

# Edmonton Police Commission Scope Proposal

## Analysis

Private Report – FOIP 21(1)(a)(ii), 24(1)(a) and 24(1)(d)

### Recommendations:

- 1) That recommendations set out in report EXT00044 be accepted for implementation.

The Commission recommends exploring the concept of developing new governance systems for municipal and provincial services in the 'Human Service Ecosystem'.

- 2) That this report and attachments be kept private pursuant to the following Freedom of Information and Protection of Privacy legislation provisions: 21(1)(a)(ii), 24(1)(a) and 24(1)(d)

### Previous Council/Committee Action

As an outcome of the July 6-8, 2020 City Council meetings, the following motion was passed:

“A proposal from the EPC that considers amending the scope of this Commission to: responsibility for the public safety and potentially the human services ecosystem, including specifically financial oversight, to better achieve a balanced approach to community safety within Edmonton.”

### Executive Summary

The Commission recommends exploring the concept of developing new governance systems for municipal and provincial services in the 'Human Service Ecosystem'.

Different governance models are required to harmonize service delivery across all services providers to: better leverage the billions of dollars in existing funding already allocated to services in this space; enhance cooperation and efficiencies across systems; and, drive systems with common goals to shared outcomes.

The Edmonton Police Commission is recommending the transformation to a full public governance model for municipal services and programming operating within the 'human services ecosystem' as the first step towards a longer-term goal of more closely aligning these types of municipal and provincial services. The Edmonton Police Commission strongly believes that closer collaboration across levels of government will achieve better outcomes for Edmontonians. New governance models signal a commitment to finding better ways of providing services and in efficiently meeting the shared goals of City Council, the Provincial Government, and the public with respect to increasing public safety in a respectful, compassionate, and intelligent way. Municipal and Provincial systems need to work together to focus on how citizens can be better served by:

- driving shared outcomes across different service providers;
- increasing efficiencies;
- reducing duplication of service;
- identifying and filling gaps in service delivery;
- enhancing partnerships; and
- providing for service delivery of the right type to the right person in the right situation.

#### Public Health Approach to Safety:

Based on the concept of a public health approach to policing<sup>1</sup>, the primary goal for Edmonton is to ensure citizens receive the services they need, when they need them, in an effective and efficient way. Police are often called upon to respond to complex situations that often have elements of public safety concerns but, after investigation, are found to be non-criminal in nature. This becomes a pressing matter for police, as they operate on a 24/7 basis, unlike many other social service providers. As heard through the Public Hearing process established by City Council in June 2020, many of these situations, such as an individual experiencing a mental health crisis, may be more appropriately managed through a service delivery model that leverages the strengths of partners in the community. By working in partnership at the community level to address needs of individuals through strategic and holistic planning, current and future expectations of Edmontonians can be better met.

This model, focused on balancing enforcement and social supports, may provide for less dependence on reactionary, incident-driven responses and re-focusing efforts and investments towards the long-term benefits of social development, prevention, and mitigating risk, and enhancing opportunities for recovery.

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<sup>1</sup> <https://www.college.police.uk/What-we-do/Support/uniformed-policing-faculty/Documents/Public%20Health%20Approaches.pdf>  
<https://www.college.police.uk/What-we-do/Support/uniformed-policing-faculty/Documents/Public%20Health%20Approaches.pdf>

It is important to note that although there could be less of a need to rely on reactionary, incident-driven responses, there continues to be a critical role for the police in triaging and responding to criminal incidents, violent situations, and for public safety issues.

As noted in Council Report 8440 - Non-Government Organizations - Review of Funding Allocated by Levels of Government for Social Service Functions, there is significant existing funding (billions) allocated to support health, mental health, housing, homelessness, social services and enforcement. Currently, there are no common outcomes or measures which leads to siloed and uncoordinated service delivery. Existing funding within these siloed systems can be better leveraged through optimized models of governance to address many of the inefficiencies and ineffectiveness present in the existing systems. Existing systems largely operate independently and only cooperate on a program level basis, with little regard for broad systemic change that focuses on driving out successful programming.

