

**LLOYDMINSTER
SOCIAL POLICY
FRAMEWORK
FULL VERSION**



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Executive Summary

By its very nature, social development is complex as it represents the interrelationship between people, their families, communities, and systems designed to support well-being – systems that largely fall within the constitutional domain of Canada’s provinces. In Lloydminster, social development is further complicated by its physical location straddling two provincial jurisdictions, Saskatchewan and Alberta.

The Lloydminster Social Policy Framework (SPF) exists to provide the City and community with a roadmap to help navigate the very real and complex nature of social development. **This framework provides a model, strategies, and foundation to better assess emerging social issues, collaboratively build and implement solutions, and evaluate their impact on community wellbeing.** The SPF is a collection of community informed values, principles, strategies, roles, and implementation structures that will help the City of Lloydminster and the community embrace complex social and legislative systems and coordinate services to help make Lloydminster a unique and vibrant community.

At the heart of Lloydminster’s uniqueness is *The Lloydminster Charter*, a piece of enabling legislation established by the Province of Alberta and Province of Saskatchewan that establishes the City of Lloydminster as a local government and outlines powers and jurisdictional authority of The City and Provinces. The Charter’s central purpose is to determine the legal structure and framework to serve “in the best interests of its residents.”

While the Charter covers a broad scope of municipal and provincial responsibilities, the City is ultimately responsible to provide good government, develop and maintain a safe and viable community, and to foster economic, social, and environmental well-being. While strong on governance, *The Lloydminster Charter* remains somewhat silent on the impact of legislative responsibilities on the social well-being of residents as the word ‘social’ appears once in the 264-page document and the term ‘well-being’ appears twice.

This ‘space’ between legislation, regulations, and rules creates a tension for residents depending upon where they live, work, shop, study, play, or seek support. The *Social Policy Framework* (SPF) therefore seeks to bridge the gaps in service provision within the constraints of relevant legislation, and where it is deemed necessary, contemplate critical social policy amendments to achieve social well-being that is in the best interests of the City’s residents. The *Social Policy Framework (SPF)* is grounded in research and community engagement - it reflects the values, principles, strategies, and priorities identified by community leaders, agency and government partners, and community members. It is unique to Lloydminster as the city has different opportunities and challenges than other communities. Visually, the SPF is summarized in the following diagram:



While the Social Policy Framework identifies seven community priorities that emerged from the Lloydminster community needs assessment, the Framework itself is designed to shift and change over time, remaining relatively constant across values, principles, and strategies. Further, the Framework model is also intended to remain consistent, though community conversations and learning through a developmental evaluation approach may shift implementation and structures over time. This should be welcome and viewed as progress, especially when changes result in greater achievement of the common agenda.

Reading the Social Policy Framework

The Lloydminster Social Policy Framework document is organized in the following sections.

Framework Overview

- A high level summary of the framework and how it can be utilized.

Project Summary

- A summary of the methods used to create the Social Policy Framework.

The Component Parts

- Details on the component parts of the SPF including the Values, Principles, and Strategies.

The Implementation

- Detailing how the SPF can be implemented through the collective impact model.

Each section provides a deeper dive into the different elements of the Social Policy Framework, leading towards a comprehensive implementation methodology.

Framework Overview

The Lloydminster *Social Policy Framework* (SPF) is designed to serve as a foundational document to help address complex social issues and challenges, despite ongoing change and community evolution. It is grounded in the social construct of Collective Impact – “a network of community members, organizations, and institutions who advance equity by learning together, aligning, and integrating their actions to achieve population and systems-level change” (Cheuy et al., 2022, p).

A significant underlying challenge facing the community of Lloydminster is the ability to effectively navigate social supports and services given the reality of two provincial jurisdictions. At the individual or family level, residents confront the reality of finding supports and services based on their residence in either Saskatchewan or Alberta, sometimes seeking to find the best advantage. Community organizations appear to deliver programs and services in accordance with the funding parameters of their given provincial funding source and tend to be reluctant to challenge or question those guidelines. The municipality does its best to support organizations by understanding the different opportunities and limitations of the two provincial programs and providing guidance wherever possible.

A collective impact approach to navigation and service delivery will better facilitate improved outcomes for community members while identifying critical areas for systems adjustments and advocacy. **The model’s central purpose is to support navigation and seamless service delivery at the programmatic, systemic, regulatory, and social policy levels – across organizations, local, and interprovincial government departments.**



The SPF collective impact model is designed to grow and shift with the community, its priorities, and changing needs. It is quite reasonable to expect that this collaborative model will also identify opportunities and challenges beyond the priority areas and serve to provide rapid assessments and response to changing needs.

The Lloydminster SPF Leadership Model is designed to address a single objective – **to navigate through and resolve systems barriers to provide seamless service delivery for Lloydminster residents.**

To achieve this objective, the model is structured to work at three levels – the programmatic level (Priority Working Groups), the coordinated navigation level (SPF Leadership Table), and the Systems Policy level (Policy Task Force). The SPF Leadership Model is grounded in content drawn from the *Lloydminster Charter* that acknowledges the community as having “unique interests and challenges” that “may cause disparities within the City.”

The Lloydminster Charter does not limit the community, but rather, “provide(s) the City with the flexibility to respond to the existing and future needs of its residents in creative and innovative ways,” to harmonize operations and avoid duplication of legislation. This unique agreement between the City of Lloydminster and the provinces of Alberta and Saskatchewan is established to “develop and maintain a safe and viable community,” and “to foster economic, social and environmental well-being.”

The SPF Leadership Model seeks to shift the community paradigm from a mindset of legislative duality as a barrier to that of Lloydminster having the unique opportunity to leverage the best of two provincial systems of social policy.

Using the Social Policy Framework

The Social Policy Framework is not meant to be prescriptive or directive. Instead, it seeks to provide an adaptable set of tools that can be used by community partners to better understand emerging social issues and establish collaborative approaches to build social wellbeing. As the community grows and changes, new topics and priorities will emerge. A basic flow of identification, assessment, assignment, and collaboration can help to maintain forward momentum for community social development. Appendix B provides a practical example of how the model could function in this format.

Identify

New topics and priorities emerge in the community that affect social well-being. The SPF Leadership Table is a great starting place to begin exploration and discussions.

Assess

Understanding the extent to which a new topic or priority is affecting the community of Lloydminster is an excellent way to determine acuity, severity, and interconnectedness.

Assign

Using the SPF values, principles, strategies, and roles, the SPF Leadership Table can best determine whether a programmatic, systemic, or policy approach is most appropriate.

Collaborate

The SPF Leadership Model enables community partners to affect change on many levels. Many small changes across systems can result in significant improvements for people.



Creating the Social Policy Framework - Purpose and Methodology

Early in the process, stakeholders determined that the Lloydminster *Social Policy Framework* needed to be a 'community' document and that the City of Lloydminster had important roles related to leadership, coordination, and support. This determination set in motion a series of engagement sessions designed to gather insights and perspectives from key stakeholders including City Council, administration, local organizations, and government programs.

The overall project was broken into three phases:

1. The Scoping Phase – helps to create a foundation based on understanding limitations, opportunities, and assets within the community that may influence the final outcomes of the *Social Policy Framework*.
2. The Review and Analysis Phase – is designed to include a literature review to address key questions arising from earlier community conversations, dive deeper into the results of the community’s recent Needs Assessment, and identify patterns of principles, values, programs, and structures that will influence the final *Social Policy Framework*.
3. The Synthesis Phase – brings it all together – the learnings, insights, observations, and perspectives needed to create a *Social Policy Framework* that reflects the unique characteristics of the Lloydminster community.

Within each phase, key concepts and ideas emerged that can be found within this *Social Policy Framework*. In this section, we provide a brief overview of the engagement processes and key findings.

Scoping Workshops

July 2022

The Scoping Workshops included three engagement sessions – one for staff and administration from the City of Lloydminster (the client), a session for members of City Council and senior administration, and a third session for a cross-section of community agencies and individuals working in the human services sector.

Key concepts emerging from the Scoping Workshops identified a strong sentiment that Lloydminster is a community with a ‘huge heart’ and an optimistic outlook grounded in opportunity. As a small city, Lloydminster has wonderful amenities equal to a larger centre, yet retains a sense of community and connection – the paradox of small town living with big city services.

Navigation between and among support service providers began to emerge in the early discussions, especially given the duality of crossing provincial boundaries of Alberta and Saskatchewan. Clarity of roles and responsibilities was identified as a critical need within the *Social Policy Framework*, including discussions about ‘ownership’ of the document itself.

Review and Analysis Workshops

August 2022

The Review and Analysis Phase also included three engagement sessions beginning with a workshop for members of City Council and administration. In this session, the *bassa* team set out to share insights gathered through the preparation of a literature review on the topic of social policy frameworks, clarify the City of

Lloydminster's role in the development and implementation of the *Social Policy Framework*, and begin prioritizing themes that emerged from the Lloydminster Needs Assessment.

This same workshop was rolled out to community agencies and organizations in two different sessions. Approximately 50 people participated.

These workshops helped to narrow the scope of priorities for the *Social Policy Framework* to the following (in no particular order):

- i. **Access to health** and social services
- ii. Income Inequality (**Cost of Living**)
- iii. **Safety** and Security
- iv. **Mental Health Supports**
- v. **Transportation**
- vi. Housing and **Homelessness (Tied to cost of living)**
- vii. **Access to Recreational Opportunities (transportation)**

Further, conversations and insights from workshop participants were analyzed to begin identifying values, principles, strategies, and roles. Each of these are discussed in greater detail as part of the *Social Policy Framework*.

Synthesis Workshops

October/November 2022

The Synthesis Workshops were designed to share the *Social Policy Framework* draft document, systems, and priorities with community stakeholders for clarity and correction, as necessary. Further, the workshops were designed to help reframe existing network opportunities and discuss future processes to advance work on the *SPF* priorities.

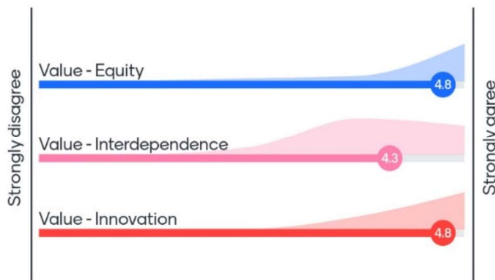
This phase included two components – a meeting with senior leaders from organizations identified to be integral to the proposed Policy Task Force, and community leaders from community organizations interested in advancing the Social Policy Framework common agenda.

The central purpose of the meeting with senior leaders was to determine the extent to which support existed for the broad concepts and approach contained in the *SPF* draft document. Using an online polling tool, meeting participants were asked to rate their level of agreement from 0-5 on the following four statements, where zero represents strongly disagree and 5 represents strongly agree:

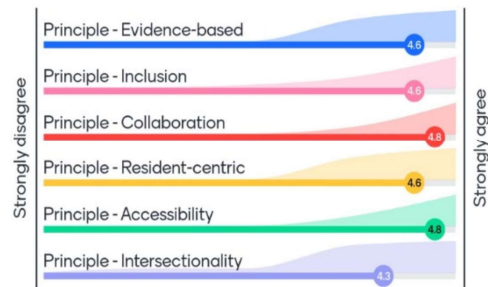
- The concepts for the overall *SPF* make sense (Score - 3.7)
- The *SPF* appears to represent Lloydminster (Score – 4.0)
- The collective impact approach for the *SPF* model is good (Score 4.0)
- I can see a fit for my organization to be involved with the *SPF* (Score – 4.3)

The second component of the synthesis phase included a presentation and workshop for approximately 30 participants representing a variety of community organizations, government, and business. Following the presentation of proposed values and principles, participants voted on the extent to which they agreed on the content as presented:

Based on the presentation and discussion, please rate the extent to which you agree with the values as presented.



Based on the presentation and discussion, please rate the extent to which you agree with the principles as presented.



As the presentation and workshop progressed, participants offered insights for additional information and clarification to the draft SPF. The draft SPF has since been revised to reflect participant input.

Social Policy Framework - Foundational Values and Principles

Lloydminster is a community with strong conviction, values, and principles. The above processes provided a window into understanding the existing and emerging values of the community. These values and principles serve as the foundational elements for its Social Policy Framework. More than words or phrases, the living embodiment of values and principles is in the application. In other words, the SPF model seeks to model the values and principles in action. An application model can be found below.

Values

Values express the deep desires of a community; what the community holds dear, what the community believes, and what the community aspires to. Values serve as the ultimate expression of what matters most and how it informs social policy. In the Lloydminster *Social Policy Framework*, three values emerged as most important: Equity, Interdependence, and Innovation.

Equity

The community of Lloydminster indicated the importance of equity within social policy and social wellbeing. Equity can be understood as the importance of **being fair and just, and the recognition that as people, we do not all start from the same place and must acknowledge and adjust to rectify imbalances.** In the sense of social policy this implies two primary factors are met: access and quality. Access is grounded in the elimination of barriers that prevent the full participation of any individual or group. Quality is focused on the needs of the whole community, and providing the right services at the right time, in the right place, and to the right people.

Interdependence

The famous naturalist John Muir once said, “When we try to pick out anything by itself, we find it hitched to everything else in the Universe”. This quote equally applies to social wellbeing and social policy as there is significant interdependence between the many domains and areas of social policy.

The community identified interdependencies between social policy realms such as addictions, mental health, housing, and community safety to name a few. In this way, **interdependence recognizes that social issues do not happen in silos and exist across jurisdictions and borders.** The community of Lloydminster understands that changes in one policy or programmatic area may have positive, or negative effects on others. Recognizing interdependence as a value demonstrates a commitment to systems informed approaches to policy, programs, and social wellbeing.

Innovation

Lloydminster identifies innovation as part of its unique identity, reflecting the need to continue being innovative toward solutions identified and implemented. In the realm of social policy, this can be understood as **social innovation; “innovative activities and services that are motivated by the goal of meeting a social need”** (Mulgan et al., 2007). In essence, social innovations are the new ideas that emerge from a community to address social needs and respond to complexity in novel ways.

Principles

Principles are the points of reference, or lenses, through which the values of the *Social Policy Framework* are upheld. In other words, principles serve as the pillars used to explore the context of emerging social issues, and frame potential solutions that reflect community values.

Evidence Based

The ideal that social issues should be based on evidence of their existence, current impact, and potential benefits of emerging solutions is the foundation of the evidence-based principle. This implies that due diligence is followed to fully understand social issues as they emerge from the basis of truth (personal experience and impact) and data.

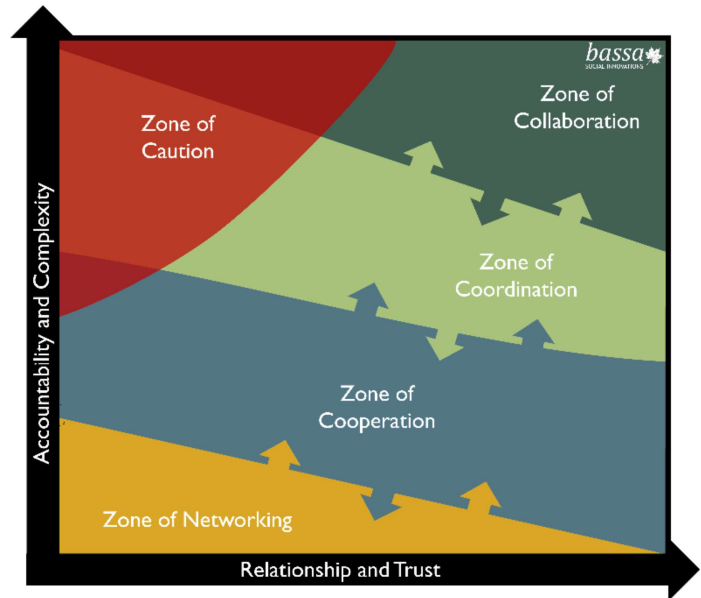
Inclusive

Inclusion is a vital principle for the Lloydminster *Social Policy Framework*. The community responded strongly with their belief that **social policy should not lead to marginalization for any group, individual, or community**. As a principle, inclusion seeks to address issues of access, entry, application, and outcome; reducing or eliminating unintended consequences for residents.

Collaborative

The community of Lloydminster recognizes the need for collaborative approaches to social wellbeing, especially due to the unique jurisdictional framework of the community. Collaboration can take many forms from networking to collective impact and can serve to address the most complex, or simple, of social issues.

However, collaboration requires continuous investments into relationships and trust. This is especially true in the domain of social policy as the complexity, and thus the need for accountability, relationship, and trust is high.



Resident-Centric

The community of Lloydminster aspires to a seamless and harmonized approach to social wellbeing and community programming that spans the interprovincial border. This is echoed in the Lloydminster Charter. This principle reflects community aspirations and existing frameworks that govern the city. As a principle, being resident-centric suggests the needs, aspirations, and desires of residents remain as the central element of social policy creation and implementation.

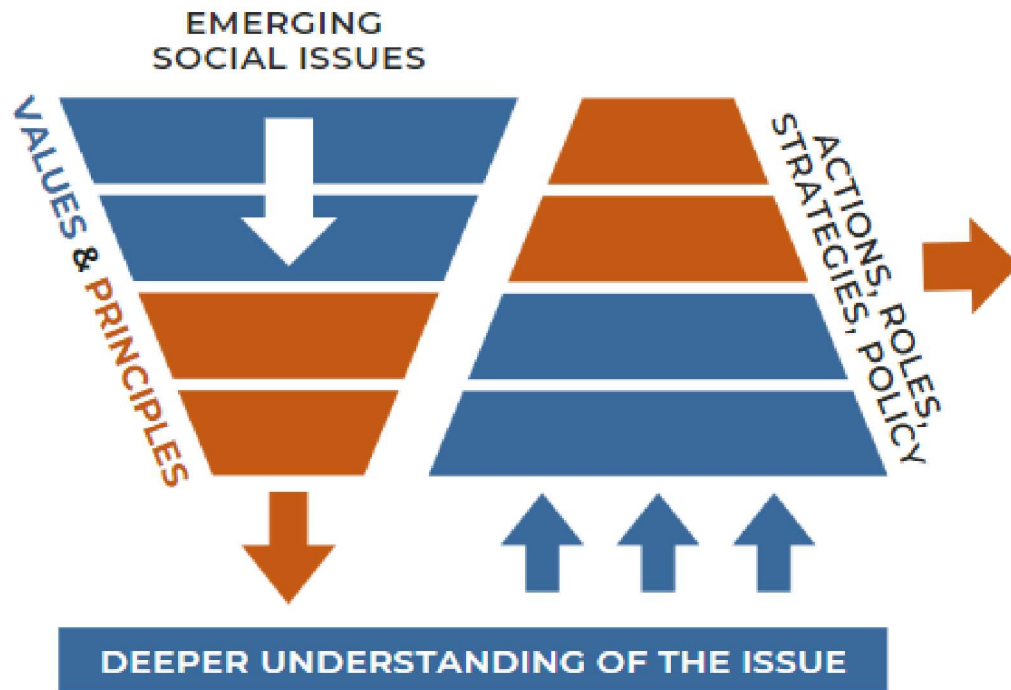
Accessible

Lloydminster residents seek to maintain and enhance accessibility to social programs, services, and supports for all members of the community. This principle provides a lens to explore the elimination of barriers to access, thus supporting equity and providing opportunity for all to benefit. Accessibility as a principle can relate to complex social factors and can also be as simple as ensuring wheelchair ramps and handrails are available to those who need it to participate.

