

The Potential for Philanthropic Intervention in Integrated Service Delivery

A report by OpenNorth

Acknowledgements

This project was funded by the J.W. McConnell Foundation. In addition to the J.W. McConnell Foundation, we would like to thank the following for their valuable input: Social Innovation Exchange (SIX), Community Safety Knowledge Alliance (CSKA), the Government of Saskatchewan (Ministry of Justice, Community Safety & Wellbeing), the Yorkton Hub, and the Prince Albert Centre of Responsibility.

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Introduction

The Province of Saskatchewan's Hub model is a strong example of a cross-jurisdictional, cross-sectoral, integrated service delivery model that is changing the way human services are delivered to the public. Through its highly flexible--but privacy-conscious--structure, Hubs in Saskatchewan are bringing together service providers into collaborative settings and building relationships. In this model, service providers collaborate, share data, and address common problems. Our investigation of the Hub is aimed at documenting its functioning and investigating perceptions surrounding it and the potential role of philanthropy.

This report focuses on the project's main goals to:

- assess the role of data in evidence-based systems change in a chosen Saskatchewan hub
- evaluate the ecosystem of stakeholders in a given community
- examine the entry points for philanthropies themselves into such data-driven ecosystems.

First, we describe the context of the Hub and COR and give a brief overview of their operations and data activities. Then we highlight gaps in the model, informed by interview data, and conclude with suggestions on philanthropic intervention and cross-sector partnership.

Background

The Hub model originated from cross-jurisdictional collaboration, a defining feature of what would eventually become today's Hubs.

The Hub began with the Coalition on Community, Safety, Health and Well-Being, developed by the Canadian Association of Chiefs of Police (CACP) in 2004. In 2008, provincial police leaders set out to establish new policing strategies in partnership with the government of Saskatchewan. Their goal was to address social concerns as a basis for police response to local crime problems (McFee & Taylor, 2014). In 2010, Community Mobilization Prince Albert (CMPA), originating from Prince Albert Police Service (PAPS) Chief Dale McFee, conducted a field study of a model in Scotland, connecting it to local, provincial, and federal research and practices. Through the Building Partnerships to Reduce Crime (BPRC) programme in the Government of Saskatchewan's Ministry of Justice, this research resulted in a multi-agency approach to social issues, the Hub model and the Prince Albert Hub. Saskatchewan's Hub ecosystem is an official programme under the Government of Saskatchewan - BPRC's founding members included the Ministries of: Corrections and Policing, Justice¹, Social Services, Education, Health, as well as the RCMP and local police departments (Provincial Auditor of Saskatchewan, 2016).

The Prince Albert Hub is described as a disciplined and purposeful conversation in order to develop a coalition of national organizations not traditionally involved in community safety to promote the concept of crime prevention through social development (CACP). The main objective of the Hub can be described as providing "an integrated response to at-risk, marginalized, and vulnerable populations proactively, based on an understanding of composite risk factors, while improving community safety and well-being" (Taddese, 2017).

The Hub takes on the form of two meetings per week with the goal to identify situations of acutely elevated risk, usually individuals or families. Situations can involve risk situations in which no individual or family is specifically involved. The Hub is a platform for the agencies involved to mobilize services toward a targeted and fast response to address that individual or family's need. It does not take on a case-management role in any of the situations, but rather focuses on discussion and problem-solving (Sawatsky, Ruddell & Jones, 2017).

The Prince Albert Hub is complemented by the Center of Responsibility (COR), which undertakes research and analysis of the Hub, while also acting as the dissemination unit for Hub data and information (Taddese, 2017). The COR's role is also to identify, document and communicate systemic issues and trends seen across local levels, while measuring overall outcomes of the Hub and community safety and well-being as a whole.

Several publications have been released through CMPA, The Community Safety Knowledge Alliance (CSKA), and the Journal of Community Safety and Well-Being, as well as partnerships

¹ The Ministry of Corrections and Policing and the Ministry of Justice were separate at the time

with the University of Saskatchewan, University of Regina. These publications range from examining the objective and functioning of the Hub model to evaluating its impact descriptively and quantitatively.

Sawatsky, Ruddell and Jones (2017) found that the implementation of CMPA correlated to statistically significant reduction in violent crimes, property crimes, as well as the associated crime costs. The second half of their post-implementation phase study corresponds to the implementation of the Hub model, indicating that this multi-disciplinary and cross-sectoral partnership approach to crime and risk reduction does have an impact on reducing crime rates. Taddese (2017) also links these crime reductions to the introduction of the Hub model.

Nilson (2016a) further discusses the evaluation of the Hub model's success through the short, medium and long-term. These success factors include cross-agency partnerships to serve the same client, connecting individuals to services with which they were not able to engage prior, fewer emergency calls, visits, and reports of violence, and over the long-term, reduced crime and increased public safety.

Approach

This project focused on the scope of the Hub and COR. A best case example of a Hub and a COR was chosen in consultation with CSKA. Yorkton, Saskatchewan was identified, in part due to its maturity of implementation.

A Hub consists of an operational level, sometimes called a Hub table, and a steering committee that provides oversight. Steering committee members could be direct superiors to Hub representatives within a given organisation. As such, both levels were important for triangulation of responses.

Hub representatives and Steering committee members were identified and contacted, with at least one representative from each organisation interviewed. If the Hub representative was a supervisor, an interview was also conducted with a ground level staff, if possible. Interviewing at multiple levels of hierarchy allowed us to compare perceptions of the model, which proved particularly useful when comparing perceptions at the committee versus representative level. Coverage of the Yorkton Hub was almost complete. Six out of seven Hub member organisations were sampled. Of these six organisations, four Hub representatives, four steering committee members, and one ground level staff were interviewed. Information was then followed up towards the COR; respondents in Yorkton identified a common point of contact from the Government of Saskatchewan. This individual then referred us in their interview to an analyst at the Prince Albert COR, in a snowball sampling approach.