## Report

### Assumptions:

- This proposal is conceptual only. It is not a business case and has not considered governance, potential legislative change, legal concerns, labour relations, community opinions, etc.
- There is enough funding (billions of dollars) already in place through multiple levels of government to be successful at achieving shared goals.
- This proposal lacks the benefit of robust assessment/evaluation and cost/benefit analysis.
- Creation of a new entities to take on additional or different responsibilities would require reallocation of existing social safety net funding to support governance authority.
- Changes to the *Police Act* being contemplated by the Government of Alberta may impact some elements of the proposal.
- Mechanisms available to City Council to achieve this proposal (bylaws, administrative change, labour relations issues, granting approaches, etc.) have not been deeply explored.
- That the Government of Alberta would be a willing participant in implementing elements of the proposal, both in the short term and long term.

Current State Visual Representation:**Proposal:**

**Evolve governance for 'Human Service Ecosystem' programs within the City of Edmonton. Integrating municipal services under a common governance framework will help position the City of Edmonton with the best ability to ensure efficient and effective oversight of funding, services, and outcomes through effective public governance.**

**Seek the Support of the Government of Alberta to Restructure Provincial Services to better align and collaborate with new Municipal Governance Models. A provincial government service delivery realignment envisions the development of common frameworks for how municipal and provincial programming in this space will work together to ensure efficient and effective oversight of funding, services, and outcomes through effective governance.**

Overview:

The end goal for the City of Edmonton could be the creation of a new agency, board or commission for all municipal programs involved in the provision of services related to community safety and wellbeing (or the 'Human Services Ecosystem'). Additionally, the City of Edmonton would advocate with the Government of Alberta to realign provincial 'Human Services Ecosystem' programming under a common Ministry to better complement how municipal services will be delivered.

The focus of this proposal is public wellbeing and safety of citizens across programming delivered by levels of government. It envisions the creation of a new way of enhancing wellbeing and safety outcomes by creating new governance structures, with a new mindset, and new pathways for building cooperation and collaboration.

For the City of Edmonton, this concept shifts responsibility for 'social services' and 'law enforcement services' towards a broader public governance model.

### Value Proposition for City Council:

Changes in governance models for how municipal services are delivered will provide the following value to City Council:

- Increased accountability will be established for programming with respect to success and outcomes.
- Over time, a higher level of service will be established for marginalized and vulnerable populations.
- A coordinated effort among subject matter experts to drive a common outcome will produce better results across the system.
- Ultimately, as this new model realizes success there will be greater services provided at greater cost efficiency.

### **New Governance Model:**

- A new agency, board or commission would be created to provide a public governance model for all programs within the City of Edmonton that work in the 'social services' space.
  - Alternately, an existing Edmonton Agency, Board or Commission could be repurposed to assume this role.
- The role of the Edmonton Police Commission would be expanded to include governance of some law enforcement services within the City of Edmonton that have social disorder prevention and public safety mandates.

These changes would refocus service delivery in the 'human service ecosystem' towards working collaboratively on sharing outcomes, increasing efficiencies, reducing duplication of service, identifying and reducing gaps in service delivery, enhancing partnerships, and providing for service delivery of the right type to the right person in the right situation. Additionally, and perhaps most significantly, a new model would also allow for more direct governance and oversight on how these programs are delivered and how they achieve success.

A new Agency, Board or Commission (ABC) for social service programs would:

Assume governance responsibility for the below Branches/Units of the City of Edmonton: (see Attachment 1 for a conceptual high-level Roles and Responsibilities framework and conceptual Organization Chart)

#### New ABC for Social Services

- Affordable Housing and Homelessness - activities with stakeholders that promote awareness, support community initiatives, and create positive solutions to housing and homelessness issues.
- Community Resources - Grants and Funding to strengthen the not-for-profit and social services sector through operational, project, program and capital development needs and interests.
- Family and Community Support Services (FCSS) - a joint (20/80%) municipal/provincial partnership that funds preventative social service programs.