Intersectional

Intersectionality is the recognition that residents of Lloydminster do not have singular identities. Each community member has different identities that intersect to create different advantages or disadvantages that can be difficult to surface without first seeking to understand them. This principle helps to ensure a deep understanding of social issues from a wide range of experiences before implementing policy or other potential solutions.

VALUES AND PRINCIPLES IN ACTION



Values and principles are reflective of the community who created them, they are the aspirations and hopes for the future. Keeping values and principles at the centre of discussions is one of the primary ways to ensure we are living towards the collective future.

In practice, this means using the values and principles as **lenses** for incoming information regarding emerging social trends and issues, ensuring working groups and stakeholders have a deep understanding of the issue. Equally, they are also the **foundations** for building towards actions including policy, strategies, programs, and can help uncover the roles and responsibilities of those involved.

Social Policy Framework Strategies

Five broad strategies have been identified based on information gleaned from the community needs assessment, consultations, and a literature review. Groups and organizations participating in the SPF Leadership Model will have the opportunity to explore these strategies in greater detail as they contemplate the different priority community areas and strive to achieve meaningful results.

The strategy descriptions are a blend of community insights grounded in research, including some steps or actions to support achievement.

Service Delivery

As communities continue to grow, the need for new or enhanced municipal services becomes a key consideration in the context of the social policy framework. Municipal service delivery can be achieved using any variety or combination of internal departments, contracted services, private firms, and partnerships with other governments or the not-for-profit sector. A critical role for the municipality is the determination of a service delivery strategy, creation of the enabling environment, and provision of the mechanisms or infrastructure for social service delivery.

Developing a strategic framework for direct service delivery requires specific protocols for non-profits, the private sector, and the municipality to offer targeted programming that address the identified needs of residents.

Processes for the Identification and Assessment of Service Gaps

- Use needs assessment, census data, and multiple data sources to identify service gaps in the community.
- Identify indirect and direct service options available.
- Understand service delivery providers and the role of municipal government.
- Identify service outcomes and specific programs and services that would address needs.
- Identify contextual changes and impacts on service delivery-demographic and socioeconomic trends.

Assessing Organizational Capacity for Service Delivery and Outcomes

- Identify and evaluate possible models for service delivery that will be efficient and effective in addressing needs.
- Consider the extent to which a particular program or service is aligned with social policy principles and values – i.e. the City Charter, the SPF, and operational plans.

- Develop criteria to evaluate organizational capacity to deliver services directly or indirectly by the municipality or community stakeholders. If indirect delivery, external agency partners should not only provide evidence of social need but also the capacity to manage projects.
- Prioritize strategies for the involvement of multiple stakeholders in the design and delivery of the program. Stakeholders should include potential recipients of the service, municipal employees, government, private sector businesses, representatives of the relevant provincial or federal governments, regional entities, non-profit organizations, faith-based organizations, and the general public using effective community outreach and engagement strategies.
- Identify costs associated with service delivery and funding for services consistent with funding guidelines from multiple sources by developing financial support for the service (i.e. direct municipal investment, grant funding, co-investment, etc.).
- Assess risk tolerance levels and manage risks and trade-offs between service, risk, and cost in decisions for sustainability.
- Identify considerations, methods and ways of reporting and communicating service delivery approach and outcomes.
- Develop a performance management framework for service delivery, including measures for participant outcomes, quality assurance and continuous improvement. This should include quantitative information on community and systems change and improvement through community-level indicators, and qualitative information such as success stories. Understanding the experiences of the service user group is an important component in all social policy analysis.
- Define service sustainability and financial resilience of projects and services beyond immediate project funding.

Leveraging Partnerships and Collaboratives

The objective of this strategy is to develop and strengthen strategic relationships and partnerships with entities, and organizations from the public, private, and non-profit sectors. Building mutually beneficial relationships should be a strategic priority that will support coordination and collaboration of network effectiveness in delivering public services through multiple channels to improve social wellbeing.

It is evident that municipalities cannot maintain, enhance, or improve social wellbeing alone. Furthermore, the nature and complexity of the social context makes it imperative for cooperative institutional arrangements. Public-private partnerships (PPPs) focus on the sharing of investment, risks, costs, benefits, resources, and responsibilities (Warsen et al., 2018).

Public-private partnerships (PPPs) are a popular way to form synergies between public and private partners to overcome modern challenges and develop new

opportunities (Rybnicek, Plakolm & Baumgartner, 2020). Meaningful and mutually beneficial partnerships are also a foundation for social innovation within municipalities. “Social innovation refers to ‘any new idea with the potential to improve either the macro-quality of life or the quantity of life,’ where macro-quality of life is defined as ‘the set of valuable options that a group of people has the opportunity to select” (Pol & Ville, 2009, p. 882). Organizations might embark on initiatives that adapt existing services to help achieve improved social outcomes among existing service users or change the focus of service delivery efforts (Shier & Graham, 2013).

To achieve effective partnerships,

1. Identify key organizations, their mandates, and the focus of service delivery. Map relationships and identify opportunities to communicate, cooperate, coordinate, and collaborate on key areas of service delivery. An example could be the creation of a new position within an organization that seeks to act as a coordinator among multiple organizational departments in a multiservice organizational setting to better address the intersecting challenges that service user’s experience. For example, in housing support, coordinated efforts are needed to link methods of intervention to support re-housing, as also labour market support and addiction treatment (Graham, et al 2017).
2. Categorize entities on the nature of the relationship and partnerships based on comparative advantage within their area of operations, i.e. supportive partnerships such as academic institutions that help partners develop skills and competencies to be effective in areas such as evidence gathering and grant applicant writing.
3. Establish protocols that define the structure, roles and responsibilities, decision-making, and coordination, partnership arrangements, opportunities for social investment for projects and services, beneficiaries, communication, finance, risk, and mitigation management framework.
4. Increase relationships with key organizations that are critical to the fulfilment of strategic priorities within the social policy framework. Additionally, the municipality and community must support and enable the formation of new relationships by forging within and between sectors—and in particular between non-profits and the private sector through the formation of social enterprise initiatives. This may enable direct service non-profits to have a greater influence in shaping social outcomes for clients.
5. Focus on engagement and partnerships that support innovative service models and financial capacity as well as value for money and social outcomes for clients.

Engaging Community

The complexity of today's evolving social systems requires greater citizen participation in developing new programs and organizations to address the emerging and persistent social well-being needs of the population. "Civic engagement" is a broad term that refers to the various ways that individuals connect to promote some common societal benefits (Schneider, 2013). It includes the various ways that citizens participate in active social life with the intention of shaping the future of the community and/or improving the social, economic, or political conditions of social groups (Handy et al, 2014). Central to this strategy is the belief that citizen engagement is important to make social policy frameworks more inclusive and equitable, contribute to learning, and hold policy-makers accountable and responsive.

The following example serves as fuel for thought related to community engagement.

A Citizen Advisory Panel could be formed with about 14-16 citizens that accurately reflect the service recipients from the priority working groups. The composition should include people with a variety of types of lived experience with the issue at hand, and be selected to ensure adequate representation of ethnocultural, socioeconomic, gender and other forms of diversity. This citizen advisory panel provides the opportunity for citizens to provide input as they deliberate about a problem and its causes, options to address it, and key implementation considerations.

Participating citizens should be informed with a pre-circulated, plain-language citizen brief. This background document should reflect the principles and values that underpin the social policy framework. The deliberations from these panels are sent to the policy roundtables for action.

The municipality and the community, through programs such as FCSS, can enable and support:

- A. efforts to enlist volunteers and donors to participate in their program. Whether that is active participation in the day-to-day functioning of the organization, or by providing monetary or in-kind donations to support the organization's efforts at addressing a social need within the community.
- B. activities that bring community members together, such as through program participation and community events.

- C. participation in collaborative arrangements with other non-profits and less formal community groups; and
- D. activities that promote education and awareness within the community about particular social issues.

Political Advocacy and Social Action

Political and social action efforts are aimed at changing or creating legislation to provide improved social welfare outcomes for vulnerable groups in society. There have been several significant changes to the Canadian social policy landscape. However, the critical point is that such changes did not happen by accident. They required committed, effective and persistent advocacy, and social action by people inside and outside of government in different roles and positions.

Five key elements are important for advocacy:

1. Understanding contextual factors of the policymaking environment for formulating an advocacy strategy
2. Investing in strategic relationships. By prioritizing 'strategic relationship building,' advocates can develop trust and increase credibility with stakeholders, which may lead to stronger coalitions or alliances.
3. Gather intelligence on policy opportunities and risks, plus the values and beliefs of decision-makers and key influencers to gain an understanding of the opponent's potential arguments.
4. Develop a clear, unified solution focused on advocacy outcomes.
5. Employing or developing the skills/traits of a policy entrepreneur. Policy entrepreneurs are typically described in the policy literature as individuals who "wait in and around government with their solutions at hand, waiting for problems to float by to which they can attach their solutions, waiting for a development in the political stream they can use to their advantage (Cullerton et al, 2018). Collaboration and advocacy are key aspects of social action.

Building Adaptive Capacity and Enhancing Resilience

Any relevant and meaningful social policy framework must account for new realities and changes within the societal and human systems in which it operates. Identifying and responding to change requires alertness, agility, and capacity to innovate. Adaptations are the actions of individuals, communities and governments undertaken for the purpose of improving or protecting well-being (Adger et al. 2005). Adaptation can be constrained or enabled by socio-institutional factors related to the physical, economic, and social environment.

Adaptive capacity refers to the conditions that enable people to anticipate and respond to change and recover from and minimize the consequences of change (Adger et al., 2005). They include the social, technical skills, and strategies of individuals and groups that are directed towards responding to environmental and socioeconomic changes. Key determinants of adaptive capacity include economic resources, technology, information and skills, social infrastructure, institutions, and governance (Smit et al., 2001). Adaptation is different from coping strategies. Adaptation means being creative and innovative in the face of change.

Thus, adaptation hinges on two key elements of vulnerability and resilience. Vulnerability refers to the susceptibility to harm (Eakin and Luers, 2006), and resilience is the achievement of desirable states in the face of change (Folke, 2006). As with most conceptual frameworks, vulnerability and resilience have histories of alternatives and sometimes compete for characterizations and interpretations. The two are not merely opposite sides of the same coin (Gallopín, 2006). Vulnerability denotes an individual's susceptibility to a negative outcome, and risk factors are biological, environmental, and psychosocial hazards that increase the likelihood that a maladaptive outcome will occur (Murray, 2003: p. 1).

For the social policy framework, vulnerability “emphasizes an interactive process between the social contexts in which a person lives and a set of underlying factors that, when present, place the person “at-risk” for adverse outcomes” (Blum, McNeely & Nonnemaker, 2002). Thus, when we are looking at vulnerability, one should look at not only the current condition but also the conditions that create the vulnerability in the first place.

Resilience concentrates on how one copes with risk conditions and stressful situations by focusing on personal resources, skills, and potential (Luthar, Cicchetti & Becker, 2000). Broadly, resilience emphasizes the need for individuals to exercise enough personal strength to make their way to any number of resources they require to reach their developmental needs.

Therefore, adaptive capacities involve focusing on building resilience and reducing the vulnerability of communities and individuals within social-ecological systems (Brown and Westaway, 2011). Resilience-building or vulnerability-reducing

approaches identify the importance of recognizing, protecting, and strengthening the inherent capacities of communities and individuals to deal with inevitable change, and also to drive change in a manner that will lead to widespread and sustainable improvements in well-being (Cohen et al., 2016). The purpose of this strategy is to allow for flexibility in managing and adapting to change the proactive and innovative way in the face of emerging realities. To achieve this:

- Understand the dynamics and factors of change and their impact on the social policy framework (i.e. demographic and socioeconomic, technology, climate change, government and regulatory framework, etc.)
- Define the adaptive challenge and the adaptive work. Access the capacity of the community to deal with change and the necessity of change as inevitable to enhance the adaptive capacity of people and organizations.
- Reduce the risk and vulnerability of individuals, families and communities through protective factors which enhance resilience.
- Create space for social innovation that builds resilience and reduces vulnerability, and
- Create opportunities for feedback loops and constructive feedback in the implementation of the social policy framework.

Monitoring and Evaluation

Monitoring and evaluation help improve performance and achieve results. More precisely, the overall purpose of monitoring and evaluation is the measurement and assessment of performance to manage the outcomes and outputs from social policy initiatives and their impact on the targeted recipients more effectively.

Serrat (2010) observed that performance measurement is the process of gauging achievements against stated goals. Performance is an amalgam of dimensions, such as relevance, efficiency, effectiveness, sustainability & impact (and perhaps conflict) and therefore, measuring it requires an appropriate basket of benchmarks (Serrat, 2010). The scope of performance measurement extends to integrated strategic information management, financial management and sustainability, quality assurance and continuous quality improvement as key components to managing the initiatives effectively and efficiently. This makes it more of a management system, intended to provide decision-makers and management with concrete data and information on which to make sound decisions and continuously improve program performance (Government of Canada, 2015).

The purpose of an evaluation strategy is to develop an over-arching evaluation plan for the framework that underscores the following:

- Baseline data to describe the problem or situation before the *Social Policy Framework*. This should include subjective and objective measures of social wellbeing.
- Indicators of the processes, policies, and program outcomes for clients/recipients with performance dashboards on each specific priority area, such as transportation, housing, and homelessness.
- Measure and monitor progress towards previously established standards and strategic targets/outcomes with stated periodic timelines.
- Engagement of strategic stakeholders/partners to understand available data and their perceptions of change from the program inception, and can capture information on success or failure of framework partnership strategy in achieving desired outcomes.

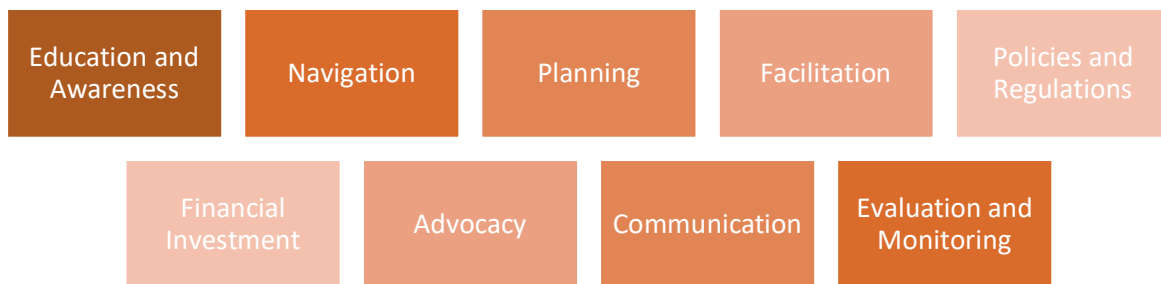
Systematic reporting with more qualitative and quantitative data collection on the progress of outcomes within an evaluation framework will ensure that credible and reliable performance data are being collected to successfully support an evaluation in terms of relevance, efficiency, and effectiveness.

These strategies will provide effective and relevant monitoring and evaluation of the *Social Policy Framework* leading to informed decisions. It will also allow the task force to take appropriate, timely action regarding the initiates and document “best practices” and “lessons learned” that can be used internally to improve the programs’ management practices.

Roles and Opportunities for Ongoing Involvement

While the Social Policy Framework was developed under the supervision and leadership of the City of Lloydminster, the engagement process revealed early on that the document and resulting SPF Leadership Model is a **community framework**. Consistent with this understanding, the resulting roles and opportunities for ongoing engagement can serve as reference points for any government department, community group, local organization, business, or industry seeking to engage in social development.

There are nine major roles as identified by the community through consultation:



Within each of these broad areas, sub-roles and responsibilities can be included.

It should be noted that there is some cross-over between roles and strategies within the *Social Policy Framework*. In the context of the overall Framework, the roles can represent *what* might be undertaken by different participating organizations, and the strategies further add *how* these roles might be undertaken.

It is important to remember that not all roles always fit all organizations. Strategically, there will be times or situations when it is more appropriate for one organization to take on a role than another based on a calculated advantage. The collective impact approach can help to bring those discussions and decisions to the forefront based on the strategic opportunity to advance the common agenda.

Education and Awareness

Communication is central to the function of building knowledge and understanding of social policy, social development, and service delivery. **Education and awareness are the processes of sharing information that is accurate, timely, and purposeful.**

The central purpose of education and awareness is to help people, families, and organizations access information that results in growth and development, behavioural change, and critical thinking to achieve sustainable well-being. Learning and knowledge acquisition are measurable indicators of education and awareness.

Navigation

Complexity is characteristic of social policy and community development – many systems operating multiples programs and services designed to support diverse needs of people, families, and organizations. For many, this complexity is difficult to map, and the guidelines used to help define social programs and services create nuances rarely understood by service providers, let alone community members and their families.

Especially within the context of Lloydminster’s dual legislative environment, navigation is of critical importance. **Navigation is therefore the area of responsibility that includes information sharing, mapping, accurate referrals, and support for clients troubleshooting options available to them.**

Planning

Social well-being is the result of effectively assessing the community environment, performing research, setting objectives, and determining appropriate steps to achieve those objectives. Planning is where social policies are conceived, and result in the attainment of desired outcomes or the realization of unintended consequences.

A critical component of planning is evaluation and monitoring – the determination of indicators and metrics used to develop an appropriate course of action or shift and adapt to accommodate changing dynamics.

Planning occurs among and within all individuals, families, groups, organizations, and systems associated with social policy and development. Coordinated planning can achieve elevated results by leveraging assets and opportunities available through the collective.