List of Interview Participants

Name	Category	Organisation
Michelle Goulden	Hub Co-Chair	Good Spirit School Division
Carla Onslow	Steering Committee Member	Yorkton Community Corrections, Ministry of Justice, GoS
Tracy Gulka	Former Steering Committee Member	Yorkton Community Corrections, Ministry of Justice, GoS
Dawn Bartel	Hub representative	Yorkton Community Corrections, Ministry of Justice, GoS
Kayla Wasylyniuk	Ground level staff (Probation Officer/Community Youth Worker)	Yorkton Community Corrections, Ministry of Justice, GoS

Kim Hoffman	Hub representative	Yorkton Service Centre, Ministry of Social Services, GoS
Wanda Nelson	Hub representative	Yorkton Service Centre, Ministry of Social Services, GoS
Jeff Simpson	Steering Committee Member	Royal Canadian Mounted Police
Gary Shepard	Steering Committee Member (Steering Committee Chair)	Sunrise Health Region
Glenis Clarke	Community Consultant	Community Safety and Well-Being, GoS
Markus Winterberger	Data Analyst	Prince Albert COR

The Yorkton Hub and Prince Albert Centre of Responsibility

The Yorkton Hub is a ground-level service delivery and risk intervention mechanism servicing the roughly 20,000 residents of the southeastern Saskatchewan City of Yorkton. It consists of a group of local government employees from different agencies and sectors (including RCMP, the local school board, Social Services, Community Corrections, and Sunrise Health Region) who meet twice per week. Hub work relies on voluntary support from member agencies, whose members attend meetings in addition to their regular workload. Regular attendance is expected at each Hub meeting, with alternate representatives sent on behalf of an agency if necessary. At each meeting, Hub representatives have the opportunity to bring forward “situations” - individuals or families in situations that present acutely elevated risk, which are intended to be addressed by the Hub within 48 to 72 hours (Information Sharing Issues Working Group, 2016). Elevated risk can be defined by whether a significant interest is at stake, probability of harm occurring, significant intensity of harm, and multidisciplinary nature of risk (i.e. are different experts needed to address the issue). These situations are at risk of what respondents termed “falling through the cracks of the system”, whereby they would not receive adequate support from the state because the particular agency would not traditionally be focused on this situation or aspect of their own mandate.

The Hub is overseen by a Hub steering committee, which consists of members appointed by the participating agencies (usually the supervisors of Hub representatives). The steering committee meets at intervals throughout the year and monitors the Hub process (BPRC, 2015). Other mandates of the steering committee include mitigating interpersonal issues, reviewing the Terms of Reference on an annual basis, and providing recommendations to and communication with approved community organizations and the BPRC (ibid). The steering committee is also responsible for liaising with the Government of Saskatchewan on all issues regarding the Hub.

Once a situation is brought to the table, the Hub members apply the threshold of acutely-elevated risk in a four-filter process to determine whether the situation will be addressed by the Hub. If the situation is accepted, further measures are taken in accordance with the four-filter process.

Four-Filter Approach

The four-filter approach is a process to determine if a situation meets the threshold of acutely-elevated risk and can be accepted at the Hub table. This process also guarantees certain levels of privacy protection. Note that each filter must be passed sequentially and there is no skipping of filters.

Filter 1 determines which situations are eligible to be considered at the Hub. This filter occurs internally at each agency.

Eligible situations are defined as those deemed to have “acutely elevated risk across multiple agencies” (Prince Albert Community Mobilization). The level of elevated risk is assessed through a threshold test, which combines the degree of probable harm in the situation and the degree to which the situation’s risk factors cut across multiple agencies’ mandates. If the situation is deemed to have elevated risk that crosses the services of two or more agencies at the Hub, it may be presented at the Hub. The four criteria of acutely-elevated risk are discussed for each situation:

1. Significant interest at stake?
2. Probability of harm occurring?
3. Significant intensity of harm?
4. Multi-disciplinary nature of risk?

(Nilson, Winterberger, & Young, 2015, p. 4)

Filter 2 involves the presentation of the situation to the Hub and requires that every situation brought to the Hub be done in a de-identified manner. Names and case numbers are not presented. At this stage, the situation is discussed by members to determine whether all alternatives to a joint effort have been exhausted by the presenting agency. This ensures that the Hub addresses high elevated risk situations that are most in need of a multi-agency response. Only when it is agreed that all alternatives have been exhausted does the situation pass to the next filter.

In **Filter 3**, agencies may be allocated or volunteer to take the lead in providing service to a given situation, while supporting agencies are also identified. This ensures that only those agencies who participate in addressing the situation receive identifiable information. Only after lead and supporting agencies are identified does a situation pass to the next filter.

In **Filter 4**, only the agencies that will provide the service meet separately (after the Hub meeting) and share more detailed information. After this, the service is delivered to the situation.

The four filters are summarised thus:

1. Individual agency determines internally whether a situation should be brought to the Hub
2. The Hub determines whether all alternatives have been exhausted for the situation
3. Lead and supporting agencies for the situation are determined
4. Outside of the Hub meeting, the relevant agencies meet and share detailed information on the situation.

The next step involves the lead and assisting agencies making a house call, informally referred to as a ‘door knock’, to offer their combined services to the individual or family. That person may accept or refuse the offer. If the offer is refused, Hub members evaluate the reasons for refusal to determine if the situation should remain open at the Hub or should be closed. Hubs may attempt to keep a situation open and follow up multiple times to give individuals more time to

decide on receiving help, or to give time for individuals to be located and given an offer of support. However, if the individual is insistent on refusing help, the situation is closed.

Privacy at the Hub

As described in the four-filter approach, privacy is taken seriously at the Hub. Information is brought to the discussion in a de-identified format, and only the necessary information is revealed to the agencies moving forward with the offer of services.

All Hub representatives, and any visitors to Hub meetings must sign a non-disclosure and privacy agreement. It must also first be approved by Hub representatives for an outside organization or observer to attend a meeting or become involved with Hub situations.