Using a 'Human Service Ecosystem' lens, a *revised* role for the Edmonton Police Commission to include:

- Edmonton Police Service.
- City of Edmonton Peace Officers<sup>2</sup>.

Using the strategic goal of a 'Safer Edmonton' lens, a revised role for the Edmonton Police Commission to include, in addition to the above:

- Portions of the Edmonton Office of Traffic Safety<sup>3</sup> (for consideration only).

Both entities would be required to:

- Facilitate (through dedicated resources or other mechanism) close *operational* linkages with Alberta Health Services (EMS and Mental Health Units) for the purposes of ensuring the right resources are attached to the right calls for service.
- Facilitate (through dedicated resources or other mechanism) close *strategic* linkages with the Ministry of Community and Social Services and Alberta Health for the purposes of coordinating funding to local Civil Society Organizations.

<sup>2</sup> Initially, and subject to greater discussion, units to move would be Transit, Community Standards, Park Rangers, and City Hall Peace Officers)

<sup>3</sup> Included as a component of 'Safer Edmonton' but unaligned with service delivery to marginalized and vulnerable communities.

Visual Representation:Benefits

- This model establishes clear accountability / ownership and presumes the new agencies or commissions have overall responsibility even though multiple partners are at the table.
- Adds a necessary layer of public governance and oversight to the delivery of all social services programs within Edmonton.
- Council maintains authority for allocation of funding.
- Will increase communications and coordination among departments, external agencies, and other government service providers in the delivery of these services.
- Over the mid to long term will ensure overlap of services are identified and addressed. Will also identify gaps in services and opportunities to redirect resources accordingly and do so in a more efficient and responsive manner.
- Through close collaboration, the ability to ensure appropriate services are allocated to calls for service will be optimized. This could occur through new concepts like Joint Dispatch systems as well as call triaging by collaborative teams.
- Enforcement services will be delivered under one operational umbrella allowing for common standards across all aspects of service delivery.
- Establish program success outcome measures for funded programs

Considerations:

- Time element: setting this up will be a major task. May need to consider phased rollouts and pilots, bringing on subject areas one at a time while still ensuring the current model is meeting needs while this body is established.
  - If intent is to establish quickly, this could impact the success of this model if done in haste.
- Risk exists in new governments holding differing views and making adjustments to operations/scope.
- City Council delegates responsibilities currently held to a new ABC and gives up some controls they currently exercise.
- Many unknowns exist.
- Labour relations considerations may be significant.

**Potential Future Governance Scenario**

- Both new systems of governance established under the initial stage would be merged under one Commission called the “Community Safety and Wellbeing Commission’ (CSWC). The CSWC would hold public governance responsibilities for all of the programs delivered under the previous two governance entity models.

This model would continue the path forward on deeper integration and alignments between programming in the ‘Human Services Ecosystem’ space. The new CSWC would be responsible to City Council for efficient use of funds and for continued advancement on shared community safety and wellbeing outcomes.

The CSWC would be responsible for hiring a Community Safety and Wellbeing Commissioner with responsibility for the success of the overall system – not just any one area within the system. The Commissioner would be responsible for hiring the department heads of each area, with Council and Commission input and ratification.

The new CSWC would be required to:

- Facilitate (through dedicated resources or other mechanism) close *operational* linkages with Alberta Health Services (EMS and Mental Health Units) for the purposes of ensuring the right resources are attached to the right calls for service.
- Facilitate (through dedicated resources or other mechanism) close *strategic* linkages with the Ministry of Community and Social Services and Alberta Health for the purposes of coordinating funding to local Civil Society Organizations.

In addition to those listed in the initial stage, merging the two systems of governance would provide the following additional benefits and considerations.



