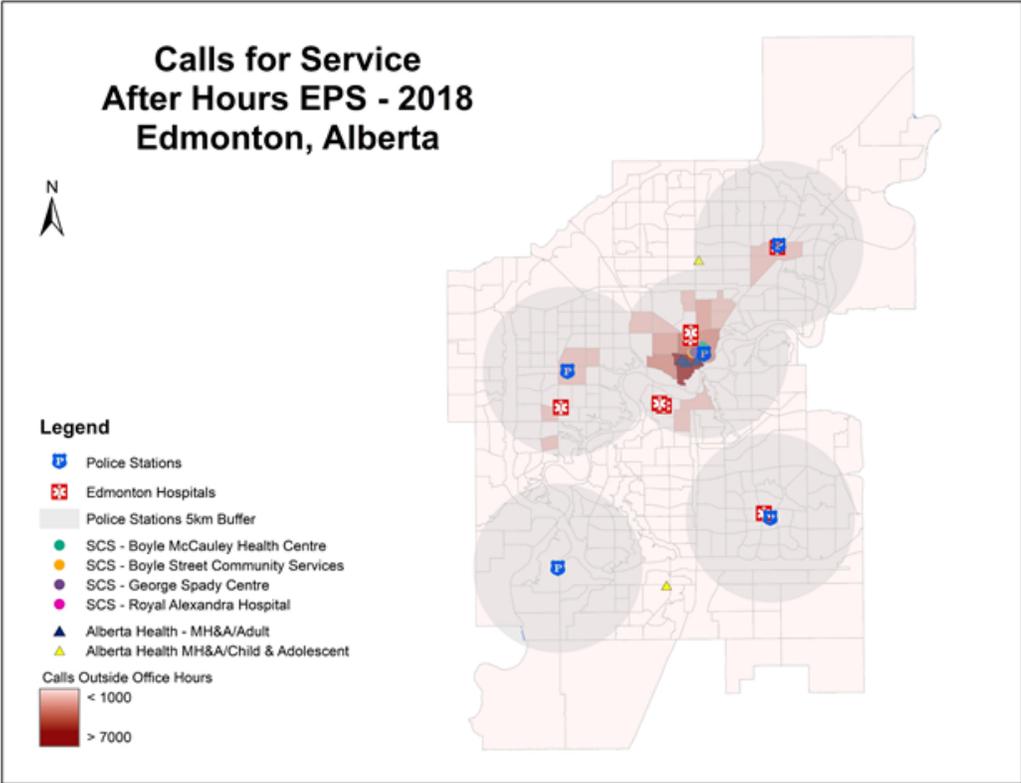
### Systems Use Visualisation

This section explores intersections between EPS service catchment areas, calls for service, social service agencies, and locations of high interaction mental health and addictions services in Edmonton to bring further insight into this analysis.

The following entities are mapped for Edmonton:



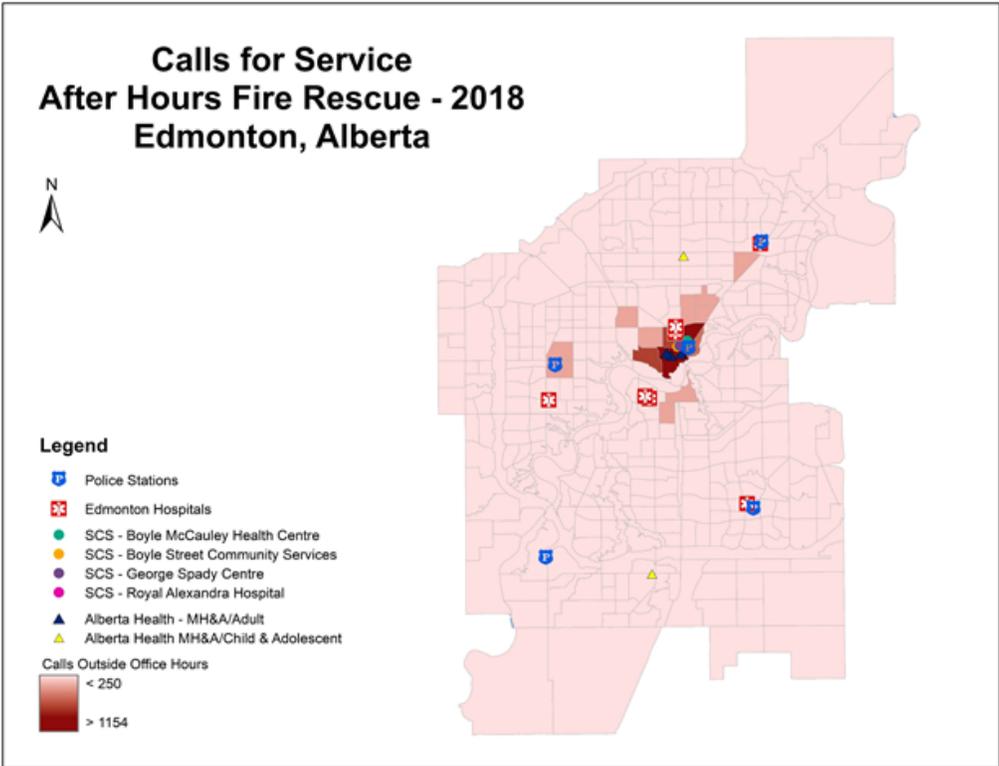
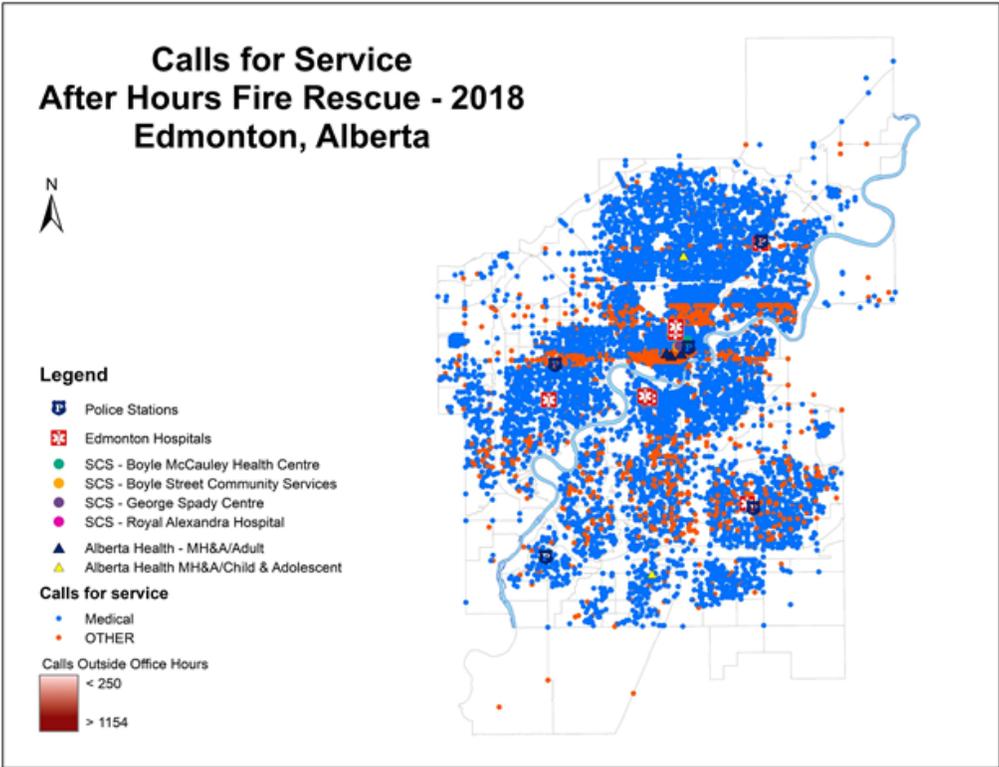
Downtown Edmonton has a concentration of high interaction mental health and addiction services, along with social service agencies, two hospitals, and a police station.