All Hub representatives additionally have access to documents providing extensive guidelines for participation, the four filter approach, as well as information-sharing practices. While an exercise in regulatory compliance, these privacy practices also reflect a form of privacy by design (Cavoukian, 2012).

Hub Data

At every step of the Hub process, data is collected and entered into a Hub database, provided by and stored at the Province. Hub representatives have access to the database in order to enter or edit information into the system. All information entered is de-identified, using a case number for each situation. The data entered also includes risk factors categorising the situation, and the result of the offer of service. If the situation was closed, they select the appropriate reason and enter it into the database, as well.

Data within the Hub programme is standardised. The province provides a uniform list of risk factors with definitions to ensure the appropriate risk factors are entered per given situation. Some Hub agencies use different versions of the risk factors when bringing situations to the table (and will often have their own sets of risk factors), but all risk factors entered into the database are selected from within the system, ensuring that the data entered is standardized.

Interviewees reported instances where risk factors were changed. This is done via the steering committee and its link to the Government of Saskatchewan (the Hub consultant). Control over data structures ultimately rests with the Government of Saskatchewan. Some minor differences in interpretation of risk factors was also reported, but these instances were not suggested to be systemic by interviewees. While respondents did not relay significant issues where risk factors or procedures needed to be changed, it was clear that they rely on their steering committee to relay their feedback over procedure.

Data is collected at the Provincial level, and a yearly report is submitted back to the Hub. The report includes statistical figures regarding prevalent risk factors, which agencies led and assisted situations, and other information internal to the Yorkton Hub. Additional analysis and

reporting may be requested at any time from Hub agencies, via the Hub consultant. Statistical information is only provided pertaining to the Yorkton Hub. Other information can be provided referring to overall Hub activity in the province, but not specific to any outside Hubs.

Interviewees reported limited access and distribution of data. Several respondents cited interest in further investment into data and analysis of Hub situations, and follow-up. Follow-up data could include tracking if someone accepted services and continued to engage with the system after the first appointment.

The Prince Albert Centre of Responsibility

The Prince Albert Centre of Responsibility is the first COR established within the Hub ecosystem. Its core function is to identify systemic issues from the frontline perspective through experience, research and analysis, to document them and to communicate them to decision makers to inform improvements to the human service delivery system and community safety and well-being at large. Hub data is therefore a key source of data for the COR's analysis. This frontline perspective was emphasised by the COR respondent - data viewed by the COR are the same data uploaded by Hub representatives.

The COR outputs simple data reporting to Hubs and the Ministry of Justice when requested and an annual progress report. Notably, the COR is the only body with access to all Hub data. Reports on specific issues or risk factors may be requested by Hubs, but the COR restricts reporting to the requester's community. Hubs therefore cannot see and compare data or reports from other Hubs. When systemic issues are identified by the COR, a report is issued and passed along to the relevant authority, as the COR itself functions solely as a data management and analysis body.

Notably, because individual agency data remains sequestered, CORs can only evaluate impact by examining the occurrence of risk factors across the province, and comparing with agency and provincial statistics. Evaluating causal impacts of Hubs is difficult (impact on crime levels or as a proportion of an agency's cases), as individual agency databases remain sequestered. Since situations are handled and case managed by lead agencies, the situations dealt with by Hubs can be recorded variably in different agency databases. A more appropriate view of the Hub model should be through their ability to quantify incidences of risk factors and identify systemic issues (such as reoccurring combinations of risk factors). Some suggestions have been made to evaluate Hubs based on the level of collaboration, service mobilisation, risk reduction and sector-specific indicators, and an index (that takes into account shared outcomes across agencies) on community safety and well-being has been proposed (Nilson, 2018).

This work is already being done, with a number of indices for community safety and well-being index in development (Nilson, 2018).

The COR was envisioned to exist between Hubs and provincial authorities, as seen in the diagram below.