Additional Benefits:

- One governance entity will further enhance the ability to align funding to programs (new or existing) most capable of delivering results and achieving outcomes.
- Further reduction in barriers for communication, planning, and cooperation between service areas.
- Establishes a broad network of community safety providers including fire, police and social services. A broader collective of partners under the CSWC will help to ensure a wholistic perspective on problem solving.
- Having a Commissioner of Community Safety and Wellbeing ensures that the agency leadership focusses on the success of the broader system.
- A consolidated governance model would build upon the successes realized through integration and cooperation in the initial stage.
- Similar, but not exact, models exist in the UK that are showing promising successes in achieving outcomes. (i.e. Glasgow model)

Additional Considerations:

- Unknown public reaction.
- No similar models exist in North America for analysis.

Visual Representation:



**Government of Alberta Consolidation:**

The City of Edmonton could advocate with the provincial government for 'Human Services Ecosystem' programs to be consolidated under one Ministry, through a pilot project. This would continue to evolve and enhance the concept that collaboration and alignment of program areas can maximize and leverage the existing funding in these systems (over 7 billion dollars annually) to achieve better outcomes, without increasing spending. The concept would be as shown in the visual representation below but would explore moving parts of Justice (policing), parts of Health (EMS, addictions, mental health), and parts of Community and Social Services (Homelessness, not for profit funding, etc.) into a new Ministry.

This model is the natural evolution of the principle of collective service delivery under a common provincial government governance model that transcends political barriers to focus on the needs of Edmontonians and Albertans. Establishing one Ministry for municipal 'Human Services Ecosystem' programs to interact with that contains similar provincial programs, would exponentially create better opportunities for communication, alignment of programming, sharing of common outcomes, and creation of significant efficiencies. (as opposed to the current model where the Municipality needs to work with at least three Ministries (JSG, CSS, Health) as well as AHS for the purposes of collaboration and communication)

This new model will ensure that billions in existing funding can be effectively leveraged across multiple delivery programs in a way that meaningfully addresses the root causes of homelessness, crime, mental health, addictions and other social concerns.

This concept is the ultimate expression of governments setting aside political considerations to focus on user needs by moving forward with a transformative delivery model that will put outcomes first by leveraging funding, people resources, planning, research, and science to achieve shared goals in a better way.

Visual Representation:**Possible Next Steps:**

- Edmonton Police Commission and the Edmonton Police Service would work closely with Administration to provide required additional information, analysis or research.
- Alternately and if desired, City Council could direct Administration and the Commission to proceed with formalized implementation plan for this concept.
  - A formalized implementation plan could be brought forward to City Council in July 2021 for approval.
- Introduction and initial discussions with the province on the concepts presented in this report.

**Conclusion:**

The Commission and the police service strongly feel that implementing even parts of this model could see a significant change in how the police and social services interact with those who use these systems frequently by changing their lives for the better.

The existing public governance model for policing works well, within the narrow silos assigned by statutes. However, the ability of the Edmonton Police Commission or the police service to affect change within other service delivery areas is limited to working with cooperative partnerships with similar visions and goals. This is not an ideal model for leveraging existing resources and funding within the 'Human Services Ecosystem'. We believe there is a critical need, and strong public expectations, that programming

and resources are focused on user outcomes – this drives the case for better governance models to be built.

In conclusion, the Commission believes Edmontonians need the protection of a police service. The Commission and the police service also know the way in which services are provided must change, and must be changed in close collaboration with community groups – this extends, ultimately, to integration with provincial programming and systems. The Commission deeply believes in improving community safety and crime reduction, but in balance with an increasing focus on social interventions for health, mental health, housing, addictions treatment, and poverty in order to reduce the demand for policing services by moving people away from interactions with the justice system. As guardians of the public trust, the Commission represents the citizens of Edmonton and will ensure the police service continues to work collaboratively with City Administration and external partners to explore how services can be improved.