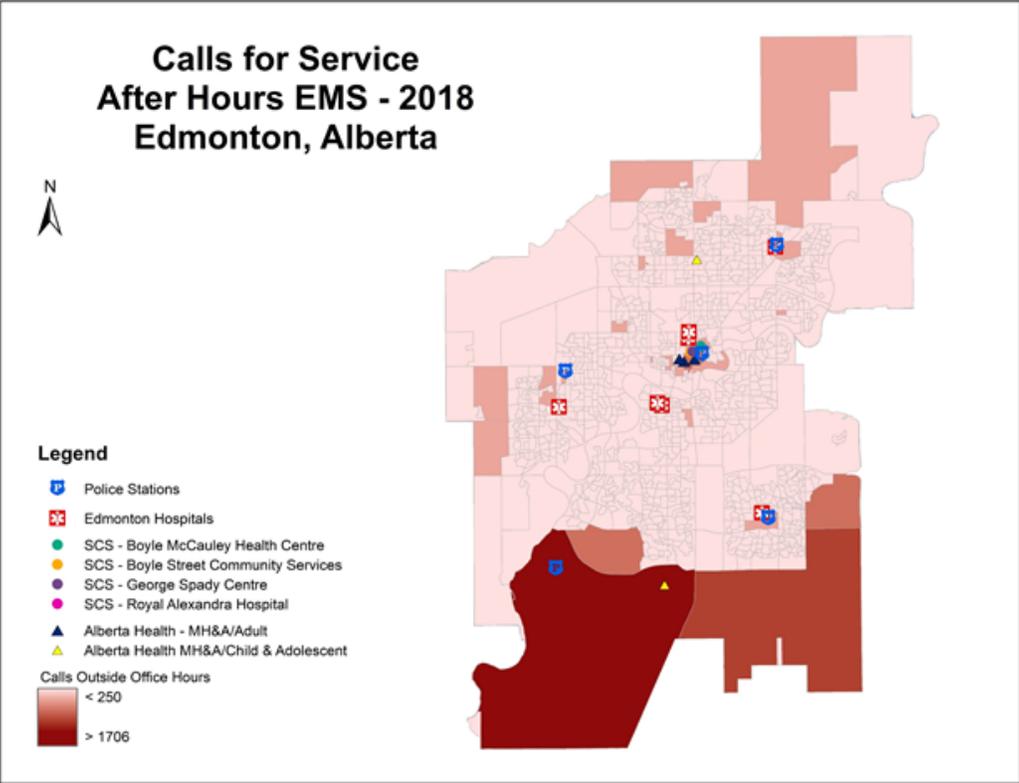
A spatial join was undertaken to connect attributes of calls for service to a neighbourhood based on the spatial relationship. This calculates the number of calls for service within a neighbourhood boundary area.

EPS calls for service are concentrated in the downtown region. Over 10,000 calls were recorded for 2018.

Additional data were provided for Fire Rescue Services and Emergency Medical Services. The Fire Rescue Services dataset includes a further breakdown of calls for service into 'medical' and 'other'. These are displayed as both a dot map and a choropleth map to show distribution and concentration of these calls respectively.



Emergency Medical Service provided calls for service data at the dissemination area level. The broader aggregation of the southern neighbourhoods results in a higher concentration overall. There remains a concentration of EMS calls after hours in Edmonton's downtown neighbourhoods.



## Part 2: Considerations Towards a Recovery & Wellbeing-oriented Ecosystem in Edmonton

Using evidence-based interventions systematically can achieve greater impact. But this requires transformational change and leadership. Edmonton can learn from the experience of other jurisdictions and new research on what works locally that can be scaled. The funding analysis presents an opportunity for policy makers to probe whether a fulsome restructuring and realignment of these investments can bring better outcomes overall.

### The Case for Systems Transformation

The analysis presented builds on the calls for transformative change in the delivery of health, education, justice, and social services. The various domains of the social safety net are interrelated and, as such, each is impacted by individual experiences, relationships, community, and societal contexts. While this research project has had an immediate focus on the financial flows into the social safety net, they support the case for a paradigm shift to make a positive impact on cross-cutting issues.