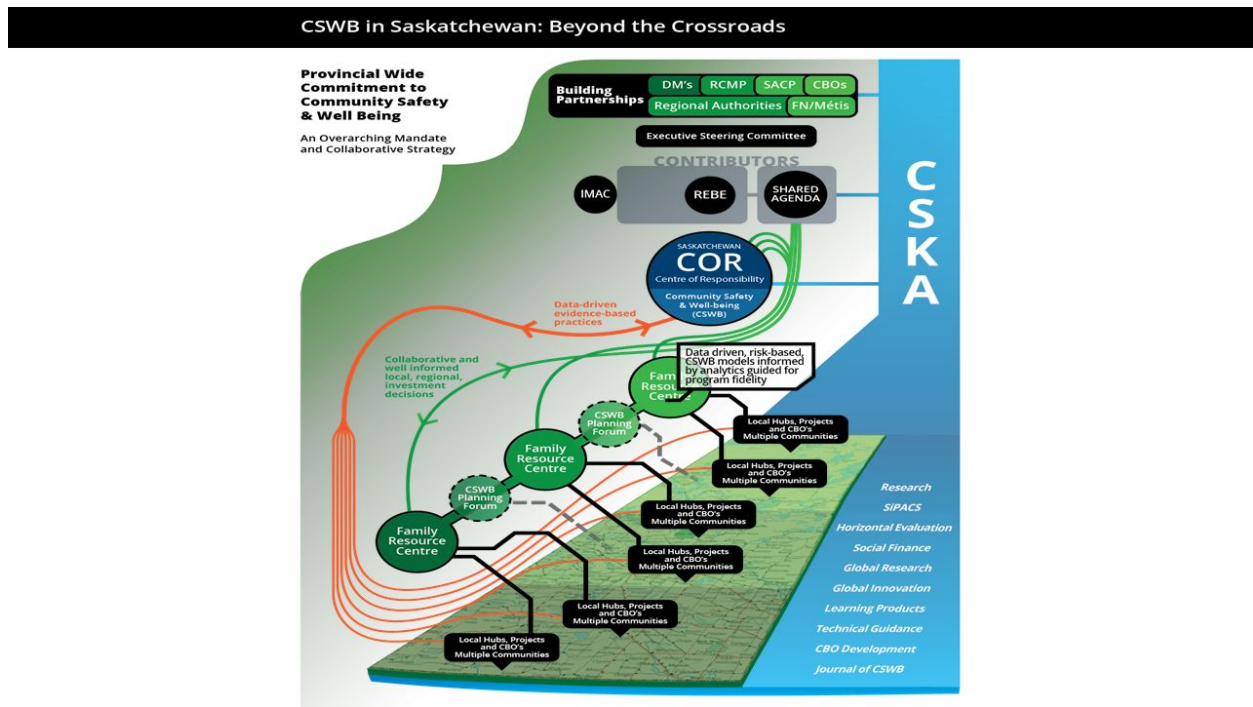


Figure 1. Building Partnerships to Reduce Crime ecosystem diagram. Source: CSKA

Our COR respondent noted that the level of data collection and synthesis at the COR is unprecedented in Canada. Normally, an analyst comparing a set of risk factors (such as the correlation between incidences of drug abuse and non-violent crime) would have to source data from independent databases and perform regression analysis with the hope that all data points belong to the same statistical population. In the case of the Hub, this is already guaranteed, as each individual recorded in the BPRC Hub database will have a number of risk factors already attributed in their record; determined through the Four Filter process. A COR analyst can therefore compare risk factors at the individual level with the confidence that they are analysing a single population.

The Hub as Cross-Sector Partnership

The Hub defines its approach as “multi-jurisdictional and flexible collective” (BPRC, 2015), referring to the cross-sector agency partnerships comprising integrated and coordinated responses to the situations. These partnerships allow the Hub to pursue its mission of “building safer and healthier communities, reducing crime victimization; accomplished the mobilization of resources to address individuals/families with acutely elevated levels of risk as recognized across a range of service providers” (BPRC, 2015).

The Hub process facilitates the development of cross-sector partnerships in numerous ways. It brings representatives from multiple agencies into the same room and to the same discussion. This, in turn, allows them to find common ground, share strategies and problem solve together, and connect to professionals in the participating agencies. Interviewees suggested that the Hub allowed deeper cross-sector engagement and additionally promoted increased knowledge of the other agencies at Hub. This knowledge facilitated better awareness of the other agencies' mandates and capabilities, as well as opportunities for collaboration to better deliver their respective services.

While there are currently no agencies external to government participating in the Hub, other agencies (that may include "First Nations and community based organizations" (Information Sharing Issues Working Group, 2016) are able to join if their services are needed and relevant to the discussion. Interviewees reported a few external organizations having participated in the past, who no longer participate in Hub discussions. Although no external organizations currently sit at the Hub, they can also be engaged on a case-by-case basis where their services are pertinent.

Cross-sector information sharing is included in the vision for Hub, with appropriate privacy and consent regulation, as well as extensive guidelines for the process of information sharing. The document cites integrated assessment planning and beneficial outcomes for society (Information Sharing Issues Working Group, 2016).

Perceptions within the Hub

The above sections describe the Hub process as it is intended to function, with the roles of representatives and members outlined, and information-sharing practices. Throughout the interview process, the respondents noted some differences in perception about certain elements of Hub.

These differences in perception began with the Hub's purpose. We asked interviewees how they saw the Hub and its purpose as fitting into the following four categories: social development, prevention, risk intervention, and emergency response (Russell & Taylor, 2014). Some saw the Hub as concentrated on service provision in proactive risk prevention. The diagram below displays the four levels of harm and risk reduction.

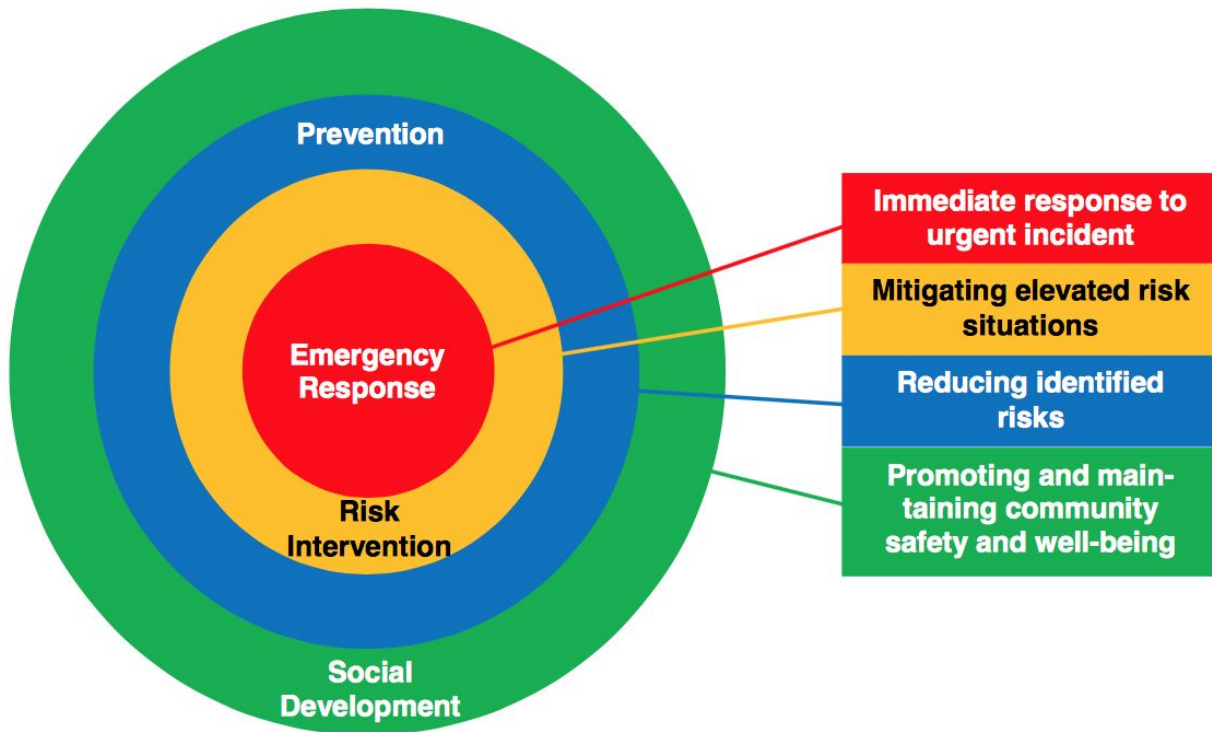


Figure 2. A Framework for Planning Community Safety & Well-Being Source: Russell & Taylor, 2014, p. 2

Others felt it centered more around emergency response and reactive intervention. This included post-event intervention as well as preventing the escalation of an existing problem. These individuals saw Hub’s role as identifying pre-existing situations of elevated risk and addressing them before they reached an emergency state.