**Corporate Outcomes and Performance Management**

| Corporate Outcome(s): Current <a href="#">Corporate Outcomes</a> |   |                               |           |
|--|---|-------------------------------|-----------|
| Outcome(s)   | Measure(s)                              | Result(s)                     | Target(s) |
| Edmonton is a Safe City  | 7.2 Edmontonians’ assessment: Safe city | 68% positive survey responses | Increase  |
|  | 7.3 Edmonton Crime Severity Index       | 84.0                          | Decrease  |

**Private Attachments**

**FOIP 21(1)(a)(ii), 24(1)(a) and 24(1)(d)**

Attachment 1:

- Conceptual Roles and Responsibilities for New Agency, Board or Commission (ABC)
- Conceptual Organizational Charts

Attachment 2:

- Alternative Concepts Considered

## Appendix 1: Conceptual Roles and Responsibilities

### **New Social Service ABC Roles and Responsibilities:**

#### **ABC Roles and Responsibilities (scope and authorities).**

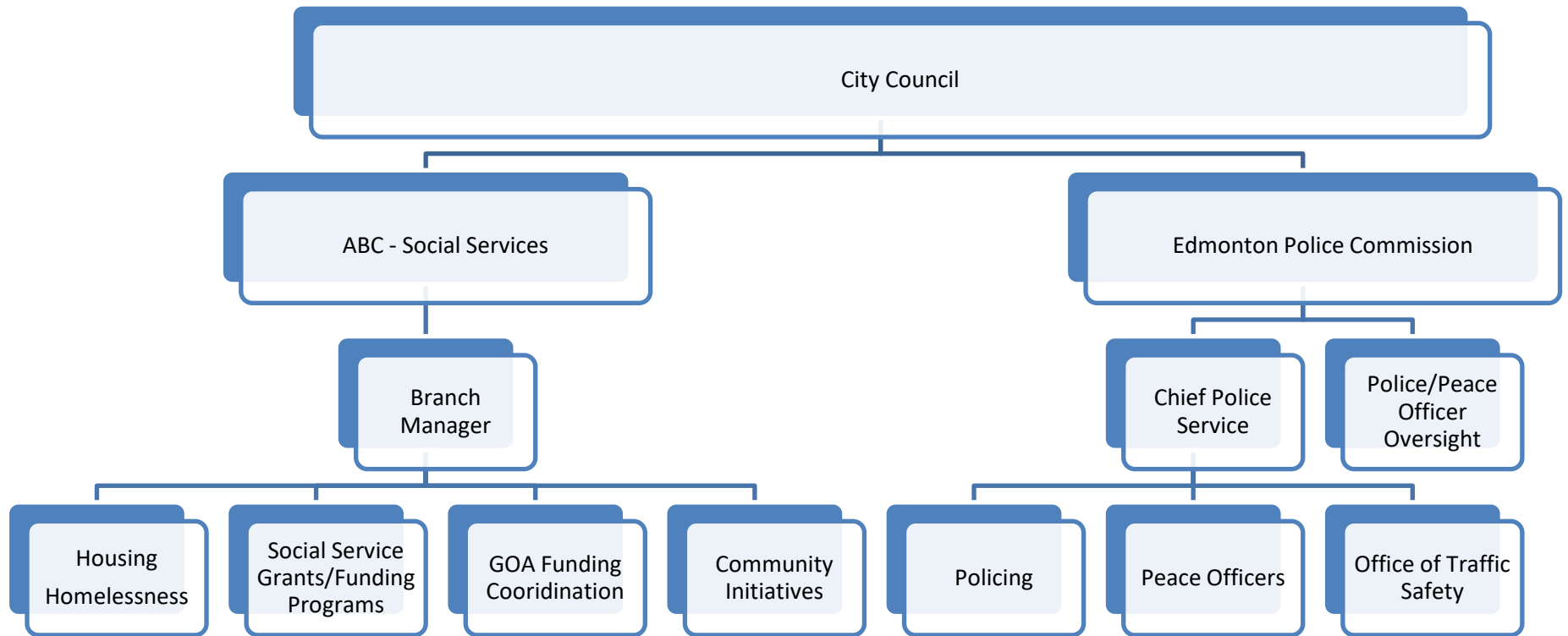
##### Authority assigned:

- (a) work toward supporting citizens by improving social interventions;
- (b) establish policies providing for efficient and effective service delivery towards a safer Edmonton and effective and efficient service delivery;
- (c) determine priorities in the provision of services and allocate resources accordingly;
- (d) promote the provision of human ecosystem services in a manner that is responsive to the needs of individuals and communities and supports the integration of services and facilities;
- (e) allocate the funds that are provided by the council;
- (f) shall appoint (with Council ratification) or release the Branch Manager ;
- (g) issue instructions, as necessary, to the Branch Manager in respect of the policies referred to in clauses (a through f);
- (h) ensure that sufficient persons are employed for the purposes of carrying out the functions delegated by the city;
- (i) develop close formalized working relations to achieve the goals set out in the bylaw.