**The presence of thousands of service elements and considerable investments coming into Edmonton present an opportunity to change siloed and reactive approaches to social issues.**

Complex social issues are entwined: addictions, homelessness, domestic violence, criminal justice, trauma, and mental health are very much connected. For instance, research evidence demonstrates the link between **Adverse Childhood Experiences** -- physical and emotional abuse, neglect, and household dysfunction -- and poor long-term health, and economic and social outcomes, yet the approaches funded to address these challenges are notoriously segmented, convoluted, and often lack a clear link to the evidence base on effective practice.

The 2013 Alberta Adverse Childhood Experiences Study<sup>20</sup> confirmed the international evidence that ACEs were not only common, but that strong associations existed between childhood trauma and increased risk for poor health outcomes in adulthood. Higher ACEs dramatically increase the risk of heart disease, diabetes, obesity, depression, substance abuse, smoking, poor academic achievement, time out of work, and early death.<sup>21</sup>

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<sup>20</sup> McDonald, S. and Trough, S. 2014. *The Alberta Adverse Childhood Experiences Survey*. Retrieved from [https://policywise.com/wp-content/uploads/resources/2016/07/345\\_ALBERTA\\_ADVERSE\\_CHILDHOOD\\_EXPERIENCES\\_SURVEY\\_FINAL\\_JULY\\_2014.pdf](https://policywise.com/wp-content/uploads/resources/2016/07/345_ALBERTA_ADVERSE_CHILDHOOD_EXPERIENCES_SURVEY_FINAL_JULY_2014.pdf)

<sup>21</sup> Milanev, K., William, N. and Dutton, D. 2018. "Falling Through the Cracks: How The Community-Based Approach Has Failed Calgary's Chronically Homeless". *School of Public Policy Publications. SPP Research Paper. Vol 11:9*. University of Calgary. <https://www.policyschool.ca/wp-content/uploads/2018/02/Falling-Through-The-Cracks-Milanev-FINAL-2Williams-Dutton-final.pdf>

Research has suggested **Intergenerational Trauma** as the principal cause of higher rates of poverty among Indigenous people<sup>22,23,24</sup>. This trauma is linked to previous government policies aiming at assimilating Indigenous peoples into the Euro-Canadian ways of life<sup>25</sup> exemplified in residential schooling and the 60s Scoop with severe impacts on childhood trauma and long-term health outcomes. This phenomenon has been examined from an epigenetic, neurobiological, and sociocultural perspective to explain the overrepresentation of Indigenous populations in the criminal justice system, lower educational attainment, poorer health conditions, substance abuse, and higher premature mortality/suicide rates.

In an examination on **chronic homelessness**,<sup>26</sup> researchers demonstrate the clear link between housing instability, addictions, mental illness, and traumatic childhoods. The 2018 Point-in-Time count of homelessness in 61 Canadian communities<sup>27</sup> highlights the **overrepresentation of Indigenous people** experiencing homelessness in Canada. Similar results were also found in Edmonton in 2018 by the Provincial Point-in Time count<sup>28</sup> where 32% of people experiencing homelessness, respectively, self-identified as Indigenous, according to administrative data.

**Systemic racism and discrimination** continue to negatively impact Indigenous people -- as well as racialized and LGBTQ2S+ communities. The perpetuation of these patterns of behaviour, policies, or practices exist in Canada's social safety net and must underpin systems transformation.

All of this points to a clear need to rethink the way in which local supports are being delivered and monitored in Edmonton, and the value people are getting out of it. To address social issues, **a paradigm shift is needed**. In doing so, the funds invested in this new approach can tackle interconnected issues – whether homelessness, domestic violence, addictions, or community safety.

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<sup>22</sup> The Social Planning and Research Council of Hamilton. 2018. *Intergenerational Trauma and Aboriginal Homelessness 2017*. [http://www.sprc.hamilton.on.ca/wp-content/uploads/2017/09/Intergenerational\\_Trauma\\_and\\_Aboriginal\\_Homelessness\\_2017.pdf](http://www.sprc.hamilton.on.ca/wp-content/uploads/2017/09/Intergenerational_Trauma_and_Aboriginal_Homelessness_2017.pdf)

<sup>23</sup> Homeless Hub. 2009. *Aboriginal Homelessness Intergenerational Trauma*. <https://www.homelesshub.ca/resource/aboriginal-homelessness-intergenerational-trauma>

<sup>24</sup> Menzies, P. 2009. *Homeless Aboriginal Men: Effects of Intergenerational Trauma*. <https://homelesshub.ca/sites/default/files/attachments/6.2%20Menzies%20-%20Homeless%20Aboriginal%20Men.pdf>

<sup>25</sup> Maltby, A. & Cooke, M. 2017. "Residential schools and the effects on Indigenous health and well-being in Canada—a scoping review". *Public Health Rev* 38, 8.