Facilitation

The term facilitation is used broadly to describe processes of engagement. A collective approach to social policy and development leverages available information and resources often discovered and leveraged through facilitation.

There are several functions that can be achieved through facilitation, depending on the intention and role of the facilitator. At a basic level, facilitation can be the act of using existing influence to convene others. Convening supports the assembly of key people and organizations to explore, strategize, and work through opportunities and challenges together.

If more than convening is required for the function, coordination can play an important role. Coordination incorporates a convening function while establishing a higher level of responsibility for the results and assumes a longer-term commitment to the group outcomes. In short, effective facilitation should inherently build **capacity, knowledge, and depth of commitment** among participants.

Policies and Regulations

Policies and regulations can be important roles for organizations to define programs, supports, and services, and enable action. Inadvertently, or sometimes purposefully, policies and regulations limit access, intentionally exclude, or incorporate barriers based on any number of factors (i.e. geography, individual attributes or characteristics, financial, etc.).

Groups, organizations, and government departments incorporate policies and regulations on a regular basis to help define service levels and create legitimate boundaries. On occasion, where significant harm or exclusion results in limited options for individuals or families, policies and regulations may require amendments to achieve greater equity.

Financial Investment

Often, groups and organizations working in social development equate new or additional funds as the solution (or part solution) to emerging issues. While this may be true in that resources are generally required to deliver programs and services, financial investment also includes reallocation of existing resources.

In some cases, groups and organizations may have the necessary resources to achieve bold objectives by carefully analysing current spending and shifting resources from efforts that are no longer meeting their intended outcomes to new or improved initiatives. Alternatively, financial resources can sometimes be used to leverage new resources – especially where multiple objectives can be achieved to address complex issues or in the case of partnerships.

Accountability is the inevitable consequence of investment. While results reporting can be challenging within the human services sector, funders should not accept evaluation difficulty as a legitimate response to requests for information, and rather, support organizations to better measure the effectiveness of their programs and services to determine whether financial investments should be reallocated, maintained, or enhanced.

Advocacy

Advocacy is the process of clearly representing perspectives with the intention of seeking change, to the people and/or organizations capable of achieving that change. Effective advocacy requires that issues are well articulated and supported by strong data and rationale.

The Social Policy Framework helps to ensure consistent understanding and shared support for proposed changes, and strategic access to legal, regulatory, and policy systems most capable of achieving the desired results.

While it is conceivable that most groups and organizations may have some advocacy roles to advance the SPF, coordination is critical. Mixed and/or confused messaging can have an adverse effect on the intended results of advocacy and must therefore be managed effectively.

Communication

Within the context of the Social Policy Framework, communication should be viewed to include both vertical and horizontal strategies. “Enhancing the dissemination of information can break down negative social capital as well as build trust and cohesion” (The World Bank, 2013).

Vertical communication is critical in the advancement of the SPF common agenda as upward flows of information from community members and service providers provide the context and details for policy change, while downward flows of information can help to generate understanding relative to policy barriers and opportunities.

Horizontal information flows between organizations and across the community strengthen capacity and enhance trust, cohesion, and cooperation. Often, the human services sector tends to breed competition among organizations as resources are scarce – scarcity can often lead to a protectionist approach to information sharing. Horizontal information flows are critical to the collective impact model and thus the efficacy of Lloydminster’s Social Policy Framework. To achieve effective horizontal information exchange, trust among organizations is of vital importance.

Evaluation and Monitoring

The collective impact model stresses the importance of shared measurement. For groups and organizations involved with the Social Policy Framework, the role of evaluation and monitoring needs to include both developmental and summative evaluation, quantitative and qualitative measurements, and focus on both internal and external sources.

Subsequent to the Social Policy Framework, the City of Lloydminster is engaging in a process to fully develop an SPF Evaluation Framework to support the consistent and relevant application of evaluation strategies across organizations. Information sharing is a vital aspect of evaluation and therefore becomes an important role for every group and organization associated with the Social Policy Framework – sharing relevant insights, stories, client experiences, data, and results.

Implementation Model

The Lloydminster SPF Leadership Model is grounded in the concept of Collective Impact – a concept for systems-level change that first appeared in the *Stanford Social Innovation Review* (2011) authored by John Kania and Mark Kramer. Especially helpful when dealing with complexity, the Collective Impact model has been used significantly by communities over the past decade. Much of the original concept has remain unchanged.



While the true Collective Impact cites five conditions (i.e. common agenda, shared measurement, mutually reinforcing activities, continuous communication, and backbone support), the Lloydminster SPF Leadership Model has added ‘convening’ as an important factor requiring attention to be most effective.

Convene

Social policy is complex due largely to the vast number of groups and organizations engaged in delivering programs, supports, and services. The Collective Impact model provides a mechanism to gather critical insights and perspectives and organize stakeholders to achieve meaningful results.

To initiate the process, the City of Lloydminster FCSS Department will assume the function of convening key stakeholders. The development of the Lloydminster *Social Policy Framework* has already laid the foundation for several groups and organizations to have a preliminary awareness.

A clear expression of the SPF values and principles starts with the process of convening individuals, groups, and organizations – specifically attending to equity, inclusion, accessibility, and interdependence. The very nature the Collective Impact

addresses collaboration, the focused outcome is resident-centric, and the work seeks to be informed by evidence.

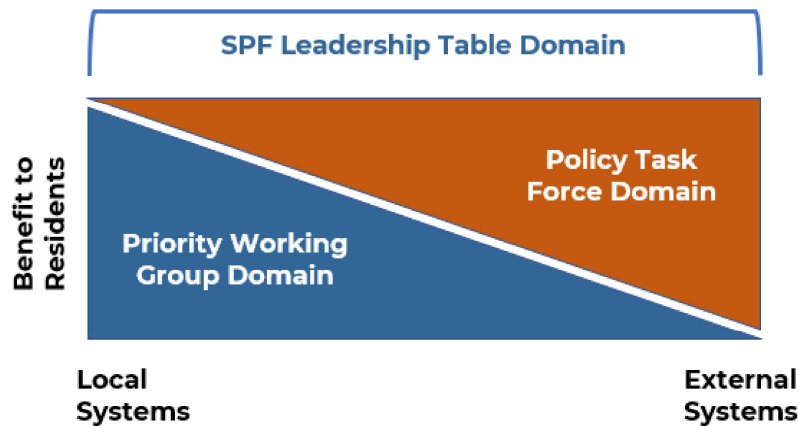
Critics of Collective Impact identify the need to account for people with lived experience and to include meaningful engagement with those most affected by the issues. Specific to the community priorities, this will include people experiencing poverty, homelessness, food and housing insecurity, and victims of personal or property crime – for example.

Common Agenda

The common agenda for the Lloydminster SPF Leadership Model resulted from the *Social Policy Framework* community engagement sessions and the Community Needs Assessment – navigating equitable access to social programs and services for residents. The following statement provides a starting point for the SPF Leadership Table:

Navigating and resolving systems barriers to provide seamless service delivery for Lloydminster residents.

The Lloydminster SPF Leadership Model is structured to address navigation and seamless service delivery on three levels – the programmatic level, the systems collaboration level, and the social policy level. The following model demonstrates where each of the domains operate relative to the common agenda:



The Priority Working Groups are established to work within local systems, programs, and organizations to seek out opportunities to streamline, realign, and clarify supports within existing guidelines and funding parameters. These groups are encouraged to exercise creativity and innovation to find new ways to enhance benefits to residents.

On the opposite side of the diagram, the Social Policy Task Force exists to 'move the needle' with senior bureaucrats and politicians for policy relaxations, amendments, and adjustments to remove barriers that are beyond the capacity of local systems.

Conceivably, the collective efforts of the SPF Leadership Table and Priority Working Groups will reduce the need to activate the Task Force thereby limiting the volume of requests to external systems and providing very clear data and evidence when the Task Force is asked to intervene.

The SPF Leadership Table exists to provide backbone support, coordinate information exchange, and function as the model's strategists. As the Leadership Table gathers insights from all Priority Working Groups, it is likely that new ideas created in one Working Group could be adapted to another Working Group's challenge. The central function of the Leadership Table is to support the common agenda by seeking local solutions and limiting the need for senior level policy change.

Shared Measurement

*"We can't change the direction of the wind,
But we can adjust our sails to always reach our destination."*

- Jimmy Dean

Shared measurement and evaluation can be very powerful instruments to help guide, motivate, adjust, and celebrate the efforts of a collective impact.

The Lloydminster *Social Policy Framework* began with an updated Community Needs Assessment. The results paint a picture of the community as it emerges from a global pandemic and provides a meaningful foundation upon which progress and change can be measured. Repeated in 3-5 years, the Community Needs Assessment can be used to benchmark progress.

Recognizing the value of evaluation and measurement, the City of Lloydminster has amended the original contract with *bassa* Social Innovations Inc. to add an evaluation framework project to the scope of work for the *Social Policy Framework*. As an addendum, the evaluation framework project will seek to build consensus among Priority Working Group, SPF Leadership Table, and Social Policy Task Force members relative to indicators and outcomes for the *Social Policy Framework* as follows:

- Policy Working Groups – extent to which collective efforts result in better navigation and seamless service delivery for community residents
- Social Policy Task Force – extent to which social policy shifts have resulted in improved access and equity for residents
- SPF Leadership Table – extent to which collaborative efforts have resulted in better relationships and service delivery coordination

The evaluation framework project will more deeply explore specific indicators, outcomes, tools, and timelines to support shared measurement efforts.

Mutually Reinforcing Activities

Many communities experience variations in program delivery, methodology, and success resulting from a multitude of groups and organizations providing services. Lloydminster has the added challenge of balancing two different provincial jurisdictions influencing program objectives and outcomes across human service organizations.

The collective impact approach creates the space for local groups and organizations to methodically map, calibrate, and coordinate service delivery toward the common agenda. While this may not result in wholesale changes in service delivery, the process of adopting the approach of mutually reinforcing activities can result in modifications and adaptations that better align community supports for residents.

Continuous Communication

Over time, the collective impact approach helps to build trust that feeds open sharing and troubleshooting among participating organizations. Participants begin to feel a kinship with one another that fosters greater reliance and confidence in the ability to address individual or shared challenges within and between organizations.

Competitiveness tends to be inherent among organizations due largely to funding structures and an underlying reality of scarcity within the human services sector. Continuous communication focused on a shared commitment to the common agenda helps to break down barriers created by competition and generate new opportunities for connection, collaboration, and innovation.

Backbone Support

Originally identified as a 'backbone organization', backbone support acknowledges a shift from a single body with responsibilities for coordination of the collective impact to the skills and functions required for the collective impact to operate smoothly. The challenge of a single entity providing backbone support was the tendency of participating organizations to experience the collective as a 'participant' rather than 'owner' and stepping back to conceded decision making power to the backbone organization.

While the City of Lloydminster is well-positioned and open to providing backbone support to the Lloydminster SPF Leadership Model, it is not a foregone conclusion and must be agreed upon by the community. The participants of the Lloydminster SPF Leadership Model must be aware of the risk and tendency to abdicate responsibilities to the organization providing backbone supports (in this case the municipality) and remain vigilant in the intention to find community solutions through full and equal representation and participation.

There are six key functions required to provide backbone support:



In addition, backbone support requires coordination relative to convening, facilitating, and reporting on working group, leadership team, and task force activities. These functions can be delivered by a single entity or shared among participating organizations to achieve greater accountability to the process and outcomes.

Closing

The Lloydminster Social Policy Framework **provides a model, strategies, and foundation to better assess emerging social issues, collaboratively build and implement solutions, and evaluate their impact on community wellbeing.** It is not prescriptive in nature and provides adaptable tools that enable rapid and effective response to emerging social needs in a way that demonstrates the community defined values and principles. It has been developed to support the community navigate the dual jurisdictional reality of life in Lloydminster and move the needle forward on social wellbeing.

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Appendix A – Demographic and Socio-economic Trends

Demographics and Socioeconomic Trends

Demographic Snapshot

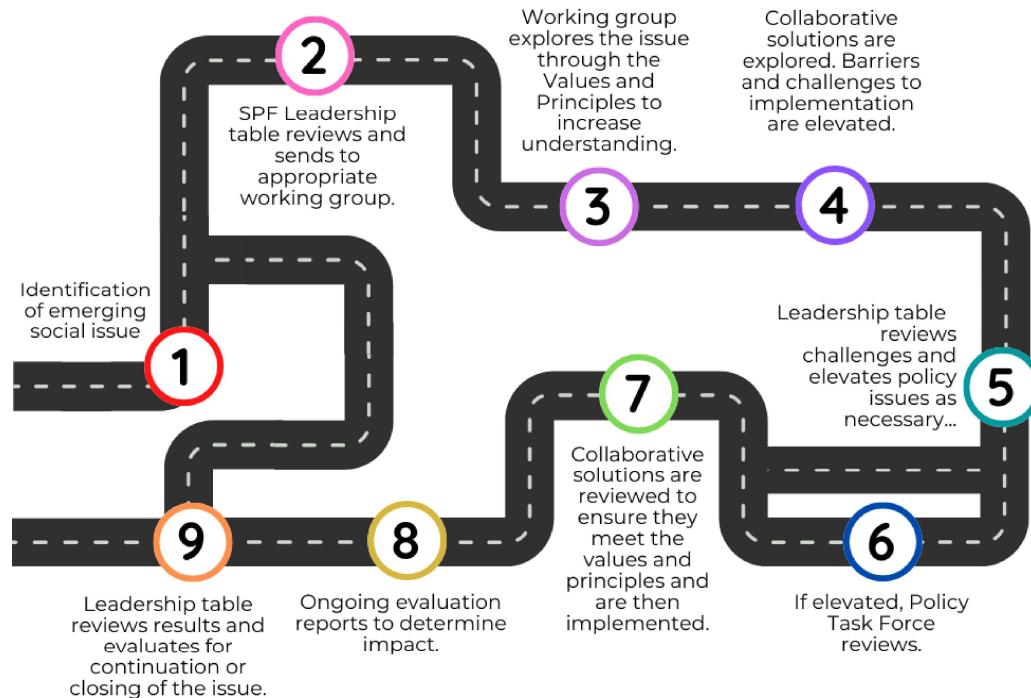
Demographic and Socioeconomic Indicators from the 2021 Federal Census	Alberta	Lloydminster (Part), City (CY) Alberta	Saskatchewan	Lloydminster (Part), City Saskatchewan
Population, 2021	4,262,635	19,739	1,132,505	11,843
Population, 2016	4,067,175	19,645	1,098,352	11,765
Population percentage change, 2016 to 2021	4.8 %	0.5%	3.1%	0.7%
0 to 14 years	19.0 %	21.2%	19.7%	24.1%
15 to 64 years	66.2 %	65.0%	62.8%	68.8%
65 years and over	14.8 %	13.9%	17.5 %	7.1
Percentage of Couple families in private households	85%	84%	83%	78%
Percentage of Lone parent families in private households	15%	16%	17%	22%
Percentage of Visible Minority				
Indigenous Identity	7%	10.5%	17%	18.0%
Percentage of households renting their dwelling	28.5%	28.2%	26.4%	40.9%
Percentage households spending 30 percent or more on shelter costs	27%	19.6%	17.2	20%
Owner and tenant households In Core housing need	10%	8.8	10.3 %	9.0%
Median after-tax income of a household in 2020 (\$)	\$83,000	\$85,000	\$73,000	\$75,000
Prevalence of low-income- in private households on the Low-income measure, after tax (LIM-AT) (%)	9.2%	8.5%	13.4%	11.1%
Inequality measures for the population in private households- P90/P10 ratio on adjusted household after-tax income*	3.9	3.7	3.9	3.2

Statistics Canada, 2021 Census of Populations

*The P90/P10 ratio is a measure of inequality. It is the ratio of the 90th and the 10th percentile of the adjusted household after-tax income. The 90th percentile means 90% of the population has income that falls below this threshold. The 10th percentile means 10% of the population has income that falls below this threshold.

Appendix B – Using the Framework – An example

The following example provides one example of how this framework could help navigate through a single social issue. However, this is not the only way it can function and simple provides an example in real terms.



In this example, let's imagine the emerging social issue is a lack of daycare spaces in the community.

1. The issue is brought forward to the City and other stakeholders through multiple residents sharing their experiences.
2. The issue is brought forward to the SPF Leadership Table. At this stage, they are responsible for reviewing the emerging issue, understanding its context in the realm of social wellbeing, identifying community stakeholders, and assigning it to either an existing working group or forming a new working group. In this example, a new working group would be formed, likely comprised of representatives from existing childcare providers, school representatives, community members, and other nominated stakeholders.
3. The working group will then review the issue through the lenses of the SPF principles and values to create a deeper understanding of the issue and its impacts on the lives of Lloydminster residents. This would include a deep dive into any equity related issues, finding the evidence to support the issue and its impact, and identifying the intersecting and interdependent factors at play.

For example, low availability of childcare options can impact employment, recreation, and many other areas of social wellbeing. If possible, other working groups may be included that are experiencing any upstream or downstream effects.

4. The working group will then be able to use the SPF strategies as a starting point to create move-forward plans to address the challenge. In this process, they may identify existing policy or systems barriers that need to be referred to the SPF leadership table. In this example, imagine the working group identifies there are many individuals ready and able to open a day home, but there is an existing set of municipal policies that prevent renters from opening day homes, even with the permission of the landlord.
5. The SPF leadership table will then be able to review the identified barriers to implementation. In reviewing these barriers, they would be able to identify any they are able to address themselves, or that require the support of the Policy Task Force. In this example, the municipal policy challenge would have to be reviewed by the task force.
6. The Policy task force would now have the information they need to review the policy in question and make any recommendations or decisions to either ease, eliminate, or refine the policy. In this example, the policy task force decides to temporarily suspend the policy and provide 15 emergency day home licenses for the period of one year.
7. With the policy issue resolved, the working group can now review their potential solutions through the principles and values to ensure they meet the community identified conditions, including equity, access, and inclusion. This will ensure the resulting actions will be accessible to those who need the support most. For this example, this could mean prioritizing spaces for single parent families that are experiencing un-employment or underemployment, or any other modification necessary to ensure equity and access.
8. The policy change and resulting impacts would then be evaluated to ensure they are working as designed to provide more childcare spaces to those who need it most.
9. The results of the evaluation, along with any other emerging information would then be reviewed by the leadership table to provide recommendations and make any decisions on what may be needed next. In this case, they could find that the policy change has worked as intended to create additional spaces and that there are also new licensed daycare facilities opening across the city. The leadership table could then work with the working group to identify if the working table is still needed, or if they can move onto other emerging issues as identified.