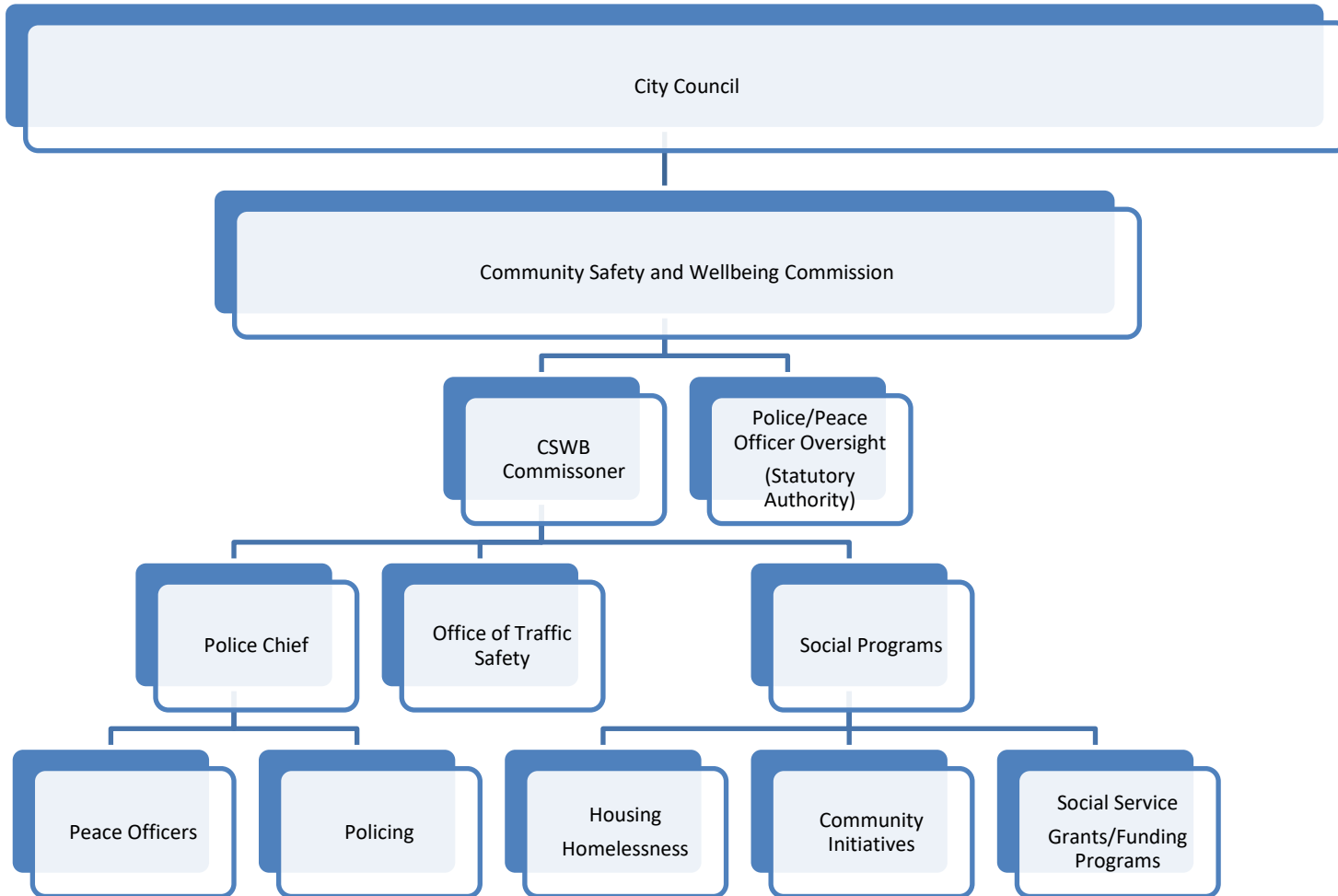
##### Possible Bylaw Provisions:

- The ABC will work with City Council in setting long and short-term objectives and providing reports on whether the ABC is acting within its mandate and focused on achieving its objectives;
- The ABC shall submit a request for a total budget in accordance with City budget procedures.
- The ABC shall provide sufficient information to enable Council to determine the financing requirements including, if directed by Council, strategic plans, variance reports, capital plans and variance analysis.
- In order to assess the efficiency of the ABC in respect of the funds provided by Council:
  - Council may request the ABC to provide a written or verbal report to a City Council meeting;
  - Council may request Records from the ABC and the ABC shall provide the Records requested; and
  - Council may direct the City Auditor or external auditors to audit any Records provided.

Initial Governance Model: Conceptual Organizational Chart



## Potential Future Governance Scenario: Conceptual Organizational Chart



## Appendix 3:

### Alternative Concepts Considered:

In the creation of this report the Commission examined two other concepts that, after review and assessment, are not recommended for further consideration.

#### Concept 1 - Strategic Fiscal Alignment:

A new agency, board or commission would be established to provide financial oversight of city services operating in the 'human services ecosystem'. This new entity would assume governance of fiscal matters in this space but leave other governance matters and operational systems as currently constituted. As learnings occur through this new model, medium- and long-term plans can be advanced to more closely integrate delivery, if desired, to achieve better outcomes.

As part of flushing out this recommendation, comprehensive efforts on defining and scoping what the "Human Services Ecosystem" is would need to occur. In this early concept, it could include agencies who work *directly* with, or provide funding to agencies who work with, vulnerable and marginalized populations. A non-comprehensive list could be: police, peace officers, outreach workers, affordable housing, homelessness, mental health advocates, etc.

Types of work that are not contemplated as part of the "Human Service Ecosystem" are functions related to social service or regulatory functions where there is limited direct contact with vulnerable populations, such as non-uniformed municipal enforcement, business licensing, safety codes, etc.<sup>1</sup>

'Fiscal oversight' would be defined as working with the service agencies to determine budget requests to City Council with respect to operating and capital budgets. The new entity would have a global perspective on what investments in resources, people, programs and capital investment would drive better outcomes related to public safety and wellness. Groups falling under this new entity would be:

- Edmonton Police Commission (EPC)
  - The new entity would work with the Commission to make budgetary asks of City Council.
  - Some constraints would exist as the *Police Act* establishes delineation of roles and responsibilities with respect to fiscal matters and the police service.
  - Functionally, EPC can facilitate working relationships between the new entity and the police service for discussion on resources, people, programs and capital investment.

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<sup>1</sup> These agencies are valuable partners in addressing some 'human ecosystem issues' but are not part of the core concept, at this stage.



- Affordable Housing and Homelessness - activities with stakeholders that promote awareness, support community initiatives, and create positive solutions to housing and homelessness issues.
  - Community Resources - Grants and Funding to strengthen the not-for-profit and social services sector through operational, project, program and capital development needs and interests.
  - Family and Community Support Services (FCSS) - a joint (20/80%) municipal/provincial partnership that funds preventative social service programs.
- Additionally, this new entity may wish to explore formal linkages with Alberta Health Services, Ministry of Community and Social Services, and Alberta Health for the purposes of coordinating funding to all parts of the Human Services Ecosystem.