<sup>26</sup> Milaney, William and Dutton, "Falling Through the Cracks: How The Community-Based Approach Has Failed Calgary's Chronically Homeless".

<sup>27</sup> Government of Canada. 2019. *Everyone Counts 2018: Highlights - Report*. <https://www.canada.ca/en/employment-social-development/programs/homelessness/reports/highlights-2018-point-in-time-count.html#3.4>

<sup>28</sup> 7 Cities. *Point in Time Count*.

## Key Concepts

### 1. Wellbeing & Recovery-oriented Services

Person-centred interventions are linked to improved individual outcomes.<sup>29</sup> These prioritize end users' strengths and input in their diverse journeys to wellbeing. For those overcoming trauma, addictions, mental health, and other challenges, services that support recovery – or the measurable improvement towards the diverse dimensions of wellbeing – are needed. In the context of **COVID**, a focus on holistic, human-centred, and equitable individual and community recovery becomes particularly urgent.

To support a person-centred approach, interventions that address individual wellbeing across key dimensions of their lives can support the delivery of sustainable results and support sustainable recovery.<sup>30</sup>



<sup>29</sup> Poitras, M., Maltais, M., Bestard-Denommé, L. *et al.* What are the effective elements in patient-centered and multimorbidity care? A scoping review. *BMC Health Serv Res* 18, 446 (2018).

<sup>30</sup> Canadian Centre on Substance Use and Addiction (2017). *Moving Toward a Recovery-Oriented System of Care: A Resource for Service Providers and Decision Makers*. Ottawa, Ont

## 2. Systems Planning & Integration

Systems planning is a method of organizing and delivering services, housing, and programs that coordinate diverse resources to ensure that efforts align with common goals.<sup>31</sup> Rather than relying on an organization-by-organization, ministry-by-ministry, or program-by-program approach, it aims to ensure all relevant service providers, funders, and other actors work in a coordinated fashion. When working with this approach across sectors or systems, this new lens can help further overcome artificial or inefficient barriers to better policy, funding, and service delivery.

There is opportunity to move towards strategic population level approaches: on the ground, services must be coordinated in a way such that clients can be assessed by level of need using standardized methods across all agencies, while reducing duplication of services across agencies.

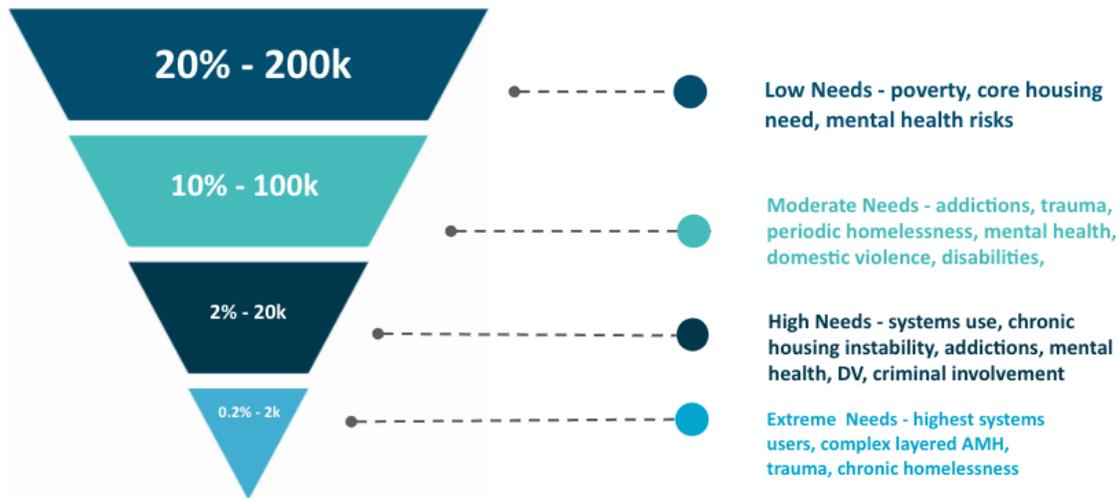
Taking an integrated approach across the social safety net will ensure our resources are used effectively, and more importantly match the needs of those seeking support.