Appendix C – Priority Summaries

Access to Health and Social Services

In the 2022 Community Needs Assessment, the community of Lloydminster identified that access to health and social services are a high priority for the community. The challenges identified by the community can be understood primarily through the lens of access.

The *Canada Health Act* notes that the goals of the Canadian health care policy are to preserve the physical and mental health well-being of Canadians and support access to services without barriers (Zuberi & Ptashnick, 2018). The act is guided by five principles: accessibility, comprehensiveness, portability, universality, and public administration. Accessibility can be understood as “the availability of good health services within reasonable reach of those who need them and of opening hours, appointment systems and other aspects of service organization and delivery that allow people to obtain the services when they need them” (Evans, Hsu, & Boerma, 2013, p. 546). Levesque et al., (2013) define health access as the opportunity to identify healthcare needs, to seek healthcare services, to reach, to obtain, or use health care services, and to have the need for services fulfilled. Levesque et al., (2013) suggested five dimensions of accessibility (Approachability; Acceptability; Availability and accommodation; Affordability; Appropriateness) and five corresponding abilities of populations (Ability to perceive; Ability to seek; Ability to reach; Ability to pay; Ability to engage).

This above understanding can help provide a deeper understanding to the context of Lloydminster. Using the framing of access above, the needs assessment data can be understood differently, helping to identify opportunities. The community identified that access is primarily concerned with availability and accommodation.

In many ways the community identified the availability of services as a primary need. Comments and concerns were raised regarding the attraction of doctors, extended hospital wait times, variety, and availability of extended health services. This was in addition to comments regarding the availability of social services, most notably concerning housing (permanent and emergency), mental health, and youth services including intervention style services and prevention.

Looking from a cross-jurisdictional lens in community engagement, there are additional trends that emerged related to availability of health and social services. Community members indicated a perceived and experienced inequity of service and health availability between both Alberta and Saskatchewan. An example provided was the provision of dental services. Of the 15 dental services in Lloydminster, 3 are in Saskatchewan. This creates a challenge of choice as insurance applicability and other factors impact equity of access for those living or working in Saskatchewan.

Accommodation in this lens refers to both affordability and appropriateness. The community identified concerns related to the affordability of extended health

services including the cross-border applicability of extended health insurance. Although affordability was not a concern around social services, there were some challenges regarding the appropriateness of available services. Of note, the challenges of appropriateness intersect with availability. As an example, the availability of emergency housing for women and youth both emerged as intersections of access (availability), and appropriateness (safety and mandate).

Recommendations

1. Make best use of the health services collective impact working group to build a deeper understanding of the benefits and challenges of the existing provision of health services. This collection of the known and yet unknown impacts to residents can further advocacy efforts and change-making processes.
2. Further explore opportunities to expand acute and extended health care availability across Lloydminster including increasing hours of access, enhancing cross-border equity, and engaging the community in collaborative problem-solving/
3. Explore the inclusion of health stakeholders including medical and paramedical professionals and business owners in the collective impact tables.
4. Engage social service providers in jurisdictional conversation regarding the provision of services to enhance equity of access and address issues of appropriateness.

Income Inequality and Prevalence of Low Income

Income inequality and the prevalence of low income have a relationship to social well-being as a result of vulnerabilities created through these situations. Higher costs of living are associated with increasing economic inequality, especially in the distribution of income within a particular jurisdiction (Campbell, 2021). As Findlay et al., (2020) noted, there are many reasons to be concerned about income inequality. Perhaps the principal reason is that income — especially income earned in the labour market — is the primary determinant of well-being. Income inequality is also a barrier to achieving a society where everyone has the means and the opportunity to fulfill their potential and participate as full and equal members (Findlay et al., 2020).

While Government transfers to households and the progressive nature of the personal income tax system in Canada have significantly reduced the level of income inequality and mitigated its increase during recessions and emergencies such as the COVID-19 pandemic, the negative impacts of income inequality are not distributed evenly (Burkinshaw, Terajima, and Wilkins, 2022). The increase in income inequality was and is felt mainly by low-income earners and younger people, while older people benefit from higher retirement income.

This fact gives rise to the municipal social policy framework, including the role (if any) of municipal or provincial policies in driving changes in income inequality and whether local social policy frameworks and decisions emanating from such work can mitigate the negative impacts of income inequality. If the purpose of social policy is to mobilize public resources and institutions to support collective responsibility for each other's well-being, then a local social policy framework should be part of this process (Findlay et al., 2020). To effectively tackle social issues such as low income and inequality, municipalities, provinces, and the federal government must work together and be held accountable, and they must work with communities. Local social policy frameworks must serve as the fulcrum of effectively reducing low-income and income inequality.

Income Inequality

Income inequality in Canada increased substantially during the 1980s and the first half of the 1990s but has been relatively stable over the past 25 years. The Gini coefficient is the main measure of inequality. The Gini coefficient is a number between zero and one that measures the relative degree of inequality in the distribution of income. For example, the Gini index on adjusted household market income in Canada was 0.464 in 2015 and in 2020, it was 0.642, which shows that income inequality in Canada has remained largely stable over the past five years (Burkinshaw et al, 2022). However, there are greater variations between provinces and in different communities. In Canada, the income gap between the top and everyone else grew largely because of the exponential growth of top incomes compared to the growth (indeed lack of growth) for the middle or the bottom.

The literature review reveals several possible drivers of income inequality, technological progress, globalization, growth in top executive pay, immigration trends, changes in family composition, unincorporated self-employment and policy and institutional changes (Burkinshaw et al., 2022). However, the main contributor to these earlier periods of increased inequality is low-income earners. This is consistent with members of this group being particularly hard hit by recessions and not recovering afterward, possibly because of historic labour market effects. Meanwhile, the income of top earners recovered quickly after recessions and generally increased over the period (Burkinshaw et al., 2022). In contrast, increased labour force participation of women and higher-educated workers has helped to partially offset these increases (Burkinshaw et al, 2022).

Corak (2016) observed that growing inequality is both an outcome—a reflection of underlying structural changes in the economy—and a causal force that can limit the prospects for economic growth, create uncertainty and insecurity, and erode fairness and equality of opportunity. Part of the story of rising income inequality is how labour markets and jobs have changed. As a result, “a job does not guarantee prosperity and security in the way that it did three or four decades ago, when there was less wage rate polarization and when significant annual pay increases were the norm (Corak, 2016). The situation is even worse in terms of gender and race income inequality. For example, during the COVID pandemic, employment disruptions likely had a larger financial impact on Indigenous participants because of greater pre-existing vulnerabilities, such as lower income levels and higher proportions living in poverty and experiencing food insecurity (Arriagada, Hahmann & O’Donnell, 2020).

For social policy frameworks, the impacts of income inequality spur the need for action. It has a direct negative impact on social relationships, insecurities about social status and how people perceive others, which have powerful effects on stress, cognitive performance and emotions. There is evidence explicitly linking income inequality to these psychological states in whole societies (Wilkinson and Pickett, 2015). Furthermore, it also has a negative impact on various social issues, including physical and mental health, life expectancy, infant mortality, food insecurity, addiction, education levels, social mobility, social cohesion and trust, community life, crime, violence, incarceration, child and senior well-being, climate change, and political participation and democracy (Banting and Myles, 2016).

On a broader community level, an important strand of research on inequality is focused on assessing the social and economic consequences of growing inequality at a local level (Costa and Kahn, 2003). Recent empirical work focusing on local publicly provided goods finds some effects of inequality on funding for those services. For example, Boustan et al. (2013) find that municipal spending on police and fire services rises with increases in income inequality, and Corcoran and Evans (2011) find that education spending rises with increasing income inequality in school

districts. But addressing the issue of income inequality starts with four key acknowledgements:

1. inequality has, in fact, increased;
2. this has consequences—moral or material—for the well-being of the broad majority;
3. it is both possible and necessary for public policy to do something about it; and
4. in addressing inequality, policy will also solve other related problems such as social exclusion (Corak, 2016).

Prevalence of Low Income

Trends in low-income levels and income inequality in any jurisdiction are two of the more closely watched indicators of economic well-being. A person is deemed to be in low-income if their income is below a predetermined threshold (Heisz & McLeod, 2004). Low income is taken to measure the levels of income that are significantly below the standard, relative to a given society at a given time (Canadian Council on Social Development, 2002). The low-income rate measures the proportion of people below a low-income cut-off, while the low-income gap is a measure of the “depth” of low income among those who fall below the cut-off.

However, the low-income status of an individual is often associated with the stages of his/her life cycle transitions, and demographic and socioeconomic status along with ebbs and flows through the cycles of the local economy (Kuan & Ren, 2016). What is important is not only about the number of persons in low income during a particular period, but also about the duration of low-income status. Concerns regarding economic exclusion are heightened if people remain in low income for long periods (Picot & Myles, 2005).

For example, using the 1999–2007 Canadian Survey of Labour and Income Dynamics (SLID) data, Kuan and Ren (2016) found that approximately 73% of low-income Canadians are in short-run low-income, while about 27% are in chronic low-income. Short-run low income is generally associated with life cycle transitions (e.g., for young people or students). In contrast, chronic low income is generally associated with certain high-risk groups (e.g., for those with disabilities or those with less than high school education) (Kuan & Ren, 2016).

The relevancy of low-income status to a social policy framework is not only the negative impacts of low income on well-being, which is important but the extent to which it allows for targeted response through social policy initiatives. For example, if a municipality runs a fee assistance program, it will help determine the number of participants who will continually use this program and those who will only use it for

a specific period of time. This offers a program the opportunity to identify utilization patterns of different groups and generate the capacity to bring new participants into the program with the limited resources to increase coverage. Furthermore, the measurement approach can also be used to determine eligibility and the depth of subsidy provided to households.

Three measures of low income are used in Canada: The Low-Income Measure (LIM, a fully relative measure), the Low Income Cut Off (LICO, a quasi-relative measure), and the Market Basket Measure (MBM, an absolute measure) have been developed (Blumenthal & Rothwell, 2018). Ren and Xu (2011) and Murphy, Zhang, and Dionne (2012) use all three low-income thresholds to reflect the disparity in the way each of the measures captures the prevalence of low-income, while earlier studies often use a single threshold out of the three based on different arguments. With any measure, it depends on what it is trying to capture and the extent to which the results from the measure reflect that particular situation in reality. Relevant in this context is the issue of poverty measurement.

A measure of poverty can, of course, produce a higher or lower poverty rate depending on how high the cutoffs that define poverty are set. However, two different measures of poverty (income or an expenditure approach) that include the same overall number of poor people will be made up of overlapping but different groups. By looking at the characteristics of those whom a given poverty measure would include, or would leave out, we can provide evidence on whether that measure does a better job of capturing the disadvantaged (Meyer & Sullivan, 2012). It also depends on the objectives for which the measure is being used for and by whom or compared to other alternative measures.

A low-income cutoff (LICO) is an income threshold below which a family is likely to spend significantly more of its income on food, shelter, and clothing than the average family. The low-income measure (LIM) is a fixed percentage (50%) of median adjusted family income, where “adjusted” indicates that family needs are taken into account. The MBM estimates the cost of a specific basket of goods and services for the reference year, assuming that all items in the basket were entirely provided for out of the spending of the household. Any household with a level of income lower than the cost of the basket is living in low income.

Finally, higher costs of living are associated with increasing income inequality, especially in the distribution of income. While the effects may vary from community to community and between and within households, reducing inequality and low income would produce benefits enjoyed by all residents in any given location via lower living costs. The benefits are likely to be greater in large, fast-growing areas where income disparities are pronounced (Campbell, 2021).

Recommendations:

- For social policy frameworks to work, municipalities also need to closely consider how their taxes and revenues affect middle- and lower-income households. Many municipal revenue tools, such as property taxes and user fees, are regressive, as lower-income earners pay a larger share of their income on the tax or fee than those with higher incomes. Canada's tax system has become more unfair over the past three decades and has contributed to growing inequality. Increased reliance on regressive revenue tools such as user fees, property taxes and consumption taxes has contributed to this (Canadian Union of Public Employees, 2019).
- One of the fundamental ways social policy frameworks can have an effect on low-income and inequality is to create economic opportunities that would increase market wages. Increasing economic opportunities would lead to income growth and reduce low income. For those at the bottom income ladder, one approach would be to increase the minimum wage with an inflation-adjusted value. However, any pathway to address income inequality must also address gender and race inequality.
- Increase investment in social programs for jobs and skills development. Governments have shrunk programs that provided support to vulnerable Canadians, such as unemployment benefits and social assistance, and reduced the progressivity of the tax system. This has undermined the measures to reduce inequality through the redistributive effect (Banting and Myles, 2013). It is important to note that research shows "redistribution has declined more at the provincial level than at the federal level (Banting and Myles, 2013).
- However, without a more deliberate effort at social investment in people, income inequality and vulnerability will continue to increase. Policymakers can consider adopting progressive tax policies to fund social programs. A wealth tax, for example, can be used to improve access to health care, housing, and job training (Avanceña et al, 2021).

Table 1. Definitions and key features of the low-income thresholds in Canada

Low-Income Threshold	Summary of Key Features
LICO	<ul style="list-style-type: none"> • Established using the data the Survey of Household Spending • When a family has to spend 20 percentage points more of its income on necessities (e.g., food, shelter, and clothing) than the average family of a similar size, this family is classified as a low-income family • Separate LICOs are defined for seven family sizes and for five groups of geographic locations
LIM	<ul style="list-style-type: none"> • Defined as a fixed percentage (50%) of the median adjusted family income • Family income is adjusted for family size using the equivalent scale, taking account of the economies of scale, i.e., allocating 1.0 to the oldest person in the family, 0.4 to the second oldest person, 0.4 for each additional adult, 0.3 for each additional child • By design, LIM is not adjusted for differences in community size, but it is automatically adjusted each year for any change in the median adjusted family income
MBM	<ul style="list-style-type: none"> • Based on the costs of a basket of necessary goods and services, including food, shelter, clothing, and transportation, and a multiplier to cover other essentials • Data on the cost of goods and services in the basket are collected to calculate thresholds for 19 specific communities and 29 community sizes across Canada • Family income adjusted for family size using the equivalent scale, taking into account the economies of scale. The Market Basket Measure (MBM) was adopted as Canada's Official Poverty Line in June 2019. According to the MBM, a family lives in poverty if it does not have enough income to purchase a specific basket of goods and services in its community.

Source: Kuan & Ren (2016).

Transportation and Wellbeing

There is evidence that greater provision and accessibility to public transportation promotes equity and well-being of the population and efficiency within transportation systems (Waygood et al, 2020; Brown et al., 2019). The links between transport disadvantage, social exclusion and poor health and well-being outcomes are well established (Lucas, 2012). For the transportation system, every time someone uses a car, and thereby increases their own mobility, they reduce both the social rationale and the financial viability of the public transport system – and also potentially reduce the mobility of those who rely on that system (Hjorthol, 2008).

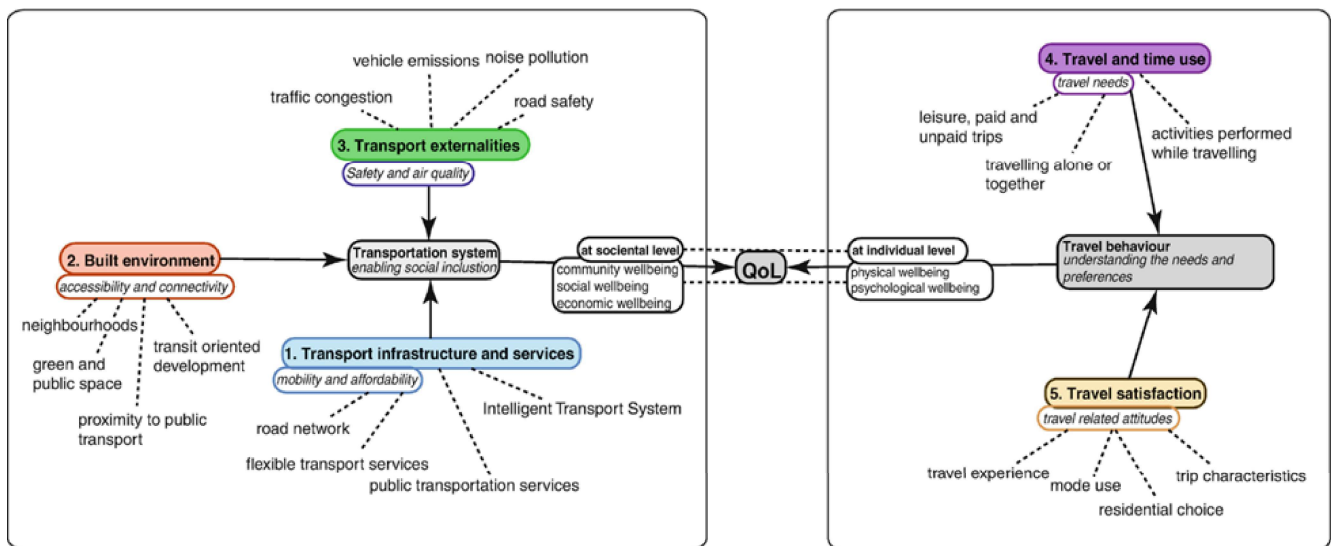
Transportation is essential functionality. Individuals perform routine activities to meet their specific daily demands, and transportation provides the opportunities to perform these, as well as to attend to a variety of commercial and social activities (Chidambaram, 2022). Public transit, particularly for those who lack access to a private car, can be the primary way that individuals get to school or work, carry out household maintenance activities, and manage and sustain social and familial ties. It also becomes a medium that allows families to participate in leisure activities, and for the elderly population to engage in social or voluntary gatherings (Lubitow, Rainer and Bassett, 2017). Taking part in these activities not only enhances social interaction but also contributes to the physical and emotional well-being of individuals (Chidambaram, 2022).

Conversely, there are negative impacts that result from the lack of effective transportation, which causes the individual quality of life to deteriorate. For example, social exclusion occurs when the transport mobility needs of elderly people are not adequately addressed (Chidambaram, 2022). Jalenques et al. (2020) found that older people who do not drive tend to be adversely affected by low quality of life due to their dependence on others. But more importantly, differential access to public transportation has effects on broader social inequality and social exclusion, and marginalization. Studies show that the perceived quality of public transportation affects quality of life (Kim et al., 2017). Therefore, understanding the value of improving well-being highlights the opportunities to assist those at most risk of mobility-related social exclusion by taking more integrated approaches to transport planning and policymaking, such as through a social policy framework (Stanley et al., 2021).