“If I think of emergency response, it’s a 911 call, requiring immediate action. That’s not necessarily how Hub works. Each service might have its own protocols ... It’s not focused on emergency response. Frontline workers do that, operating outside of Hub, within their own roles and organizations. Hub’s value is more on the prevention and intervention side.”

Steering Committee member (RCMP)

Although definitions and perceptions varied in regard to prevention, risk intervention, and emergency response, interviewees largely agreed where social development and the Hub were concerned. Most interview respondents saw social development as a long-term, analytical perspective outside the scope of the Hub.

Some Hub representatives and steering committee members additionally felt the Hub’s mission was to facilitate cross-sector partnerships and address gaps outside of the agencies’ usual mandates. One interviewee described the purpose of the Hub as,

“for community mobilization to address community concerns. The goal is to work together ... To approach issues from all angles, sometimes stretching mandates to go outside.”

Steering Committee member (Community Corrections)

Some saw the role of Hub as expanding beyond service delivery towards identifying and addressing systemic issues, such as noticing patterns in housing issues and improvement of these issues over time, whilst others stated that this was expressly outside the mandate of the Hub.

Another inconsistency concerned the number of cases referred to and addressed by the Hub. Some saw the number as insignificant and not correlated to the functioning of the Hub or the fulfillment of the Hub mission. Instead, they saw this as more related to the state of issues in the community; lower numbers could indicate that people are receiving the services they need through the appropriate agencies outside of the Hub. Others saw the numbers as significant, indicating whether or not the Hub is doing enough in risk prevention, seeking out potential cases. The logic behind this thinking is that there *are* problems of elevated risk in the community, and the Hub has the responsibility of identifying and addressing them. Lower numbers, in this case, mean that not enough risk prevention is being done by Hub agencies.

These differences of opinion and perception are explained in differing understandings of the words we used. For example, “prevention” could be understood to be an intervention to prevent an emergency situation culminating into a dangerous event. However, prevention could also be understood as an intervention to prevent the problem itself from occurring. These views may be impacted by the nature of services provided by Hub agencies. Police services, for example, are mandated to prevent crime, but their service delivery may only result in them addressing one aspect of prevention.

Because Yorkton has undergone changes in Hub representatives and committee members, some institutional knowledge has been lost. Some view the Hub as a government-centric model, (although this has not always been the case in the past), as they are all governed by mandates and government funding, making them accountable to common standards. Three respondents perceived that third parties would be less accountable and their inclusion could increase the risk of privacy violations. While this argument has merit, the current regulation does allow for third party inclusion in the Hub under the required non-disclosure agreements.

Inconsistencies in interpretation of the Hub’s role can hamper the system change envisioned by those that created the system. A Ministry of Justice respondent explained that the Hub was always intended to transform service delivery, not just sit on top of it. Generational shifts in staff and representation can mean that institutional knowledge is lost. Some representatives and their agencies have embraced this systems-change vision and implemented the Hub approach into their own process. For example, Sunrise Health Region’s Mental Health and Addiction

Services has ensured that multiple employees at the ground level (not just supervisors) are familiar with the Hub process and are able to partake in discussions. This agency has embraced the Hub model and integrated it into its internal workflows. The result is that it alleviates the pressure for just one representative to attend meetings, while making institutional memory more resilient to changes in staffing. Without this level of integration, the Hub remains an extra system that is engaged with by only a minority of employees at local service providers.

These differences in interpretation also illustrate the relationship between ground-level and provincial level roles and equivalent short and long-term outcomes. Service providers who focus on the immediate risk-reduction may perceive the role and benefits of the Hub more through a shorter-term lens, while those who work with larger mandates and geographic scopes may be more accustomed to a regional and long-term view of their community and societal outcomes of the Hub.