This does not include spending on health needs outside of addictions and mental health, nor education. Surely, there is a better way to leverage this investment we are already making, especially given that some groups will have low levels of need, while others are consistently marginalized by current approaches. This estimate is just a starting point for true systems planning and integration if we are to make a visible, measurable and equitable impact on a community's social outcomes.

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<sup>31</sup> Turner, Alina, Beyond Housing First: Essential Elements of a System-Planning Approach to Ending Homelessness (October 23, 2014). The School of Public Policy Publications, 2014, Available at SSRN: <https://ssrn.com/abstract=3078877>

## A Starting Point to Estimating Demand for Social Safety Net Support for Edmontonians



### 3. Data & Innovation

This involves continuous learning and subsequent agile adjustment must be informed by evidence-based, data-driven decisions, and openness for innovation. Predictive modelling powered by machine learning can support advanced analytics, and build an evidence base grounded in robust data.

The capacity to address these interrelated issues requires necessary real-time data and information sharing. This existing data disconnect results in communities having no way of knowing whether new service participants are coming into systems as a whole, or if they are cycling through various components. Not only does this disconnect create cost drains and inefficiencies within the public systems, but it also hampers local systems planning and, in turn, the capacity to respond appropriately and adjust in real time.

### 4. Integrated Coordinated Access

Navigating Edmonton's 12,000+ services in a user-centred, consistent, and transparent manner requires the implementation of service blueprints built on human-centred design principles. In plain terms, Integrated Coordinated Access refers to a process that ties together Edmonton's independent programs, organizations, and services into a coordinated system to right-match and right-size supports to ensure resilience is built for recovery and wellbeing.

## 5. Community-Based Governance

A fully-integrated approach has mechanisms in place that bring key public and community decision makers together in an ongoing process to ensure efforts are effective, aligned, and mutually-reinforced towards shared objectives. This, in turn, aligns with efforts across frontline service delivery in respective organizations.

This model requires community-based governance to drive integration and coordination efforts among diverse stakeholders with agility and nimbleness to meet objectives. Local leadership – including Indigenous representation – supports community ownership and co-creation of the mechanisms used to deliver oversight for outcomes monitoring and performance management, and the coordination of diverse funding streams.

## 6. Integrated Funding

Funds must be leveraged across other government levels, non-profits, charities, private sector, and voluntary sector resources to truly maximize social impact. Public and non-public investments need to have a whole-government benefit rather than only deliver on an issue-by-issue basis. Such horizontal strategies and solutions can deliver on shared priorities and KPIs. Funding already exists – what's already in place should be leveraged, and re-allocated based on robust logic, evidence, and delivering on shared outcomes.

This will require diverse funders to develop an integrated approach to funding interventions to support vulnerable populations, and ensure these are monitored using consistent KPIs and targets across diverse funding sources.

# Immediate Actions for Consideration

City Council can consider promoting the following areas of action in the immediate term.

1. Develop an evidence-based **Integrated Investment Framework** for any funded or government-delivered interventions, programs, services, or benefits. All investment should flow through a consistent procurement and performance management process overseen with strategic governance provided by the Community Systems Integration Table. Philanthropic and other government funders should be encouraged to co-invest/stack through the same mechanism to maximize impact.

Improved funding coordination will support enhanced transparency, service quality and outcomes at the end user and system levels. Ultimately, this can support improved decision making and service delivery while maximizing frontline support from current investments.