Lloydminster currently does not have a public transit system. However, there are a variety of transit services offered through the private sector and individuals driving their own vehicles or as passengers. But the relevancy of this component of the social policy framework relates to how transportation impacts the well-being of residents, not just at the individual level but also at the community level at large. So, the fundamental question is, what are the relevant transportation measures and practices that can enhance well-being at the individual and societal levels as part of a social policy framework?

Chidambaram (2022) provides a conceptual framework that underlines the interconnectedness between various transport dimensions and well-being measures. The five broader dimensions of transportation include transportation infrastructure, the built environment, transport externalities at a societal level, travel and time use, and travel satisfaction at the individual level. These five dimensions are then connected to seven performance indicators of transportation in the well-being context: mobility, affordability, accessibility, connectivity, externality, travel needs and attitudes.

A Transportation and Wellbeing Conceptual Framework for Broadening the Understanding of Quality of Life



Source: Chidambaram (2022)

While transportation dimensions are important, the well-being impact is the outcome of these measures, and that is what is critical in measuring the extent to which public transportation improves well-being. A more specific understanding and measurement of these well-being indicators are presented below

Transport mobility is defined as the ability to move from one place to another using different types of movement, such as walking, cycling, transit and driving (Spinney, 2009). Studies on transport mobility broadly focus on measuring the impact of the transport sector on the quality of life of the elderly population, especially in developed economies (Chidambaram, 2022).

Transport affordability is defined as the ability of all households to make journeys and access services while devoting less than 20% of household budgets to transport (Litman, 2013). In this manner, studies have analyzed the economic aspect of transportation using quality-of-life indicators to understand individual well-being.

Passenger fares for public transportation are, in most places, heavily subsidized (Parry and Small, 2009).

Transport accessibility is defined as “the extent to which land-use and transport systems enable individuals to reach activities or destinations by means of a (combination of) transport mode(s)” (Geurs and van Wee, 2004, p. 128]. The accessibility of various facilities around the neighbourhoods is measured by the urban density, diversity of neighbourhoods, land use mix, green space, open spaces, walkability, and connectivity. Ritsema et al. (2005) suggests that living in high-density environments enables greater transport accessibility than in low-density suburbs.

Transport connectivity focuses on the links of the entire system that represent the interaction between multimodal transport modes and the ease of access to them (Thompson, 2019). Haslauer et al. (2015) explored how the proximity and connectivity of public transport services within a community enhance the quality of life. Other studies have suggested that public infrastructure, connectivity, public space, and green space positively influence the well-being of residents and thus enhance the neighbourhood quality of life (Chidambaram, 2022).

Travel needs are derived from different types of activities and vary not only from person to person but also with different life stages (Sharmeen, Arentze and Timmermans, 2014). Many travels/time-use studies have found that travel serving social interaction or recreation enhances both physical and mental well-being (Zhu et al., 2020). Job and job-related travel cause stress and negatively impact well-being due to the congestion, crowding and unpredictability of peak-time travel (Chidambaram, 2022).

Travel related attitudes refer to the psychological evaluation of transport systems and daily travel elements (e.g., travel modes, trips, and travel time), conveying some degree of favour or disfavour (Bohte et al., 2009). To understand the impact of changing travel behaviour on well-being, studies evaluate the association between travel attitudes towards travel choices (mode use, commute time, route destinations) and emotional well-being. The last one, which is not discussed here, is **traffic safety and air quality** are major concerns of road transport planning that directly and indirectly affect health (Chidambaram, 2022).

Recommendations:

1. The development of a public transportation system must first understand the nature and scope of transportation needs and the viability of a public transportation system. There must be a more rigorous approach beyond a social policy framework in evaluating the costs and benefits of providing services on different routes and at different times of day to residents. The evaluation of needs must come with the understanding that (1) transit-

dependent riders (patrons who lack access to private transportation) face significant barriers in accessing and utilizing public transit and the system that must be designed with them in mind; (2) race and ethnicity, gender, and physical or mental disabilities can greatly amplify the barriers experienced by transit-dependent riders (Chidambaram, 2022)

2. There is also the need to develop a comprehensive transportation plan. At the societal level, transport policy planning requires the consideration of horizontal equity and vertical equity in transportation, as suggested by many studies. Horizontal equity enables the equal distribution of transport services among groups with the same transport needs, while vertical equity accounts for social differences between groups with different transport needs (Chidambaram, 2022). It must provide ways to optimize transit benefits by increasing system efficiency, increasing ridership, and creating more transit-oriented use patterns (Litman, 2022).
3. Municipal land-use trends such as low-density neighbourhood development that hurt and discourage public transit use that can lead to the decline in transit use must also be carefully considered.
4. Developing more attractive fare policies is also partly dependent on cooperation from governments and private firms. Indeed, many of the problems encountered by Canadian transit systems have, in fact, been caused or at least exacerbated by inappropriate public policies. For example, deeply discounted monthly and annual passes, which have been extremely successful in Europe, are only possible if local and provincial governments and employers are willing to finance them. Transit systems cannot succeed without the cooperation of municipal and provincial governments (Litman, 2022).

Housing and Homelessness

Housing Affordability and homelessness have emerged as one of the most challenging social policy issues facing many municipalities. In social policy, if you examine housing through the lens of production and stock, social housing is part of social infrastructure, with profound impacts on health, well-being, and child development (Mahamoud et al., 2012). According to the Canada Mortgage and Housing Corporation (CMHC), housing is considered to be affordable when a household spends less than 30% of its pre-tax income on adequate shelter. Households that spend more than 30% of their income on shelter are deemed to be in core housing need. Those that spend 50% or more on shelter are in severe housing need (CMHC, 2018).

In 2021, there were about 20% of households in Lloydminster spending 30% or more on shelter costs. Unfortunately, although most people are able to obtain housing through the private market (rental or home ownership), it is not adequate for everyone (Statistics Canada, 2022). Furthermore, there were about 9% of owner and tenant households in Core housing need in Lloydminster in 2021 (Statistics Canada, 2022).

Housing unaffordability is associated with negative health status, social well-being and quality of life, including increased debt burden, lower educational attainment, worsened nutrition and increased risk of eviction and homelessness (Whittaker et al., 2015). “Most people do not choose to be homeless, and the experience is generally negative, unpleasant, stressful, and distressing” (CHRN 2012:1).

Homelessness is also not a static state but rather a fluid experience, where one’s shelter circumstances and options may shift and change quite dramatically and with frequency. The Canadian Observatory on Homelessness defines “homelessness as a situation of an individual or family without stable, permanent, appropriate housing, or the immediate prospect, means and ability to acquire it. Studies from various countries have examined the causes of homelessness. Most agree that it results from a complex interaction of individual factors, life events and structural (economic and societal) factors. Individual factors and life events associated with increased risk of homelessness include low education, lack of job skills, substance use, mental health issues, domestic violence, family instability, relationship breakups, social exclusion due to sexual orientation, and adverse childhood experiences (Canadian Observatory on Homelessness, 2012).

Among these factors, a leading contributor is poor mental health, which can make it harder to earn a stable income or maintain relationships with family and friends. Domestic violence is also an important factor, as it can lead individuals and families, and especially youth and women with children, to leave home suddenly (Uppal, 2022). Structural or social factors are also involved. This includes lack of access to social and affordable housing, unfavourable labour market conditions, unavailability of public benefits, racial discrimination in the workplace or the housing market, lack of support for immigrants and refugees, and aging out of foster care (in the absence

of adequate support for independent living) and leaving prison have all been associated with increased risk of homelessness (Uppal, 2022).

In 2018 the City of The City of Lloydminster conducted a housing needs assessment which recognizes that it has a social, practical and legislative responsibility to address local housing needs on behalf of its community and that access to secure, appropriate and affordable housing is not only a basic requirement for all people but also an essential component of an inclusive, dynamic and sustainable city that supports Smart Growth principles (Urban Systems, 2018). However, it is important to understand the current and emerging housing need to be able to provide sustainable solutions to housing affordability and homelessness. The housing continuum provides a way of looking at the local housing market and the range of potential housing options (market and non-market) to tailor strategies that will prevent homelessness and provide safe, stable, affordable housing for households in the community.

Within the broader housing continuum, non-market housing typically includes emergency shelter spaces, various forms of transitional and supportive housing, social housing, including public housing, non-profit housing, and co-op housing. Moving along the continuum, there is also market housing (rental and ownership). Affordable housing is also a much broader term and includes housing provided by the private, public, and not-for-profit sectors as well as all forms of housing tenure (i.e. rental, ownership, and cooperative ownership). It also includes temporary as well as permanent housing. In other words, the term "affordable housing" can refer to any part of the housing continuum from temporary emergency shelters to transition housing, supportive housing, subsidized housing, market rental housing or market homeownership (CMHC, 2022). Figure 1 and 2 provides illustrations of the housing continuum.

While the 2018 Housing Needs Assessment still provides a relevant basis for

- An examination of the extent to which Lloydminster has been successful in responding to the diversity of needs across those who live there;
- The identification of potential gaps in the continuum of choices that are available with a specific focus on the needs of those living in Lloydminster who have been unable to find suitable and appropriate housing in the private market (ownership and rental); and,
- The extent to which the existing inventory of non-market housing has been successful in meeting the full diversity of needs in the community and the range of existing programs and services available to help to respond to the needs that have been identified (Urban Systems, 2018),

it is important the information needs to be updated to reflect the evolving changes in the housing landscape and changing needs of the community for more pragmatic strategies.

Key Strategies for Housing Options

- **Needs Assessment:** A housing needs assessment is a critical tool to help communities understand the current state of affordable housing and identify gaps and provide reliable evidence for informed decision-making.
- **Development of a comprehensive Housing and Homelessness Strategy:** The strategy for housing and homelessness must encompass integrated housing options, and wraparound supports for people experiencing homelessness. It must also be targeted for specific populations at high risk of being homeless, such as Indigenous peoples, who are overrepresented in the homeless population and advance reconciliation. There should also be prevention strategies addressing those at risk of homelessness.

Another key element of the homeless intervention system should be the coordination of services for seamless access by people experiencing homelessness so they do not have to tell their stories multiple times - coordinated outreach, and diversion from the shelter. For those with more chronic homelessness, Housing First is a proven intervention.

- **Hybrid approach to Affordable Housing.** Any approach designed to target affordable housing must be hybrid, accounting for the supply and demand side within the spectrum of housing. The Supply-side focuses on either new construction or renovation of existing aging housing units with a multitude of subsidy elements that cover both capital and operating costs. This does not have to be government alone. A public-private partnership with various levels of government and local private developers in the development of social housing can reduce the life-cycle costs, including land acquisition, design, construction, operation and capital maintenance and renewal costs. One must also recognize for several reasons that there is an insufficient supply of housing for low- or moderate-income households. Demand-side assistance that takes the form of rent supplements that are characterized by either direct cash payments to tenants or landlords is another cost-effective method to increase access to affordable housing. However, the eligibility, duration and depth of the supplement must be tailored to the needs of each household. This may require an amendment to existing regulations.
- **Municipal Role:** While federal, and provincial governments have vital roles to play. Municipalities, in particular, can also influence housing through property tax breaks and local monetary incentives such as waiving development charges under certain conditions, selling or leasing surplus municipal lands for nominal amounts, start-up grants, low-interest loans and revolving funds, for example. According to a recent study in Metro Vancouver, rental homes that aim to address housing need for very low- and low-income households

require free land, construction grants, waivers of development charges and application fees, favourable financing, and ongoing operational support to be feasible in the long term. Leasing free government or non-profit land can reduce costs by between 15 and 25 percent, depending on location. The largest potential cost savings, though, come from using a non-profit developer: between 20 and 30 percent of total construction cost. Zoning and approvals and preventing affordable housing loss must also be encouraged.

- **Mixed Income Model:** This allows, for the diversity of households, various income levels and housing options. Mixed-income affordable housing models that combine market rents, near the market and deep subsidy must be integrated into our affordable housing and supported by both provinces as it is provincial jurisdiction, along with the Federal Housing Strategy. Also, there is a need for an accompanying regulatory amendment that will give tenants the option of staying in their existing home if their income increases and they choose to pay an adjusted rent.
- **Intergovernmental Strategic Approach and Advocacy:** The Provincial Government should provide a meaningful effort at supporting private-public partnerships that spread development risks and responsibilities between a combination of public and private participants. There is still public and government investment that supports construction, especially for the deep subsidy part of the mixed-income model. The Government of Alberta's Stronger Foundations provides measures for community-level housing options.

Safety and Security

Safety and security among the residents of Lloydminster was an area of importance that emerged from the 2022 Community Needs Assessment. The community expressed concerns of personal and property safety that ranged from area specific (i.e. downtown) to personal and commercial property. In community consultation, the concept of community safety became a prevalent framing to understand this emerging concern.

Community safety is a relatively “new” concept having emerged from England in the mid 1980’s as the British Government sought to shift mental models from crime prevention to community safety (Squires, 1997). This new way of thinking expanded the responsibility of crime prevention from policing centric to a broader community approach that accounts for the social and situational aspects of criminality. This took the shape of multi-agency partnerships to develop and implement community-based measures that remedy the causes and consequences of criminal behavior (Nilson, 2018; Squires, 1997). As the movement of community safety moved beyond British borders, it began to take shape across North America as a “movement from crime prevention to community safety and security as a public good” (Shaw, 2001) where there is a “developing consensus about the need to work for community safety by tackling the social and economic conditions that foster crime and victimization” (Shaw, 2001).

The understanding of community safety has been refined through the cascading elements of risk, vulnerability, and harm. Risk relates to the “instability in safety and well-being that can exist in unitary or composite form...which contributes to the vulnerability of individuals, families, and communities” (Nilson, 2018). Vulnerability can be understood to represent “an increased probability (heightened by situational, personal, and/or systemic circumstances) for harm to occur because of increased, acute, or chronic conditions of risk” (Nilson, 2018). Lastly, harm relates to any willful (intentional) or unintended (unintentional) injury or damage that effects the safety



and well-being of individuals, families, or communities (International Centre for the Prevention of Crime (ICPC), 2016; Nilson, 2018). These elements are referred to as cascading forces as elevated risk brings increased vulnerability which can lead to harm, which, if not mitigated, then creates higher elevations of risk. This is a positive feedback system loop in action – one that grows and grows without intervention.

Addressing community safety therefore requires a systems informed approach that seeks to understand and address the complex nature of community safety using a multi-sectoral approach to address risk, vulnerability, and harm equally (International Centre for the Prevention of Crime (ICPC), 2016; Nilson, 2018; Prenzler & Sarre, 2020; Public Safety Canada, 2017). Emerging practices within community safety also recognize the intrinsic linkages between safety and well-being and encourage a combined approach to Community Safety and Well-being (CSWB) (Nilson, 2018; Shaw, 2001). This approach connects with the implementation

concepts of the Lloydminster SPF; using elements of collective impact to drive social well-being through policy, implementation, and evaluation.

Pertaining to policy, the role of a municipality in community safety involves driving towards policy alignment between the multi-sectoral actors involved in community safety, policing, and intervention (Nilson, 2018; Shaw, 2001). For Lloydminster this involves the additional jurisdictional dynamic that exists as a border city between Alberta and Saskatchewan. Organizations such as the RCMP, Child and Family Services (AB and SK), Victims Services, and others operate with different legal frameworks, policies, and methods. These organizations all play a vital role in reducing risk, vulnerability, and harm, and would benefit from harmonized policy where appropriate and possible.

Recommendations

1. Safety and security is a complex and multifaceted social issues, as such, any action oriented groups must have inclusion of the various agents both directly, and indirectly involved in building safe communities. As such, there is need to convince a multidisciplinary and jurisdictional community safety working group guided by the principles and values of the *Social Policy Framework*.
2. Utilize the collective impact model to guide the working group in exploring current community safety related policies and seek to harmonize policy relating to community safety in the broader sense.
3. For community safety to exist, it must be known what the community themselves identifies as a safe community. As such there is need to develop a comprehensive vision for community safety that includes a joint understanding and resulting mandate for prevention and intervention equally.
4. Seek to create a multidisciplinary systems informed community safety strategy.

Mental Health Supports

Although interrelated to health and social service access, access to mental health services and supports emerged as a priority for both adults and youth in Lloydminster. When asked “I have access to the mental health services that I need”, 27% of respondents indicated they disagreed with the statement. Most concerning is that only 34% of respondents agreed with the statement, representing a 20% reduction in agreement from those who felt they had access to the medical services they need. In total, this indicates that access to mental health services is a concern for the community.

In seeking to understand the municipal role within this area, it is important to recognize that mental health is understood as two components: mental well-being, and mental illness. Mental well-being relates to “the capacity of each and all of us to feel, think, and act in ways that enhance our ability to enjoy life and deal with the challenges that we face” (Public Health Agency of Canada., 2006 p. i). In contrast, mental illness is understood as “a biological condition of the brain that causes alterations in thinking, mood, or behavior...associated with significant distress and impaired functioning” (Public Health Agency of Canada., 2006 p. i). The important distinction is that mental illness relates to observed and diagnosed conditions that benefit from the intervention of health professions, and thus reside within the jurisdictional purview of the Saskatchewan Health Authority. However, everyone benefits from the conditions that support and enhance positive mental well-being, including those in recovery from mental illness. In short, it can be understood that every single individual and organization plays a role in promoting positive mental well-being (Public Health Agency of Canada., 2006).

When seeking to understand the jurisdictional frameworks that exist around mental health, we come to recognize that most policy deals with mental illness from a realm of community safety and enforcement, rather than prevention and well-being. For example, the vast majority of policy and legislation around mental health applies to the committal process, patient rights, and compulsory treatment (eg. community treatment orders) (O’reilly & Gray, 2014). A note of importance is that both Alberta and Saskatchewan differentiate in terms of legislation in this arena, impacting how residents in either province may experience any of the above policy areas and/or legislation. This focus of legislation also helps create understanding as to why there are increasing interactions and interventions between policy and people with Mental Illness (Adelman, 2003), leading to important questions around how current frameworks can change to better support those living with mental illness.

Municipalities, however, have a role to play by advocating for legislative shifts, and building the social conditions for positive mental well-being. For many municipalities, this may include recognizing positive mental well-being as an indicator to social well-being or including it within the concept of preventative factors (Habkirk, 2013). For others it can be a separate strategic focus within the container of community resilience by developing social connections and civic participation (Victoria Health Promotion Foundation, 2016). This demonstrates there

is not one clear path towards mental well-being of residents, indicating this is an area where innovation can play an important role.