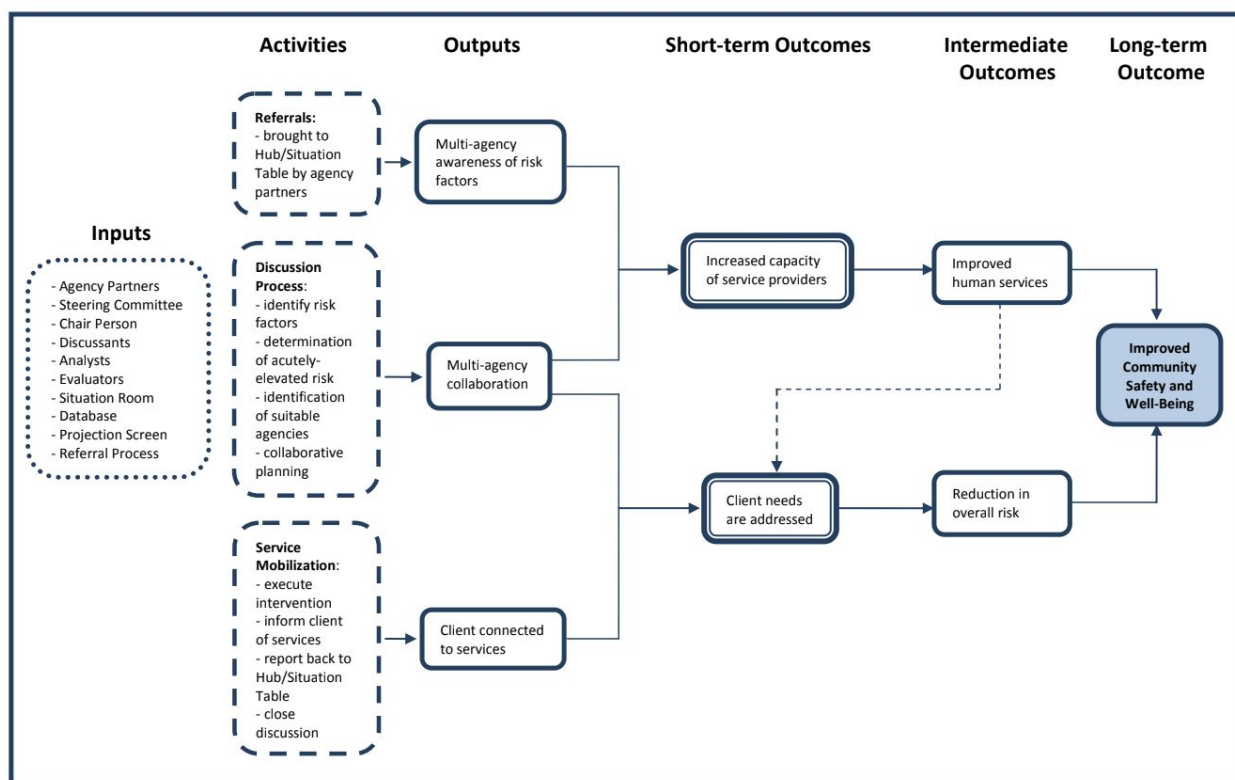


Figure 3. Sample Logic Model for Situation/Hub Tables Source: Nilson, 2015, p. 14

The Role of Philanthropy

During the interview process, we asked interviewees to consider the potential role of philanthropic organizations within the Hub ecosystem. There was a lack of strong views on a role philanthropy could play in the Hub. Some interviewees expressed interest in the possibility for philanthropic organizations to assist with funding, research, data management, and information sharing. "What you need is data infrastructure ... and analytical skills," stated one

steering committee member from Sunrise Health Region, as something a philanthropic organization could provide support for.

As another interview respondent said, “Everybody has a different system for a different purpose, but it might be something that a third party could assist with to facilitate information-sharing and capture of data. There’s an importance to capture what info is shared to whom and under what circumstances.” (RCMP respondent)

Another interviewee noted that a philanthropic organization could provide tangible support to the Hub, such as computers and a physical space to meet. This person also mentioned the possibility for a philanthropic organization to donate funds used to hire a half-time position in certain agencies to attend the Hub on their behalf. This would also help the sustainability of the Hub system, ensuring that multiple people at an agency share institutional knowledge.

Some respondents emphasised that funding is not a sole driver of change. A sole focus on funding can provide the wrong incentives for adopting the Hub, which may be unsustainable without full political support from across levels of government, “Political pressure at the end of the day must be the basis for a sustainable shift in human service delivery towards upstream and more prevention and risk driven service mobilization and delivery, not just funding considerations.” (COR respondent). Careful thought is therefore required on the intended and unintended incentives created if philanthropy intervenes or engages in such a model that is so closely tied to government.

Interviewees also raised privacy concerns with the inclusion of philanthropic organizations as third party members involved with the Hub. They cited cases of privacy complaints being filed when one organizations shared information from the Hub to each other. It was unclear if privacy complaints were filed over one incident or different incidents. As mentioned in the Yorkton Hub section, the four-filter process requires disclosure agreements to be signed by everyone at the table to help address this issue. Representatives at the Hub take privacy seriously, as demonstrated by their conduct during discussions. Therefore, direct philanthropic intervention is technically possible even at the Hub level, although perceptions indicate issues of privacy trust with third-party involvement.

Overall, the interviews revealed mixed positions on the role of philanthropy in the Hub. Some saw the potential for intervention in certain areas, primarily tangible and resource-related ones, while others were skeptical to the involvement of outside organizations and their ability to support the Hub system.

Discussion

In this section, we discuss gaps observed in the Hub ecosystem, the potential avenues for further cross-sector partnership, and the Hub as an example of social innovation.

Gaps

As shown in Figure 4 below, the intended medium and long-term outcomes of the COR were to increase mobilization of services via data analysis (e.g., identifying systemic issues), reduce barriers to services, and improve overall service delivery in the long-run. These outcomes are predicated on the ability for the COR to access and synthesise quality data, and to disseminate its findings up to relevant authorities who would then re-allocate resources appropriately to tackle a systemic issue. Currently, support and funding for CORs is lacking. The COR respondent reported a limitation in their ability to disseminate their research findings on trends in risk factors, and suggested that part of this was due to the overlapping nature of social issues and a lack of a clear pathway to enact change at a systems level. This is further complicated by the separation of jurisdictions, and therefore responsibility, of provincial and federal government ministries. A 2015 report on the CORs noted similar needs, that data sharing agreements (mandated by legislation) are needed to allow for sharing of results and data across sectors (Nilson, 2015).

Compounding this was a lack of funding, labour (four analysts were reported to be employed at the COR at the time), statistical expertise, and access to data from other institutions. The respondent expressed a desire to pursue more sophisticated data analysis and data visualisation techniques in order to extract more value from Hub data. However, they admitted their current activities were restricted to descriptive statistics such as measures of central tendency. One suggestion to fill in this gap was to (re)establish research partnerships with institutions such as the University of Saskatchewan, where expertise could be brought in.