2. Enhance **collaborative, on-the-ground efforts** among social, health, and police partners to augment police interventions with additional social support capacity to frontline responders managing community impacts immediately.
3. Champion the creation of a **Community Wellbeing & Recovery Strategy** that lays out community-wide priorities and advances funding and service integration across social issues. This should identify shared Key Performance Indicators, procurement, and service standards consistency regardless of funding source.
4. Champion the creation of a **Community Wellbeing & Recovery Table** that brings the highest level decision makers across governments, and private and philanthropic sectors to provide strategic direction to enhance alignment towards common social objectives, including homelessness, safety, mental health, etc. This could eliminate redundant committees, boards, organizations, or positions, and re-distribute any cost-savings to frontline services.
5. Enhance future Social Impact Audits by encouraging publicly-funded entities and donor recipients to enhance **data availability and service information** by:
  - Publishing per program revenues/expenditures & outputs/outcomes using Open Data standards;
  - Publicly sharing clear/up-to-date information at the funded program's service element level on eligibility, target end users, capacity/occupancy, hours of operation, regional catchment, output and outcomes.
6. Explore a **Phase 2 of research** to conduct a deeper dive into additional datasets and other Alberta jurisdictions. This could probe correlations between financial

investments, service levels, and mix with population-outcomes to optimize investments.

7. Apply **Social Impact Modelling** to understand stock and flow of population dynamics and needs to guide intervention supply and flow-through to ensure appropriate investments to needs in a proactive and data-driven manner. This can be applied immediately to find recalibration opportunities in partnership with government and private funders to maximize the \$7.5B currently coming into the Edmonton social safety net.
8. Explore the application of **Digital Identity solutions** -- such as MyAlbertaID -- to connect end users to financial support streams from diverse sources (AISH, income supports, rent supplements, etc.) to reduce redundant administrative processes and give end users better control of personal information.

## Appendix A: Top 10 Entities with the Highest Funding from Each Alberta Ministry (AB Grants Dataset 2018).

### Ministry: Community and Social Services

Recipient	Funding Received in 2018
Calgary Homeless Foundation	\$41,629,031
City of Calgary	\$29,703,215
Homeward Trust Foundation	\$28,760,000
City of Edmonton Finance Branch Treasury Section	\$22,324,834
Calgary Drop-in & Rehab Centre Society	\$13,302,853
City of Red Deer	\$6,942,833
City of Lethbridge	\$6,647,830
City of Grande Prairie	\$6,330,423
Hope Mission	\$5,478,037
Regional Municipality of Wood Buffalo	\$5,375,513

All Unknown Recipients	\$2,075,966,810
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### Ministry: Seniors and Housing

Recipient	Funding Received in 2018
Alberta Social Housing Corp	\$123,297,186
Calgary Housing Company	\$23,999,465
Capital Region Housing Corporation	\$21,938,786
Métis Urban Housing Corporation of Alberta, Inc.	\$13,182,547
Horizon Housing Society	\$12,164,338
Right at Home Housing Society	\$7,227,474
City of Calgary	\$7,164,510
Bishop O'Byrne Housing Association	\$5,763,860
Meridian Foundation	\$5,614,079
Wood Buffalo Housing & Development Corporation	\$5,548,801

All Unknown Recipient	\$331,347,041
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### Ministry: Education

Recipient	Funding Received in 2018
Edmonton School District No. 7	\$2,415,151,480
Calgary School District 19	\$2,381,130,452
Calgary Roman Catholic Separate School District No. 1	\$698,693,793
Edmonton Catholic Schools	\$635,979,882
Teachers Retirement Fund c/o Director of Administration	\$407,909,100
Rocky View School Division No .41	\$314,229,944
Elk Island Public Schools Regional Division No. 14	\$203,756,909
Black Gold Regional Division No. 18	\$148,330,483
Chinook's Edge School Division No. 73	\$145,286,484
Parkland School Division No. 70	\$139,435,827

### Ministry: Advanced Education

Recipient	Funding Received in 2018
University of Alberta Financial Services	\$771,549,105
University of Calgary	\$611,272,186
Northern Alberta Institute of Technology	\$206,034,376
Southern Alberta Institute of Technology	\$189,370,575
University of Lethbridge	\$161,627,101
Grant MacEwan University	\$120,550,917
Mount Royal University	\$106,584,385
Red Deer College	\$58,233,625
Athabasca University	\$55,465,107
Norquest College	\$54,312,589
All Unknown Recipient	\$144,386,184