Current social innovation research into mental well-being uncovers several opportunities for Lloydminster to explore that can be innovative and adaptive as community needs change.

Recommendations:

1. Increase community awareness of mental well-being and illness by making Mental Health First Aid (MHFA) and/or Applied Suicide Intervention Skills Training (ASIST) available to staff and stakeholders, including those in close contact with residents. This can include personal service businesses (such as hair salons, nail salons, massage, and other para-medical service providers).
2. Leverage ways to increase youth participation and engagement in the assessment of available services. Youth were highly likely to indicate access to mental health supports as a need in the community needs assessment. As such, their participation and engagement in the process will be vital to meeting their emerging needs.
3. To build towards equity, there is need to harmonize intervention and prevention policy, including within the realm of enforcement. This includes finding ways to increase the integration of mental health services with policing units such as PACT units or other forms.
4. Convene a collaborative table of organizations and individuals directly and indirectly involved in supporting mental well-being in Lloydminster to identify potential strategies and actions.

Access To Recreational Opportunities

Access to recreational opportunities also emerged as a priority for the community of Lloydminster in the 2022 Community Needs Assessment. Participants indicated a desire for increased diversity of recreational opportunities for adults, families, children, and youth. This indicates a range of needs being unmet as they may not be known or fully understood. Additionally, cost, awareness, and timing were indicated as common barriers to participation.

Recreation is considered beyond the scope of physical recreation and can be understood as “the experience that results from freely chosen participation in physical, social, intellectual, creative, and spiritual pursuits that enhance individual and community well-being (Canadian Parks and Recreation Association/Interprovincial Sport and Recreation Council, 2015). This expanded definition creates a broader lens through which community recreation can be understood. For example, it can help us understand that recreation implies a need for cultural and creative expression through sport and other artistic outlets, helping to understand community feedback differently. Although this expands the concept of recreation, it does not significantly shift or change jurisdictional understanding. Municipalities, broadly speaking, have the mandate to provide facilities and services that foster the well-being of its citizens.

Emerging and innovative practices in access to healthcare are quite broadly researched. However, success in practice implementation is found in creating awareness and understanding of what “problem” is at the centre. This tends to suggest a need to understand access to recreation through an intersectional lens to fully understand the range of intersecting identities that support, or create barriers, to recreation access (Powers et al., 2020). For example, understanding access from the intersecting lenses of poverty, race, and gender. Recent research has helped uncover for participating communities that older people of color with lower levels of education are less engaged in recreation than others (Powers et al., 2020) or that low-income single mothers are more likely to participate in low-cost programs in their neighborhood rather than centralized locations (Taylor, 2006). However, the intersectional story of Lloydminster is likely to be unique and this would need to be understood to make informed strategic decisions.

Technology can also play a catalyst role in social innovation around recreation. Emerging technologies (smart wearables, distance tracking software, etc.) now plays an important role in how and why people access recreation. For example, the augmented reality game, Pokémon Go, has a marked increase on players time spent walking in public parks and natural areas (Jonathan Dorward & Mittermeier, 2017; Ma et al., 2018). Communities around the world have benefitted from this and other technologies like it by engaging with players and finding ways to bridge their technological participation into community building or conservation efforts (Jonathan Dorward & Mittermeier, 2017). Additionally, advancements in virtual reality technologies have created new pathways for historical education or “digital heritage tourism” by creating virtual methods of exploring natural and physical history (Marques & Pimentel Biscaia, 2019).

As a municipality, Lloydminster can engage in innovative processes to increase access to recreation for its residents by remaining adaptive to emerging trends and seeking to deeply understand the intersectional identities of its residents.

Recommendations:

1. Many comments and concerns related to the accessibility of recreational opportunities were driven by youth and younger adults. As such, youth and young adults should be engaged in any working group in this area to ensure their voice is represented and their needs understood.
2. Recreation and well-being are intrinsically linked. As such, this is an area where rigorous impact evaluation can become an asset for future decision making and adaptation.
3. Further explore the integration of recreation, arts, and culture to ensure the diverse needs of the community are represented in working groups. Ensuring that arts and culture are elevated to ensure equity of representation.
4. Recreation has static elements (infrastructure, parks, fields) that have both traditional uses and are also home to rapid innovations in sports, activities, and recreation that reimagine how facilities are used (for example: pickleball). Therefore, recreation could be an opportunity area to explore the use of a rapid innovation model that can harness emerging trends and rapidly imagine their application to a Lloydminster context.

Appendix D – Literature Review

“The social safety net is now at City Hall,” Alex Munter, former City of Ottawa Councillor and chair of its social services committee, told a CBC radio interviewer on April 6, 2005. During his twelve years as a Councillor from 1991 to 2003, the municipality had taken on a much larger role in social policy fields, including housing, public health, employment, and welfare (Marquardt, 2007, p. 1).

Introduction

Social policies shape, maintain, and challenge social welfare and the state towards enhancing the social well-being of citizens and residents in any particular jurisdiction (Harding and Jeyapal, 2019). In Canada, social policy has direct implications for the daily lives of every Canadian citizen and often reflects the values and beliefs of most Canadians on just approaches to the promotion of health, safety, and well-being (Todd, 2014). Social policies also establish standards and thresholds of entitlement and expectation among citizens. For example, the *Canada Health Act* guarantees a standard of health care that is accessible in every provincial and territorial jurisdiction in the country. Social policies also define the mechanisms for the provision of social services and their emphasis (Graham et al., 2017).

Similarly, social policies establish the way people should be treated by other individuals, groups, and even the government. For instance, the enactment of the *Canadian Charter of Rights and Freedoms* established a foundation for the rights and freedoms of all Canadians (Graham et al., 2017). Social policies also establish the guidelines and regulations for which individuals, families, groups, and communities can meet their basic needs such as housing (Graham et al., 2017). Yet social policy is an area that remains a mystery to most Canadians. Ironically, this is largely due to the nature of social policy itself (Hess, 1993). Social policy is a vast, multifaceted, and complex field. It has a multitude of goals, means, and ends. It is a highly political and value-laden endeavour (Hess, 1993). It grapples with questions such as:

- what is the role of government and in what level of government should particular issues be addressed? How do we prioritize people's needs? Who do we want to help and why? How do they become eligible for such help? How much help should they be provided and how should it be delivered?
- how and who should pay for it? What is the balance between public and private responsibilities? How can we ensure that social policy does not negatively impact people and will not unduly burden the economy? How do we know that these policies are working to address the intended outcomes?

These are very difficult questions to resolve when discussing and designing social policy. Part of this complexity in social policymaking in Canada is due to differing federal and provincial powers defined by the constitution, the role of the Supreme Court, the separate policy-making structures for Indigenous peoples regulated by the *Indian Act*, and the significant roles privatization play through the non-profit and commercial provision of benefits and services (Harding and Jeyapal, 2019).

Additionally, social policy is not static. Profound demographic and socioeconomic changes are shaping, altering, and challenging Canadian social policy, including the state of the economy, globalization, prevailing political values, an aging population, and income inequality. For example, the COVID-19 pandemic has brought into sharper focus the pre-existing socio-economic inequities between Indigenous and non-Indigenous people, including historically higher prevalence of low income and poverty among Indigenous people. The historical and ongoing impacts of colonial policies and practices, including barriers to educational and economic opportunities, have perpetuated the experiences of poverty among First Nations, Métis, and Inuit in Canada (Statistics Canada, 2022). If social policies are intended to address social inequities (though not always), these changes mean that Canada's social policies and programs must be re-examined and recast to respond to emerging trends, issues, and needs.

However, Canada is a decentralized federation and most social policy is within the jurisdiction of provincial governments. The majority of social programs are provincial in nature (Béland et al, 2019). While municipalities are creatures of the provinces with no constitutionally prescribed autonomy of their own, municipalities also face increasing responsibilities to deliver services as a result of pressure from their citizens and transfer of responsibilities (downloading) from provincial and federal governments within a difficult fiscal environment (Blanco, Lennard & Lamontagne, 2011). For example, assisting a family to seek adequate housing invariably relates to social housing and income security policies; assisting an individual to re-enter the community after a prolonged period of incarceration may relate to employment support policies; or supporting an individual with serious mental health issues will relate to policies associated with health and mental health care (Graham et al., 2017). While these policy considerations are largely within the purview of provincial governments, they are directly manifested at the front door of municipalities. The area of housing and homelessness provides an excellent example.

Residents often confront municipalities with such issues as they are the closest government to them. Consequently, municipalities have proactively taken new social policy tasks upon themselves spending substantial budgetary resources on these issues despite municipal budgets for social services being constrained (Moors, 2012). The absence of a unified approach to the prevailing disconnects and separation

between community approaches where the municipalities do not have the capacity to single-handedly and adequately meet the needs to deliver social policy, jurisdictional issues with the other orders of government, lack of a constructive role for Indigenous peoples, the private sector and the non-profit undermines the municipalities' role of improving the wellbeing of its residents. Efforts to address social policy must therefore include a needs assessment with areas scaled up for targeted social investment based on the unique local needs.

Secondly, a strategic plan in local municipalities among direct service nonprofits, the private sector, and other stakeholders is necessary to offer specifically targeted programming to address the identified needs of local populations (Graham et al., 2017). Thirdly, direct civic engagement and advocacy with other orders of government including Indigenous peoples are also required if these efforts are to succeed. This means a more purposeful and deliberate approach that supports strategic inter-governmental and cross-sector partnerships between nonprofits, the private sector, other orders of government, and Indigenous peoples should be the basis of municipal social policy, especially considering the structure and nature of contemporary social welfare. Graham et al. (2017) noted that social policy must encompass a wide range of government, nonprofit, and private-sector decisions that seek to improve some aspect of societal well-being. Meaningful and mutually beneficial partnerships are a foundation for social innovation and a comprehensive approach to social policy within municipalities. Unfortunately, there is no social policy framework supporting the development of these partnerships in many municipalities (Graham et al., 2017).

Social policy frameworks offer the opportunity for municipalities to realign their role and adaptive capacity to effectively respond to these emerging issues (Moors, 2012). It is primarily about the contemporary role of municipalities in shaping community-based approaches to social policy within the context of their own unique set of circumstances including their location, jurisdiction, values, beliefs, principles, strategies, and outcomes. Halifax Regional Council (2020) argues that social policy formalizes a way of thinking about and responding to the social impact of changes in a community. It can guide decision-making, set future direction, identify important connections, and support the alignment of policies and practices both inside and outside an organization. In doing so, a social policy defines the role of the municipality in responding to current and future social issues in Halifax (Regional Council, 2020). However, it must be tailored to the unique needs of each community which is the focus of the social policy framework for Lloydminster.

This paper provides an overview of:

- the nature and scope of the social policy and the specific role of municipalities in the face of the complex and evolving environment of the municipality.

- the jurisdictional issues within the specific context of Lloydminster by exploring how communities across Alberta and Saskatchewan (and other provinces) approach social policy responses and creation. More specifically, communities in similar border contexts (e.g. Ottawa/Gatineau, Omaha, Kansas City),
- stimulate a meaningful and facilitated discussion about community values, principles, strategies, and outcomes for a social policy framework in the community.
- the current situation and desired state on ‘what works’ approach to the social policy framework to generate a realistic action plan for decision making and strategies for maintaining and enhancing the wellbeing of residents.

Literature Review

Conceptualization, Nature, and Scope of Social Policy

No single definition conveys the scope and nature of social policy, what it does and does not, and what it constitutes. The emerging models and contours of contemporary social policy reveal a more elastic scope and complexity as it has expanded to an overwhelming array of disciplines - economics, political science, sociology, psychology, public administration, and social work. It also calls for value judgments to determine the kinds of needs and social problems that society deems worthy of intervention (Hess, 1933). More importantly, social policy contemplates the integration of intersectionality of different groups and the issues that impact them. This makes it more difficult to predict with certainty the impact and outcomes of various social policies. Thus, the social policy does not easily lend itself to easy conceptualization, examination, and evaluation. Conceptualizations are often driven by values, beliefs, principles, ideological underpinnings such as social justice, and the changing landscape of what a particular jurisdiction deems as a social need that must be addressed.

Carson and Kerr (2017) asserted that social policy resists a neat, narrow definition, but broadly speaking it provides the framework for the welfare state, the set of institutional arrangements established to achieve citizen wellbeing. Three seminal works provide the foundation for the conceptualizations of social policy.

Models of Social Policy

Richard Titmuss (1974) argued that social policy is basically about “choices between conflicting political objectives and goals and how they are formulated” (p. 49). These choices are influenced by views of what constitutes a good society, based on that which “culturally distinguishes between the needs and aspirations of social man [sic] in contradiction to the needs and aspirations of economic man”. Titmuss (1974) argues

that social policy can best be understood in terms of the following three models or functions:

1. *The Residual Welfare Model of Social Policy*: This model argues that the private market and the family are responsible for meeting an individual's needs. Only when these options break down should social welfare institutions intervene. There is an emphasis on "means-testing" and "less eligibility". Selectivity is inherent in such a policy frame and only the poor who qualify are means tested and selected for benefits. Proponents of neo-conservative and liberal ideologies favour this model.
2. *The Industrial Achievement-Performance Model of Social Policy*: This model argues that social needs should be met on the basis of merit, work performance, and productivity. Known as the Handmaiden Model. It is derived from various economic and psychological theories concerned with incentives, efforts and rewards, and the formation of class and group loyalties. It is favoured by positivists and other economic and psychological theorists
3. *The Institutional Redistributive Model of Social Policy*: This model argues that social welfare should be a major, integrated institution in society, providing universal services outside the market, based on the principle of need. A policy can emerge from these approaches only in areas of life where choices exist. Without choices, there is no policy; rather, there is a law, either natural or legislated.

Social Policies are Value Driven

Martin Rein (1974) suggested that "social policy is, above all, concerned with the choice among competing values" (p. 298). Values influence the definition of the purpose of the policy, especially policies dealing with "moral" decisions. Values influence priorities by assigning greater "value" to some courses of action than to others. An economic example would be the decision to reduce the rate of inflation by increasing interest rates. This decision assigns higher value to the protection of business interests and lower value to the maintenance of employment levels (Rein, 1974). Values demand change when they are formally and legally articulated. Values focus on usefulness and feasibility. Policymakers can become preoccupied with usefulness and political feasibility rather than with societal needs. Finally, values influence the interpretation and evaluation of outcomes. One example is the claim that certain poverty lines do not really describe poverty (Rein, 1974).

Social Policy is about Social Justice Articulated through Group Goals and Objectives

David Gil (1970) suggested that social policies are concerned not only with the life-sustaining activities that ensure minimum basic needs but also with those that stimulate our human potential. The range of possibilities for these activities is as great as the range of world views that influence them. Since these authors, there have been various definitions encompassing various components and processes of social policy development.

For example, Carson and Kerr (2017) noted the term social policy is used to describe the various stages of the initiative development including the following:

- the identification of social problems and the development of commitments to address them (for example, the government interventions intended to alleviate poverty)
- mechanisms and arrangements to achieve those interventions (such as needs assessment and subsequent cash transfers in forms of pensions and benefits)
- the impacts of outcomes of specific interventions (effects of the Age Pension on the wellbeing of older citizens (Carson and Kerr, 2017).

Watson (2011) supports this assertion and observed that social policy systematically evaluates and responds to social changes and needs. It refers to the decisions taken by the government concerning goals for society and the means of achieving them (Watson, 2011). Chappell (2014, p.477) adds a further point and offers a basic definition describing social policy as “a plan or guideline developed and used by governments to create, maintain, or change living conditions to make them conducive to people’s health and wellbeing.”

These definitions suggest that social policy is more of an iterative process that is constantly evolving in terms of the identification of social needs, commitments, and mechanisms to address them and evaluating the extent to which those strategies have been effective or otherwise. But these definitions leave gaps in terms of the scope of social policy and fail to account for the role of other stakeholders in social policy development and delivery. It also comes with the assumption that social policy is the sole preserve of governments, without even delineating which order of government, especially given constitutional and jurisdictional issues.

Yet, social policy is not the exclusive domain of governments. Graham, Shier, and Delany (2017, p. 8) noted that the “private sector is also involved in creating social policies that shape investments in Canada’s social economy, such as in the creation of employee assistance programs.” Lightman and Lightman (2017, p.64) extended the definition by observing that voluntary organizations are also engaged in social policy formation. They noted that charitable giving is a “form of self-help on a grand scale- a

community coming together to address shared needs and concerns, which is the essence of social policy.

To account for the apparent lack of wide-ranging influence and impact of other stakeholders on the social policy landscape, Gough (2013) expanded the definition by asserting that social policy can be defined most loosely as ‘the practices of governments and other agencies that affect the welfare of populations. Keping (2018) also addressed the jurisdictional issues through a governance framework by noting the blurring of boundaries and responsibilities among various orders of government and non-state actors for tackling social and economic issues.

In this vein, Keping (2018) indicates that, in modern society, the State is transferring its once exclusive responsibilities to civil society (i.e., private sector organizations and voluntary groups, which are undertaking more and more responsibilities that were formerly in the hands of the State). As a result, the boundaries between the State and society and between public and private sectors are becoming increasingly blurred, as are definitions of their responsibilities (Keping, 2018). In any case, these definitions are unclear on what should be the basis of social policy for which government or other stakeholders’ commitments are made. The Government of Alberta (2019) stated that social policy extends beyond a narrow definition of social services and supports. It is about how we work, live, and spend our time, and it helps determine how we come together to meet human needs like housing, employment, education, recreation, leisure, health, safety, and the care of children.

Consistent with Martin Rein (1974) others argue that social policy must be viewed through the lens of values and principles, but to the extent to which these two elements construct a regulatory environment. Harding and Jeyapal (2019, p. 2) defined social policy as “a regulatory force that constructs, maintains, and challenges social welfare and the state.” Harding and Jeyapal (2019) identified three components that underscore what constitutes social policy:

1. social policy results from value-based choices,
2. social policy affects everyone, and
3. social policy is an instrument of social policy justice.

With specific reference to principles, Barker (2003 p. 405) defined social policy as “the activities and principles of a society that guide the way it intervenes in and regulates relationships among individuals, groups, communities, and social institutions. These principles and activities are the result of the society’s values and customs and largely determine the distribution of resources and level of well-being of its people”. Thus, social policy includes plans and programs in education, health care, crime and corrections, economic security, and social welfare made by governments, voluntary organizations, and the people in general. It also includes social perspectives that result in society’s rewards and constraints (Barker, 2003).