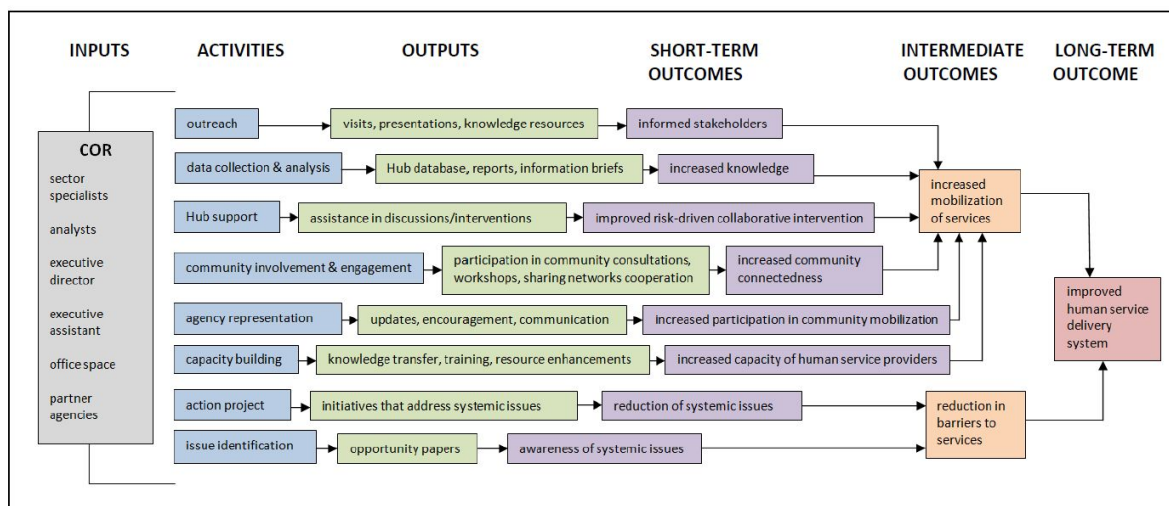


Figure 4. COR Logic Model. Source: Nilson, 2015, p. 26

Potential cross-sector partnership

Cross-sector collaboration is also evidenced in linkages between the Hub and the Violence Threat Risk Assessment (VTRA) protocol. This is a North American protocol (including [Canada](#)) utilised particularly in school and college contexts to flag and create a response to potential violent behaviour among the youth population. Violence in college environments has been studied extensively since the Columbine High school shooting in the USA, from which VTRA traces its origins (Randazzo & Cameron, 2012). Because of its developed protocols and its basis in research on violence risk assessment, VTRA acts as a natural supplement to the Hub's activities. Incidentally, this protocol involves meetings of multiple agencies, some of whose representatives also attend the Hub (such as the local school board or RCMP). VTRA protocol is activated on an *ad hoc* and potentially *post hoc* basis, as opposed to the Hub's biweekly meetings that are meant to catch situations before they become full emergencies. VTRA allows the same group of individuals to define a response to violent situations with more detail by examining details of case history (RCMP respondent). Problem-specific protocols such as VTRA therefore act as a supplement to the Hub's data collection and analysis of situations, providing Hub members with a better understanding of local issues.

Other programmes that address issues related to Hub activities and cut across agencies, such as a substance abuse protocol or programme, would also benefit from linkages to the Hub. The Government of Canada has promoted consistent data collection on opioid deaths between Federal (Chief Public Health Officer of Canada) and Provincial government (Chief Medical Officer of Health in Nova Scotia), through common case definitions and a standardised reporting template (Government of Canada on opioids, 2017). Considering that social problems are not necessarily jurisdictionally bound, connecting the Hub to other models, programmes, and protocols via standardised data may increase compatibility across programmes (such as the use of common definitions and risk factors). This in turn will allow for improved analysis at a systems level, to detect issues found across jurisdictions and geographies, and enable a coordinated response.

The gap in presence of local NGOs and charitable organisations at Yorkton's Hub was also noted by respondents. While the main local NGO called SIGN (Society for the Involvement of Good Neighbors) has a significant presence and plays host to a number of community programmes, it does not currently take part at Yorkton's Hub. While this situation may not be representative of all Hubs, it does suggest there is room for closer integration with the charitable sector. Indeed, some referrals and offers of service are performed in collaboration with staff from local NGOs, who may provide services outside the purview of Hub members. Some of this collaboration can be in support of cross-sector data sharing.

Social Innovation

Social innovation encompasses a wide variety of developments, from institutionalized frameworks to corporate start-ups. While there is as of yet no agreed upon definition for social

innovation (Goldenberg et al, 2009), broad interpretations include “the development and application of new or improved activities, initiatives, services” (Goldenberg, 2004: 1). The Prince Albert Hub model illustrates an interesting example of how social innovation can take place within public institutions and pre-existing governmental frameworks.

Goldenberg et al (2009) add that the public sector is a viable place for innovation to occur, despite perceived barriers. Mulgan et al (2007) further argue that innovative activities can be motivated by the goal of meeting specific social needs. This interpretation applies directly to the Hub model; it addresses a social need not currently being addressed within individual public service agencies by incorporating the innovative framework necessary to allow those agencies to provide those services.

The Hub model represents innovation in several ways. First, the multi-sectoral and cross-agency partnerships present a new model for public agencies to work together. The Hub model has allowed agencies with separate mandates to work together toward shared interests. The Hub further facilitates cross-agency partnership outside of Hub discussions themselves, encouraging collaboration on external cases to better deliver services to the public.

The Hub model has also increased the flexibility of how situations of elevated risk are detected and processed through the system. It establishes preventative measures to provide services to individuals and families who might otherwise not receive services at all, or receive them only after an emergency situation occurs. In doing so, the Hub breaks down silos within the current system and introduces new practices into already-existing agencies and systems.

The other major innovation that the Hub model brings is the ability to create a complete picture and deal with root causes rather than symptoms of a given situation. One respondent put it thus:

In a hypothetical situation involving a local youth - a school may not know about the youth’s potential criminal activity (such as shoplifting or substance abuse), while the local police may not be informed of non-criminal activity such as truancy and sleeping in class. When separate services deal with the same individual, they may not be able to have a complete picture of all risks a situation is presenting and understand that the root cause may actually be different from what any individual service provider can see alone. Both sleeping in class and shoplifting are often coping mechanisms, and potential symptoms of deeper issues such as domestic violence. The traditional separation of service delivery can therefore result in elevated risk situations not being recognised. (Community Consultant, Government of Saskatchewan)

Gil-Garcia et al (2014) identify both sharing information across sectors and agencies, as well as finding new service delivery practices as leading examples of innovation in government. The benefit, as Gil-Garcia et al (2014) argue, is the potential to improve internal operations, as well as a “more transparent, efficient, and resilient” (ibid, 17) government within which agencies operate and from which citizens receive services.