### Benefits

- Once this body is established, understanding the overall budget implications and efficiency on use of the dollars will be more apparent.
- This model establishes clear fiscal accountability / ownership for operating and capital dollars even though multiple partners are at the table.
- Moves all fiscal authority for 'human services ecosystems' programming under authority of one entity, allowing for targeting of funding towards commons goals.
- Based on fiscal control, this body can set out common performance measures and outcomes for assessing how programs achieve results.
- Will increase communications and coordination among departments, external agencies, and other government service providers in the delivery of these services.
- Over the mid to long term will ensure overlap of services are identified and addressed. Will also identify gaps in services and opportunities to redirect resources accordingly.

### Considerations:

- Time element: setting this up will be a major task. May need to consider phased rollouts and pilots, bringing on subject areas one at a time while still ensuring the current model is meeting needs while this body is established.
  - If intent is to establish quickly, this could impact the success of this model if done in haste.
- This model requires a permanency that goes beyond political considerations. Risk exists in new governments holding differing views on the role of the new entity or in making adjustments to operations and scope.
- Significant organizational change for which there is little precedent in Canada
- Adds a layer of bureaucracy that sits between City Council and service delivery groups. City Council gives up some control.

### **Concept 2 - Strategic Incremental Change:**

The concept of blending enforcement and social services at a governance level to “achieve a balanced approach to community safety within Edmonton” may not lend itself easily to a proposal for a new structure or scope for the Edmonton Police Commission, or a new entity with new roles.

In the short timeframe provided, discussions were held with Administration and the police service on how a robust proposal could be made with respect to this motion that would serve to advance the goal. In all discussions, it became clear this is an exceedingly complex operating space in which partners agree on desired outcomes and goals, but diverge with respect to the ability of a new entity to achieve the goals in a cost-effective manner. There was considerable concern a quick move to a significantly new structure could result in substantive inefficiencies and risk progress on the stated goals.

Accordingly, the Commission also examined an option that would continue work in the space being undertaken by Administration, the police service, and partner agencies. This is not a ‘do nothing approach’. Instead, it supports Administration and the police service in their ongoing efforts to build partnerships, create paths away from the justice system, and continue to explore programming that deemphasizes the need for police where other agencies may provide a better service.

In this proposal, Administration, the Edmonton Police Service, and partner groups will continue to:

- Develop dedicated resources to establish strategic and operational linkages with the City of Edmonton’s ‘social service’ programming areas, the police, and the GOA (Alberta Health Services, Alberta Health, and Ministry of Community and Social Services).
- The goal of these linkages would be: Maximize outcomes, increase efficiencies, reduce duplication of service, identify and fill gaps in service delivery, enhance partnerships, and provide for service delivery of the right type to the right person in the right situation; and for purposes of ensuring the right resources are attached to the right calls for service.

Examples of new programs developed to date:

- Enhancing transit safety and security governance committee
- Partnership within the EPS Strategic Social Development Branch and the Social Development Branch at CoE

Planned new programs under this model:

- Review of the DAHRT program, and implementation of accepted recommendations (Domestic Abuse High Risk Teams)
- Ongoing development of a Partnership Framework between EPS and the City of Edmonton
- Ongoing work to ensure collective outcomes for aligned programs between Citizen Services and Edmonton Police Service
- Enhanced information sharing (access to CCTV cameras)

### Benefits

- Maintains enforcement and social services as two thematically different delivery areas while ensuring cooperation to improve outcomes.
- Will, over time, increase communications and coordination among departments, external agencies, and other government service providers in the delivery of these services.
- Over the mid to long term will ensure overlap of services are identified and addressed. Will also identify gaps in services and opportunities to redirect resources accordingly.

### Considerations:

- The bulk of spending in the 'human service ecosystem' is by the GOA.
  - The ability/willingness of GOA or AHS to more deeply cooperate on efficiencies and effectiveness related to common clients is unknown.
- Possibility overall management will fall on EPS since they are championing the current version of this model.
- Risk that EPS will end up 'owning' the model without structural authority to make decisions.
- Continues the delivery of 'enforcement' and 'social' services under two agencies which may create artificial roadblocks in moving towards common outcomes.
- Lack of central governance on guiding programming to common outcomes.
- Many unknowns exist.