Collectively, Watson (2011) defined social policy frameworks as sets of principles and long-term goals that determine rulemaking and guidelines, and give overall direction to planning and development. However, these definitions failed to account for who is doing what within the context of the social policy and whether the definition should include the roles of different actors. The City of London (2006) in their social policy framework included guiding principles and a model outlining the key social issues to be addressed. They also defined the role of the municipality, as well as other community stakeholders.

Platt (2021) provides the most comprehensive conceptualization of social policy and its focus. Platt (2021) argues that social policy:

- ... is concerned with the ways societies across the world meet human needs for education, work, health, socioeconomic security, and wellbeing.
- ... addresses how states and societies respond to global challenges of social, demographic, and economic change, poverty, migration, and globalization.
- ... analyses the different roles of national governments, the family, civil society, the market, and international organizations in providing services and support across the life course from childhood to old age. These services and support include child and family support, schooling and education, housing and neighbourhood renewal, income maintenance and poverty reduction, unemployment support and training, pensions, health, and social care.
- ... analyses inequalities. It aims to identify and find ways of reducing inequalities in access to services and support between social groups defined by socioeconomic status, race, ethnicity, migration status, gender, sexual orientation, disability, and age, and between countries.

While Platt's (2021) conceptualization provides a much broader scope and responsibility elements, it failed to recognize the intersectionality of populations and how to respond to the changing needs of constituents. Dorlach (2022) argues that the definition of social policy must be expanded to allow for the adaptive capacity of people and institutions to respond to changing needs, especially in times of emergency. Dorlach (2022) explained that the Covid-19 pandemic has prompted manifold social policy responses all around the world. Analysis shows that social policy responses during the early phase of the pandemic have been predominantly focused on expanding temporary and targeted benefits (Dorlach, 2022). However, some of these programs may survive the emergency face of the pandemic, but the social inequalities would still persist.

Tarvis and Aranson (2007) asserted that a transformational social policy does not succeed by producing some final nor fixed end state but cultivates the capability for dealing more effectively with challenges. This involves equipping people with a dynamic set of skills, resources, and competencies which help individuals and communities to respond effectively to dynamic contingencies (Tarvis and Aranson,

2007). For example, an effective education system cultivates pupils' capacity for independent thinking and their continuing ambition and ability to learn. Such capacities and dispositions are not measured by possession of certificates, the ability to absorb and regurgitate information nor even the mastery of technical skills, important though these may be (Tarvis and Aranson, 2007). At the same time, local communities had to evolve their own responses.

In summary, the definitions presented above provide variations in terms of scope, substance, and the role of various actors that shape the development and delivery of social policy. However, they also share some common elements. Social policy is a deliberate approach by various stakeholders in society to address human needs beyond governments. Social policy is driven by the values and principles of the particular jurisdiction in which it is articulated. Social policy impacts everyone, and some degree of redistribution of resources to the most vulnerable to create opportunities that address inequalities through social justice. Finally, it also demonstrates that social policy is not static, it is constantly evolving as human needs change due to the broader changes in society such as technological advancement. Therefore, social policy must have the adaptive capacity to meet these changing needs.

What is well-being?

Social policy aims to improve people's well-being and is especially concerned with the welfare of those who experience some form of disadvantage (McClelland, 2010). Well-being has been defined as the combination of feeling good and functioning well; the experience of positive emotions such as happiness and contentment as well as the development of one's potential, having some control over one's life, having a sense of purpose, and experiencing positive relationships (Huppert, 2009: p.1). This conceptualization of well-being goes beyond social and physical dimensions to encompass the perception that life is going well. It acknowledges that well-being is a state that humans experience but also focuses on the conditions that must be in place for people to achieve well-being. These are: that the needs of the person are being met, their valued freedoms are being achieved, and good quality of life is experienced (Graham, 2019). It also indicates the contingent nature of well-being within contemporary social environments and extends the understanding of social determinants of well-being (Fisher, 2019). The Australian Unity Wellbeing Index, 2020) notes that well-being relates to the overall quality of life and includes both the subjective evaluation of our life and the objective circumstances, such as education, health and income. A number of studies have responded to these postulates by viewing wellbeing as a multidimensional construct covering physical, psychological, cognitive, social, and economic factors (Pollard & Lee 2003). The Australian Unity Wellbeing Index identifies 7 dimensions of well-being:

Relationships-The quality of your relationships with family, friends and significant others.

Achieving in life- Having a purpose, direction or meaning in your life

Standard of living: Having enough money or financial control to live and enjoy life.

Health-Your physical and mental state.

Community connectedness-A sense of belonging and connection to the people around you

Personal safety-How you feel about your safety, and how this translates into your community and the nation overall

Future security-How you feel about your future in terms of job security, health, the environment and other factors (Australian Unity Wellbeing Index, 2020)

These dimensions of well-being span both the subjective and objective aspects of well-being. As a result, Zurba (2020) noted that a three-dimensional or “social” approach to understanding well-being includes subjective and relational aspects in addition to the more traditional material dimension of well-being (e.g. financial resources, a healthy environment). The material and relational dimensions are objective because they are based on tangible and outward experiences. In contrast, the subjective dimensions of well-being are based on values and perspectives that are processed internally (Coulthard 2012). The subjective dimension in the social approach includes culture, beliefs, norms and values that shape people’s feelings about their quality of life. The relational dimension contains the social interactions influencing people’s wellbeing (Armitage et al., 2012). This approach to understanding well-being empowers people to express well-being within their own terms and generates nuanced information through accounting for diverse and potentially divergent perspectives (Zurba and Trimble, 2014).

However, from the municipal point of view, it must also capture community wellbeing. Cox et al. (2010) explained that community wellbeing covers goals of economic, social, environmental, cultural, and political dimensions. It emphasizes the importance of community, other groups of people, and society, which means that community well-being is fundamental to social-cultural construction. In addition, Wiseman and Brasher (2008) believed that community well-being is related to an understanding of the relationships between “good life” and “good society,” which are formed by unity and social relationship. These two perspectives show that community well-being is a necessary condition for individual well-being. At the same time, well-being as a whole is quite broad, and a narrower focus on social well-being as foci for policy direction is required.

Social Wellbeing

The focus of any social policy framework is on creating comprehensive strategies that address social well-being with accompanying composite measures that can demonstrate performance across the dimensions of social wellbeing. Social well-being has roots in the definition of the broader health definition espoused by the World Health Organization several decades ago. “Health is a state of complete physical, mental, and social wellbeing and not merely the absence of disease or infirmity” (WHO, 1946). Social wellbeing can be defined as an individual’s appraisal of their social relationships, how others react to them, and how they interact with social institutions and the community (Keyes, 1998, p.1). On the other hand, more recent work has operationalized social wellbeing in terms of behaviours that reflect the community and organizational participation and membership (Putnam, 2000). Waite (2018) observed that social well-being includes adequate and well-functioning social relationships, adequate social support, little or no social strain, some social participation, social inclusion in one's society, strong and well-functioning social networks, and, perhaps, sexuality as one desires (Waite, 2018).

Kostina et al. (2020) stressed that social well-being is a multifactor construct, which itself is the result of a synthesis of causes and effects, a joining of objective and subjective factors; we are dealing with a systemic phenomenon, the categorization of which is distinguished by various facets and components which determine a person’s social well-being. As a result, Joshanloo, Sirgy & Park (2018) noted that constructs of social wellbeing involve five dimensions: social integration, social contribution, social coherence, social actualization, and social acceptance.

1. **Social acceptance** (i.e., positive attitude toward people in general, understanding and accepting people’s humanity and complexity),
2. **Social actualization** (i.e., positive attitude toward society and societal progress and development, belief that the growth of society is based on cooperation and collective efforts of people),
3. **Social contribution** (the collective recognizes i.e., belief that one’s life contributes to society and such contribution),
4. **Social coherence** (i.e., belief that society and its various institutions are meaningful and well intentioned to foster well-being for the collective), and
5. **Social integration** (i.e., a sense of belonging to a community and feelings of support and comfort from group identification) (Joshanloo, Sirgy & Park, 2018).

However, the state of social wellbeing is not static, it is as much about a process as it is a status, about becoming as much as a being. Within a social policy framework, it involves defining values and principles that underpin strategies to improve social wellbeing within a particular community or jurisdiction. The context and setting for social wellbeing also shape the definition as well as the dimensions. For example, in a school setting, a “students’ social wellbeing may be defined as the extent to which

they feel a sense of belonging and social inclusion in their academic environment” (Kern et al., 2015, p.1). The dimensions may involve cooperation, solidarity, cohesion, coexistence, attitudes toward school, and attitudes towards diversity and achievement (Kern et al., 2015). It also includes perceptions of safety, loneliness and bullying and a sense of belonging in the school setting (Laursen et al., 2019).

Indicators for Measuring Social Wellbeing

The basis of a social policy framework is improving or enhancing social well-being by evolving evidence-based intersectional strategies that address the unique needs of residents in each community. However, it would be difficult to understand how particular strategies are making a difference without valid and reliable benchmarks to measure progress or the impact thereof. This means the social policy framework must be operationalized with indicators of social wellbeing. The operationalization of social well-being within the context of the social policy framework focuses on behaviours that reflect the community and organizational participation, community or group membership, or social capital and social cohesion (Putnam, 2000). However, it must also go beyond the social well-being as an attribute of individuals – to do with their subjective experience, psychology and/or behaviour – and contemporary evidence on the impacts of social environments with objective measures. Because social policy analysis must also focus on understanding the effects of social policy (at government and organizational levels) and identifying meaningful solutions based on an understanding of the context in which a particular adverse social situation emerges and is dealt with (Graham, 2019).

For example, well-being can be characterized by objective measures, also referred to as measures related to “standard of living,” and by subjective measures, based on cognitive and affective judgements a person makes about their life (Stiglitz et al., 2010). What is critical is the identification of a set of indicators that measure these dimensions of social wellbeing and the collection of data that speak to both indicators - objective well-being, including measures of educational attainment, safety, income, life expectancy as well as subjective well-being measures, notably life satisfaction and happiness (VanderWeele et al., 2020). For example, on poverty, “Opportunity for All” Canada’s poverty reduction strategy introduces a dashboard of 12 indicators to track progress on deep income poverty as well as the aspects of poverty other than income, including indicators of material deprivation, lack of opportunity and resilience (Government of Canada, 2018). It is also important to establish a framework and timelines to assess the extent to which the various strategies are meeting these targets, so they are not recycled as a new policy without an actual evaluation of these strategies (Smith-Carrier et al., 2019)

Social Policy Vs. Social Welfare

Many of the definitions above combine notions of social welfare with social policy. However, they must be differentiated. Alcock and May (2014) stressed the role of social policy as actions taken within a society to develop and deliver services for people to meet their needs of welfare and wellbeing. Conversely, social welfare is the promotion of, and provision for, improved societal level well-being. These improvements might be efforts to address the experiences of a single group of service users, such as improvements to the average number of days of housing loss experienced by the episodically homeless. They may also be efforts that address the needs of a single individual, such as a crowdsourcing campaign for a person diagnosed with a disabling illness (Graham et al., 2017, p.6). Ogbonna (2017) expanded this definition stating that social welfare is about the well-being of the entire society which concerns the quality of life that include factors like quality of the environment, level of crime, the extent of drug abuse, provision of necessary social services, and religious and other aspects of life (Ogbonna, 2017, p.1). It also denotes the full range of organized activities of voluntary and governmental agencies that seek to prevent, alleviate, or contribute to the solution of social problems, or to improve the wellbeing of individuals, groups, or communities (Ogbonna, 2017).

Gilbert and Specht (1974, p.5) define the institution of social welfare as “that patterning of relationships which develops in society to carry out mutual support functions”. Unlike social welfare, social policy is less abstract. For example, legislation exists that provides income security to individuals and families; frameworks define how services are provided to specific service user groups; and regulations are in place that constrain the way people are supported (Graham et al., 2017). Therefore, social welfare is the overarching vision for the social well-being of the citizens of a country, and social policy is a mechanism through which this vision can be achieved. For the purposes of this paper, the focus is on social policy.

Context of Social Policy at the Municipal Level

At the municipal level, finding the right approach to social policy has been a longstanding conundrum with fragmented patches of work at best - knitting together downloaded federal and provincial obligations alongside each municipality's own direct responsibilities. Historically, some municipalities have approached social policy development and delivery through the creation of social planning departments and social policy councils that conducted research and led the delivery of programs (Wills, 1995). These departments also worked with charities and businesses on an adhoc basis to help tackle some of the social issues in their communities. However, most municipalities have a policy framework that would serve as a fulcrum to set the strategic direction of social policy at the municipal level.

Regardless of the approach to social policy, today's municipalities face an increasingly complex world with unprecedented levels of change and uncertainty that require them to locate their own values and beliefs through policymaking with respect to social policy. Factors range from the increasing demand for services, and expectations and calls for greater transparency and accountability, good governance, and better performance (Mollenhauer, 2009). Other pressures come from dwindling municipal finances, the relationship between Indigenous communities and municipalities, and rapid technological shifts (Dahlby and McMillan, 2021). Additionally, significant climate policy impacts and demographic and socioeconomic trends combined with pandemic recovery are all driving the need for change at the municipal level (Dahlby and McMillan, 2021).

Together, these trends have had and will have profound effects on each municipality's ability to remain relevant to the needs of its constituents. Moreover, it has become evident that many municipalities are constrained in their ability to tackle these complex social issues on their own without a stated policy framework. At the municipal level, social policy/frameworks are rooted in:

1. legislative foundations of their creation,
2. community values, beliefs, principles, and outcomes
3. the evolving realm/scope of social policy,
4. as well as different political and demographic-socio-economic contexts of each municipality.

Legislative and Jurisdictional Role of Municipalities in Social Policy Framework

In Canada, municipalities are de jure and de facto, the level of government closest to their residents and have the most direct impact on the daily life of citizens. They are created by the provinces and territories to provide a broad range of services that are best managed under local control (O'Flynn, 2011). This includes critical infrastructure such as roads and sewage to community services, leisure facilities, libraries, and protective services (Plunkett, 1992; Tan, Morris & Grant, 2016). As a result, the extent of power and authority they have to make decisions and design policies and programs, and their existence as somewhat separate governing entities have been almost entirely dependent on provincial authority (Hasso, 2010).

At the beginning of the twentieth century, local or municipal governments funded and administered most social services. But over the course of the century, social welfare responsibilities gradually emerged among provincial and, in particular, federal jurisdictions (Graham, et al, 2017). This has had a direct impact on social policy formulation and delivery of programs and services. Sewell (2021) adds a further point that many programs and services delivered by municipalities are cost-shared with the

provincial government. This leaves local municipalities at the mercy of the respective provinces. Because, whenever the provincial government decides to reduce its share of funding or refuses to augment it to keep pace with inflation, municipal programs suffer. Since municipal governments typically have very limited powers to raise their own revenue, they are often unable to find the money to continue those programs, and residents lose out.

The Canadian Constitution defines the framework for working out social policy within the federal political system by giving both the national and the provincial governments sovereign yet interdependent jurisdictions (Graham, et al, 2017). In Alberta, *the Municipal Government Act* does not specifically provide a guide for the development and implementation of social policy. Section (2.1) states that the community services reserve may be used by a municipality for any or all of the following purposes such as affordable housing. Additionally, the *Municipal Government Act Section 8 (a)* An intermunicipal development plan must address:

- (iii) the provision of transportation systems for the area, either generally or specifically,
- (iv) the co-ordination of intermunicipal programs relating to the physical, social and economic development of the area,
- (vi) any other matter related to the physical, social or economic development of the area that the councils consider necessary, Government of Alberta (2022)

In Saskatchewan, the *Municipalities Act, The Cities Act, and The Northern Municipalities Act, 2010* provide the basic legislative framework for all of the province's municipalities and give municipalities what is referred to as "Natural Persons Power." The three acts also describe the general purpose of municipalities. Section 4(2) *Municipalities Act* of Saskatchewan, specify that municipalities have the following purposes:

- To provide good government;
- To provide services, facilities and other things that, in the opinion of council, are necessary or desirable for all or a part of the municipality;
- To develop and maintain a safe and viable community;
- To foster economic, social and environmental well-being; and to provide wise stewardship of public assets

It is even more complicated when it comes to Indigenous peoples. Under section 91(24) of the *Constitution Act, 1867*, the federal government has exclusive legislative authority for "Indians, and Lands reserved for the Indians." This responsibility, however, often overlaps with that of the provinces, whose authority extends to areas such as child welfare, education, and policing. While "Indians" means all Indigenous peoples for the purpose of section 91(24), the federal government has historically tried to limit

its responsibilities to the status First Nations population living on reserves, notably through the Indian Act, leaving other Indigenous peoples in a "jurisdictional wasteland." Especially those in urban centres (Fryer and Leblanc-Laurendeau, 2019, p.1).

Understanding the dynamics of jurisdictional issues in the development and implementation of a social policy framework is an important 'building block.' What role does each level of government play in this regard? How about the autonomy, self-determination, and sovereignty of First Nations? The issue of jurisdiction is vitally important for Lloydminster as it is directly situated within two provincial jurisdictions with differing approaches to and delivery of social policy to its residents.

Community Values and Beliefs

All human societies create values, because that is how they regulate the attitudes and behaviour of people and constitute a necessity for how they think and act both individually and collectively (Koffas, 2017). Harding and Jeyapal (2019, p. 2) advocated for the inclusion of values, and principles, by noting that social policy is closely connected with people's values and beliefs which are often embedded and reflected in every facet of their life. Lightman and Lightman (2017, p.64) build on this presumption and explanation by describing social policy as "a set of values, programs, and practices that bring us together (or should bring us together) as a community, that relate to our shared experiences, and that recognize our mutual interdependence: one's well-being is related to another's well-being."

The value system encompasses the local government and normative/regulatory conformity as foundations of the systemic operation of society's subsystems; in regard to the value system solidarity, subsidiarity and personal responsibility constitute the foundations of human behaviour (Koffas, 2017). What is really sought regarding the modern relationship between social policy, principles and values is ultimately located in the search for links, the synergy of the relationship from the individual to the person, from the "common" to the "society of persons" (Koffas, 2017).

These values set the basic outlines that shape social policy and the prioritization of social needs. Tuzubekova et al, (2022) contend that, when developing a social policy, the question of social priorities arises as one of the most important based on values. It also determines what is urgent that require priority solutions, such as social protection of the working and non-working population, pension provision, and social support for low-income segments of the population and the unemployed (Tuzubekova et al., 2022). As a result, Wharf and McKenzie (2010)—warn that a major role of policymakers is to learn how to control their own values and prejudices.