Because of the model's transformative effect on service delivery, it has been adapted and applied to the First Nations context, such as the Samson Cree Nation (Nilson, 2016b). Here situations are received as decisions made through the same four filter process and the system includes local Elders.

The Current Role of Philanthropy

In this section, we describe the potential for philanthropic intervention based on the current policy and operational environment of the Hub model. In the following section, we describe potential involvement should the policy environment change.

Barriers to philanthropic intervention

At the moment, the potential for direct philanthropic intervention into this type of system is limited due to its tight integration with government, and the stringent privacy protection policies in place. Hub representatives already recuse themselves from situations in which they know the individual being discussed. This demonstrates the seriousness with which privacy protection (and ultimately institutional reputation) are guarded. Given that many of our Hub representatives in Yorkton were either civil servants or employees of publicly funded institutions, the role of philanthropic funding to support Hub representatives is limited. Local community problems dealt with at the Hub are also highly sensitive in nature - this is compounded by the small scale at which many Hubs operate.

One could argue that direct intervention at the Hub-level may actually make the system more inefficient. Hubs run well because they are lean, with minimal bureaucracy. This enables them to respond to situations of elevated risk on the same day; whereby a combined offer of services is given to a situation the same day it is accepted to the Hub. The bulk of bureaucratic processes occur at agencies, where cases are logged and processed - case management does not occur at Hubs. They are also comprised of only actors in the community, particularly those that can respond to local issues. Those who have not felt the Hub was immediately relevant to their activities do not participate, but instead are invited to deliver joint offers of service on an *ad hoc* basis.

Indirect intervention

Instead, philanthropic sector contributions may be best positioned around the Hub, either at the Centres of Responsibility, or through ancillary organisations such as local charities or NGOs. The importance of NGOs and the non-profit sector in co-delivering services has been acknowledged for over 30 years (Salamon, 1994). NGOs exist outside of government bureaucracy, yet can participate at Hubs if their services align. NGOs also have access to a wide range of expertise and can collaborate. Philanthropic support may include support for NGOs directly involved at the Hub, including data or case collection activities, training on data management to ensure that privacy protection meets standards of other organisations, and support for NGO participation at the Hub itself. Non-profits specialising in data analytics, such as the civic tech community, are another potential vector of analytical support for Hubs or the COR.

Research support

Research is a key gap in the current system that could benefit from philanthropic support or funding. This includes support for increased training and labour trained in statistical methods. This would improve the capacity for the COR to perform regular, province-wide studies and monitor for systemic problems that need to be addressed by the Government of Saskatchewan and policy makers. Philanthropic organisations have networks that span numerous sectors and can therefore play both a funding and convening role to connect additional research to the Hub.

Research may also come from the academic sector. The [Journal of Community Safety and Well-Being](#) is a peer-reviewed journal run by CSKA to disseminate research on issues such as crime reduction policies, the criminal justice system, and intervention methods. Publications in this journal have provided insight into the efficacy of the Hub model and can be used to inform policy. Without a sound basis in scientific research, changes to the Hub model may be difficult to justify or implement.

The purpose of academic research is to produce generalisable observations on a given system. This may result in international collaborations and relationships between implementers or academics studying similar systems. In the long-run, supporting research into the Hub ecosystem will improve its efficiency, effectiveness, and sustainability as a model of service delivery.

The Future Role of Philanthropy

In this section, we describe hypothetical philanthropic intervention into the Hub level, based on our case study.

Open data and dissemination of COR research

Reports from the COR remain closed to third party organisations and the public. While privacy protection remains a key concern for the Hub ecosystem, it was also noted that the interjurisdictional and decentralised approach to Hubs complicated the possibility to disseminate COR reports to the public. One suggestion was to create data sharing agreements between ministries involved in Hubs, which would formalise a process of data release and socialise the idea of publicising reports across hierarchies within an agency. This also suggests some linkages to the open data and open government communities in Canada. This is especially important, as open government and open data are solidifying as national priorities for Canada. Data sharing agreements for the Hub would require significant convening and socialisation effort, as Hub members exist at multiple levels of jurisdiction (such as local school boards, provincial government agencies, and the RCMP). Philanthropic intervention in this case would support stakeholder convening to make the case for greater data and information sharing, and any supporting research required.

Incentivising NGO involvement

One of the key limitations of the Hub's current operations is the additional workload created from referrals and meetings. A lack of compensation for Hub-related work (including administrative overhead), and resulting impacts, can be a disincentive for participation and leadership of the Hub. On the other hand, non-profit organisations are driven by motivations of social entrepreneurship (Eikenberry, 2009). Social entrepreneurship can be "innovative activity with a social objective" or the act of, "applying business expertise and market-based skills in the nonprofit sector" (Austin, Stevenson & Wei-Skillern, 2006). Importantly, non-profits remain chiefly concerned with creating social value (such as addressing a market failure), and therefore have interests aligned with government service providers at a Hub. However, government institutions may also have other responsibilities and motivations, such as regulation (of markets, crime, and social systems) and compliance (with legislation). Government institutions may also be motivated by operational concerns for increased efficiency.

Non-profits do not have the same burdens as government institutions and may therefore be more focused when supporting a Hub. Given their motivations to create social value, non-profit performance at the Hub (including leadership and convening roles) could be incentivised by philanthropic funding, provided the correct performance metrics are identified. This would require a comprehensive review of the Hub model, its intended outcomes, and the creation of short, intermediate, and long-term goals with which to incentivise non-profit organisations. Incentivising non-profit involvement in an entrepreneurial model of funding and a setting of

social goals (instead of operational) can ensure that a focus on creating social value is maintained at Hubs.

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