### Ministry: Labour

Recipient	Funding Received in 2018
Catholic Social Services	\$2,231,353
Immigrant Services Calgary Society	\$1,787,660
University of Alberta Financial Services	\$1,210,504
AG Safe Alberta Society	\$1,000,000
Calgary Catholic Immigration Society	\$900,633
Norquest College	\$751,103

Bow Valley College	\$691,822
Canadian Centre for Occupational Health & Safety	\$575,000
Calgary Immigrant Educational Society	\$569,871
Louis Bull Tribal Administration	\$552,444

All Unknown Recipient	\$10,063,576
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### Ministry: Justice and Solicitor General

Recipient	Funding Received in 2018
The Legal Aid Society of Alberta	\$104,100,000
City of Calgary	\$32,241,392
Alberta Law Enforcement Response Teams Ltd. (ALERT)	\$32,100,000
City of Edmonton Finance Branch Treasury Section	\$25,420,736
City of Red Deer	\$1,976,688
City of Lethbridge	\$1,880,728
Human Rights Edu & Multi Fund	\$1,735,000
Regional Municipality of Wood Buffalo	\$1,446,716
City of Medicine Hat	\$1,422,160
Strathcona County Attn: Account Receivable	\$1,329,888

### Ministry: Children's Service

Recipient	Funding Received in 2018
Young Men's Christian Association of Edmonton	\$13,098,633
Brightpath Kids Corp.	\$6,704,120
Calgary Young Men's Christian Association	\$6,658,991
Child Development Dayhomes of Alberta Ltd.	\$5,634,064
Kids& Company Ltd.	\$5,112,637
Calgary & Region Family Day Home Agency Inc.	\$4,256,820
Child Development Dayhomes of Alberta	\$4,067,909
Child Welfare Calgary	\$3,830,004
North Edmonton Family Day Home Agency Ltd.	\$3,681,514
Thornhill Child Care Society	\$3,623,109

All Unknown Recipient	\$216,963,476
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### Ministry: Municipal Affairs

Recipient	Funding Received in 2018
City of Calgary	\$489,216,998

City of Edmonton Finance Branch Treasury Section	\$378,608,060
Strathcona County Attn: Accounts Receivable	\$59,040,738
Regional Municipality of Wood Buffalo	\$48,780,777
City of Lethbridge	\$41,131,816
City of Red Deer	\$40,723,420
City of Airdrie	\$31,565,381
City of Medicine Hat	\$27,346,578
City of Grande Prairie	\$24,798,199
Rocky View County	\$22,770,383

All Unknown Recipients	\$84,514,707
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### Ministry: Indigenous Relations

Recipient	Funding Received in 2018
Enoch First Nations Development Fund Corporation (FNDF Account)	\$45,824,799
Tsuu T'ina Nation FNDF	\$29,238,785
Métis Settlements General Council	\$15,087,845
Montana First Nation	\$8,695,248
Métis Nation of Alberta Association	\$6,231,656
Piikani Resource Development Ltd.	\$5,719,128
Cold Lake FNDF Corporation	\$4,625,803
Gift Lake Métis Settlement	\$4,422,890
Alexis Trustee Corp. FNDF	\$3,963,061
Three Nations Energy Lp Trade Name of Three Nation Energy GP INC.	\$3,450,000

### Ministry: Health

Recipient	Funding Received in 2018
Alberta Health Services	\$13,130,611,811
Alberta Blue Cross	\$414,480,034
Alberta Dental Service Corporation	\$234,035,326
Alberta Medical Association	\$209,463,730
University of Calgary	\$23,928,514
Alberta Social Housing Corporation	\$16,132,000
University of Alberta Financial Services	\$15,686,516
Shock Trauma Air Rescue Service Foundation	\$13,000,000
The Alberta College of Family Physicians - A Chapter of The College of Family	\$7,522,336

Health Quality Council of Alberta	\$7,221,968
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All Unknown Recipients	\$6,491,920,579
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