The Realm of Social Policy

Social policy at the municipal level is also framed or shaped through the understanding of the realm of social policy - what it entails and does not and social policy outcomes that enhance or maintain the well-being of their constituents. Harding and Jeyapal (2019) point out that values and beliefs are significant as they influence the topics often considered relevant or not relevant, what is urgent or necessary, and to what degree. For example, some regard income security, housing, health, and personal social services as key areas of social policy. Whereas others approach social policy from the vantage of social groups -young/old, the disabled, Indigenous persons, and immigrants (Harding and Jeyapal, 2019).

However, historical analysis of Canadian social policy revealed that race and racialization, sexual diversity, criminal justice, food security, and food sovereignty are infrequently within the purview of social policy (Harding and Jeyapal, 2019). Others have asked for the incorporation of transportation, healthy neighborhoods, recreation, poverty and inequality, social cohesion, social location, and intersectionality of social identities (Hills Collins, 2000; Findlay, Harding and Jeyapal, 2019; Saulnier, Boyd, and O'Keefe, 2020). This means a high degree of relativity and value judgments on what constitutes the scope of social policy exists at the municipal level. This has implications for how each municipality would address social well-being through a policy framework.

Moreover, others have argued that social policy should also include the articulation of the role of the municipalities in shaping social policy. The City of Red Deer (2015) in the development of its social policy framework suggested three principal roles and responsibilities for the municipality:

- *Primary: The City has a primary responsibility and, as a stakeholder, has a central role.*
- *Shared: The City is one of a few or many responsible stakeholders.*
- *Complementary: other stakeholders share most responsibility; The City plays a supporting role*

Based on the above framework, some observers argue that even though the municipal government is a creature of the provincial government, lacking any constitutional status, it can functionally coordinate collective activities toward reaching certain social outcomes instead of operating in isolation. It is also a recognition of the blurring of boundaries and responsibilities for tackling social and economic issues - a move away from hierarchy and competition as alternative models for delivering services towards networks and partnerships traversing the public, private and voluntary sectors (Watson, 2011). Thus, social policy is a multi-scalar process that requires building connections/partnerships across sectors to deliver on social policy outcomes. However, there is a need for a linchpin in providing leadership

towards the development and delivery of social policy outcomes with the municipality as the hub.

Political and Demographic-Socio-Economic Contexts of each Municipality

Broadly speaking, politically, Rice and Prince (2013) remind us that Canada is a liberal welfare state in which social supports include mainly the following:

- means or needs-tested social assistance and other income-tested programs, limited coverage in supports for housing, training, and disability insurance, general or universal coverage on health insurance and on elementary secondary education; a few universal income entitlements; a major reliance on employment-based programs (such as the Canada Pension Plan, Employment Insurance, and Workers Compensation) minimal investment in active labour market programs to promote employment opportunities, modest levels of income support or earnings replacement programs; a heavy reliance on personal responsibility, private sector and voluntary sector provision of services and benefits, and an implicit set of family policies that make gender-based assumptions about male and female roles (Rice and Prince, 2013).

Locally, political/ideological leanings of City Councils and the socio-economic context of each municipality are critical in shaping the areas of social policy. For example, the city of Ottawa sought a progressive social policy in the 1990s. However, the municipality's fiscal base is the property tax paid by its residents and was not an appropriate source of revenue for economic redistribution. This means the fiscal capacity of the municipality could also have a direct impact on the formulation of social policy. High fiscal capacity seems to have been an important precondition of strong social policy responses (Woo, 2020).

Therefore, even if the City of Ottawa could aim to achieve progressive social policy, it would not have been possible (Marquardt, 2007). Finally, demographic dynamics and socio-economic trends represent the leading edge of social change and are inherently linked to the social determinants of health, quality of life, and wellbeing. Therefore, municipalities need to recognize that each community's social policy must be developed relative to its unique local demographic and socioeconomic trends. For example, the proportion of the population below the age of 14 years and above 65 years as well as the prevalence of low income, will have a direct impact on the social policy framework for that community.

Purpose and Goals, Values and Principles, Strategies, and Outcomes and Evaluating Performance

Social policy is concerned about social goals, purpose, and values: it is never value free, in spite of claims to the contrary (Wiseman, 2020). Social policy involves both products or outcomes - particular policies- as well as processes of critical reflection, action, and the contest between people. This means that social policy does not exist in a social vacuum, it relates to choices made by people, choices made by people engaged in public discourse, by policymakers, and choices made by recipients of social policy” (Harding and Jeyapal, 2019). However, Westhues (2012) cautioned that even though policy development and analysis are necessarily value-based, they must also be evidence-based and participatory. Evidence in this context includes both qualitative and quantitative data, and the experiences and opinions of citizens to be as relevant as demographic data or cost-effectiveness analysis in shaping policy (Westhues, 2012). This evidence would also provide the basis for evaluating the performance of various strategies in meeting the outcomes of maintaining or improving societal well-being.

Purpose and Goals

The purpose of social policy is to mobilize public resources and institutions to support collective responsibility for each other’s well-being (Findlay et al., 2020). Vision, mission/mandate, and value statements identify the purpose of the social policy or framework. Comparably, there is no definite set of social policy goals. The goals selected vary based on analyses of the social context and different values, power, and social relation within a particular jurisdiction. However, these elements have become influenced by the fragmentation of religious, philosophical, and cultural values and the impact of deregulation, decentralization, and globalization (Wiseman, 2020). But fundamentally, the key debates about social policy goals reflect the underlying assumptions about the nature of citizenship and the primacy which should be given to individual autonomy or social interdependence (Wiseman, 2020). For example, one of the major debates implicit in social policy concerns the extent to which municipal governments should be active in the provision of social services to residents in the spirit of assuming collective responsibility, or to what extent should individual responsibility and freedom of enterprise be the guiding social principle - or is there a shared responsibility?

At the same time, the competing social goals within social policies are relevant to the solutions which are canvassed and are overlooked when options are developed (Wiseman, 2020). For example, in relation to unemployment, should solutions focus on the individual unemployed person as in proposals for training or retraining? Or should the social goals be about expanding the economy, providing jobs, and reviewing the distribution of income? (Wiseman, 2020). Findlay et al., (2020) argue that the goal of increasing well-being is equal to the goal of developing a strong economy. But how about if the benefits of the broader economy do not promote

equity and lead to inequalities in terms of job opportunities or income? Furthermore, how do we account for the re-emergence of uncertainty as a crucial variable in the lives of individuals and families as a reflection of changing needs and social policy goals? Invariably social policy goals must extend beyond policy prescriptions to adaptative capacity that deals with emerging realities.

For example, Stanley & Stanley (2007) provided lessons from the findings of a regional Victorian study in Australia that explored the transport needs of people at risk of social exclusion. They noted that the results from that study suggested that conceptualizing transport needs only in terms of accessibility to goods and services, as is the present dominant paradigm, views the social value of public transport too narrowly. Because the ability to be mobile may also facilitate the development of social capital and the achievement of other government social policy goals. Thus, it should be improved well-being, not improved accessibility per se, that is the ultimate social policy goal in the transport field (Stanley & Stanley, 2007)

Similarly, advocacy groups generally articulate the most important social policy goals as being self-determination and equality (Graham et al, 2017). Self-determination for people with disabilities should mean the same thing it does for the non-disabled: the opportunity to participate in making decisions about matters that affect their lives and support in developing the capacities enabling them to reach their goals. Equality means having the support needed (including special accommodations where necessary) to provide all people with an equal claim on society's offerings (Graham et al, 2017). Stainton (2005) distinguishes the current approach from the past. The concern now is capacity rather than outcome—with how choices are made rather than what choices are made. Also, the ability to act on that choice is key.

Hence, the articulation of the central goal and why a social policy framework is needed is quintessential to creating effective social policy. At the local level, the social policy goals extend beyond the delivery of traditional social services by focusing on the social determinants of health to address the root causes of issues, such as poverty (Halifax Regional Council, 2020). For example, the province of Alberta developed and adopted a social policy framework in 2012. The framework has three goals, which include: 1) clarify what the province is trying to achieve, and the roles and responsibilities of different actors and participants; 2) coordinate within and between government departments, to harmonize work between government and other stakeholders, and to ensure that there is policy alignment and consistency; and 3) influence and guide the work of the province to provide overall direction to planning and decision making.

Such a framework creates a vision of a desired future state and a road map to get there that promotes quality of life, well-being, and community over individualism (Gibson, 2012, p. 40). The vision also provides an overall goal and provides a sense of direction for a specified period of time. Halifax Regional Council (2020) stated that social policy strives to strengthen communities by enhancing the quality of life for all

residents, which in turn contributes to attracting and retaining youth, promoting tourism and business development, and creating places where everyone belongs.

Values and Principles

Social values and principles are influential in strategies to achieve social goals. Rein (1974) suggests that social policy is about choice between competing values. From his perspective, the social policy analysis process stresses the interaction between values (input), operating principles (conversion process), and outcomes (output). From this perspective, social policies are based on operating principles, which combine with implementation methods and create a throughput or conversion process. Operating principles are “attempt[s] to integrate various social ideals with a practicable rule of application” (Rein, 1974, 297–298).

Values are defined as beliefs which incorporate clear or implicit conceptions of the desirable, or worth striving for i.e. the deeper desires of a society, determine the choice of means and model of action and play a central role in the belief system of individuals and groups (Koffas, 2017, p. 628). Principles are the operational projections and points of reference of the social system which govern its operation and consequently that of its parts as well, including social policy. Furthermore, principles function as models when deciding the type of intervention in social policy (Koffas, 2017, p. 627).

The relationship between principles and values is very close and interrelated. It may be described as a reciprocal relationship since “social principles constitute expressions of the good from an ethical, spiritual, or material perspective, which the authorities intend to pursue, by projecting them as reference points for the appropriate construction and the orderly administration of social life (Koffas, 2017). However, values also demand the practice of fundamental principles of social life and personal ethical behaviour that correspond to the same values (Koffas, 2017). Their practical importance is that they are the means to maintain a more humane social existence within the context of collective coexistence and its continuation (Koffas, 2017). Lightman and Lightman acknowledge this when they stated that social policy is a set of values, programs, and practices that bring us together (or should bring us together) as a community, that relate to our shared experiences, and that recognize our mutual interdependence: one’s well-being is related to another’s well-being (Lightman and Lightman, 2017).

Hess (2003) argues that values and principles have served as foundations for many Canadian social policy initiatives. Hess (2003) noted that Canada's social security system reflects these commonly held values and principles of equity, equality, concern for the person, sharing, security, social integration and social cohesion, work, opportunities, self-sufficiency, and faith in democracy. These considerations were also present when the City of London in its 2006 *Social Policy Framework* stated its

framework was based on principles of “equity and inclusion,” “dignity and self-sufficiency” and “partnerships and accountability” and is broken up into three different components that specifically acknowledge and accord the fact that the individuals and families affected by the framework are not always on a level playing field in terms of opportunity and engagement. The three-tiered components are The Safety Net (including income security, continuum of affordable housing, and food security); Social Inclusion (including employment, skill development, and volunteer opportunities, childcare, and early learning, and recreation, leisure, and cultural opportunities); and Community and Neighborhood Capacity Building.

More recently, Findlay et al, (2020) observed that rather than providing what could only be an incomplete inventory of policy solutions, guiding principles should be applied to the development of all social policies. They also provided and described two policy lenses that can be applied to construct a social policy as they did for the Province of Nova Scotia: intersectionality and evidence-based policy. Findlay et al, (2020) then outlined certain guiding principles for their social policy framework including.

1. Interconnectedness
2. Decolonization
3. Social Inclusion
4. Universality
5. Climate Justice
6. Decent Work and Well-Being
7. Public Provision
8. Fiscal Fairness
9. Shared Governance
10. Democratization

Strategies and Development of Social Policy Framework

There is no one-size-fits-all approach, social policies vary and often reflect the social development priorities of their communities. It is also dynamic and shifting which implies the range of opportunities and strategies that are available to policy actors at different points in time depending on emerging issues. The approach also includes the changing roles of various stakeholders in the social policy arena. For example, the role of government shifted to a focus on providing leadership, building partnerships, steering and coordinating, and providing system-wide integration and regulation for social policy initiatives instead of being a sole actor (Bradford, 2005). However, common themes exist in many municipal social policies. Most identify priorities, clarify roles for addressing issues, and provide a foundation for a more integrated, coordinated, and sustainable approach to social policy (Halifax Regional Council).

In terms of the approach, sustainability of such strategies, and accommodation of changing roles and emerging issues, Sexty (2014) suggested a strategic management approach. It is the process through which the organization establishes its mission and objectives, analyze the environment and resources capabilities in order to formulate strategy, create organizational systems and processes needed to implement the strategy, and devises mechanisms for evaluating performance (Sexty, 2014, p. 374).

Following this approach, Wiseman (2020) argues that those who seek to influence policy development must become adept at mapping the organizational environment. A starting point for different types of the organizations-public, non-profit, and private sectors. This would help identify the connections between organizations and establish various types of resources such as money, expertise, and information that can be exchanged and traded as institutional arrangements for achieving social policy goals. It is also relevant to understanding each organization's mandate, role, and validation of shared principles and values. Irrespective of the approach selected key components of strategies may include.

1. Building on individual and community strengths,
2. Building partnerships with key stakeholders:
3. Developing tailored services
4. Giving a high priority to early intervention and prevention
5. Using evidence and integrated data to inform policy
6. Using locational approaches
7. Planning for sustainability through an adaptive capacity
8. Advocacy and Civic Engagement

Assessment of External Environment

Any entity initiating social policy formulation must develop the capacity to assess the external environment in which the organization operates and to understand how these factors may influence the policy. At the municipal level, this may go beyond a community needs assessment. It must include the legislative and regulatory framework of the municipality, demographic and socioeconomic trends, technology, and the current social policy landscape. For example, the fiscal sustainability and adequacy of existing programs and services in areas such as health, education, and full inclusion of Indigenous peoples in the community. Furthermore, the effect of decentralized policies and programs to local jurisdictions without adequate transfer of resources. There must also be an understanding of the municipality's own direct responsibility in the delivery of programs and services that improve social well-being such as inclusionary zoning and involvement in the delivery of public education.

At the core of this process is also the assessment of stakeholder expectations and interests and social issues of concern to them. The challenge is to correctly identify the stakeholders and correctly interpret their issues. For this purpose, Graham et al.,

(2017) recommended social policy analysis, which is a key component of identifying the ways in which social policies are having an impact on the social wellbeing of service user groups and within society more generally, along with identifying applicable policy solutions to solve or alleviate persistent and emerging social problems. The insights gained from the assessment of the external environment provide a benchmark for understanding the priorities of the community and how to address them.

Assessment of Resources and Capabilities

A critical part of the process for any municipality leading social policy development is also an evaluation of the organization's own resources and capabilities to ascertain its ability to take advantage of the opportunities that come through the process to maintain or improve social wellbeing. At this stage, it is also important to recognize the role of municipalities and their financial situation with respect to declining transfers from other levels of government. As the Federation of Canadian Municipalities notes, "local governments' strong reliance on transfers from higher levels of government, and our current financial system in which local governments only collect eight cents of every tax dollar, "is not sustainable" (FCM, 2012, p. 1).

As a result, it is vital to engage and partner with the private and non-profit sectors to leverage their capabilities and resources toward meeting the outcomes of social policy. Through emerging practices and perspectives of social entrepreneurship and social innovation, direct service nonprofits have been redefining their relationship with public policy and finding new ways to influence and shape social welfare development for service user groups (Shier & Handy, 2015). This interrelationship between government, nonprofit, and for-profit providers is characteristic of the emerging model of third-sector governance and suggests a deeply embedded cross-sector (i.e., between government, for-profit, and nonprofit sectors) arrangement in the provision of contemporary social welfare efforts (Graham et al., 2017). Additionally, it would also mean the capability to effectively embark on civic engagement and advocacy with a large coalition of interested stakeholders. This means municipalities not only provide the leadership but serve as a hub for these initiatives to enhance their resources and capabilities to meet the social challenges in their communities through a place-based collaborative approach. It is like a four-legged stool approach to resource mobilization to effectively support local social policy initiatives -

1. municipal empowerment to directly provide services within their control,
2. create an enabling environment for provincial and federal governments to use a local lens to align and tailor their generally available sectoral policies within their jurisdiction to benefit residents,
3. leverage public-private partnerships, and

4. civic engagement and advocacy that enhances communities' capabilities and resource base.

Establishment of Specific Objectives

The establishment of objectives is significant to the strategic management processes. It is often the reflection of the stated values and principles and is consistent with the organization's purpose in the development of the social policy framework. It provides a better understanding of what the organization intends the social policy to achieve and the issues it has or wishes to address. It outlines the priorities for the community, establishes key performance targets and when strategies would be evaluated.

Strategy Options and Selection

There is no one comprehensive strategy that addresses social policy issues in any community. But many authors support a comprehensive approach to social policy analysis and development because social policy issues are not mutually exclusive and are often intersectional. Therefore, it is important that the municipality analyze options it considers most effective in addressing the priority based on the priorities selected. However, various models have been suggested for the selection of one policy option over another. For example, the value criteria model suggests that after determining what the problem is and what policy alternatives are available to address the problem, policymakers must use value criteria, informed by universal and selective values, and cost-benefit analysis to evaluate each policy alternative (Wharf & Mackenzie, 2004).

Alternatively, Gil argues that social policy must promote and enhance human development and potential and in doing so, serve as "guidelines for behaviour, evolved through societal processes, which specify and maintain or transform the structures, relations, values, and dynamics of a society's particular way of life" (Gil, 1992, p. 21–22). From Gil's perspective, the selection of a particular strategy must be examined in terms of the extent to which it promotes human development but addresses issues created by social policies themselves, and how all social problems may be the result of flawed social policy; thus, the policy, not the problem, needs to be redressed. As such, social policies are "potentially powerful instruments for planned, comprehensive, and systematic social change rather than reactive measures designed to ameliorate (in a fragmented fashion) undesirable circumstances" (Gil, 1970, p.413 cited in Graham et al., 2017). From this perspective, the selection of social policy options should reflect long-range visions of what a just and non-oppressive society would look like (Gil, 1998 cited in Graham et al., 2017).

Gil's vision also stresses values and ideologies affirming equality, individuality, liberty, cooperation, community, and global solidarity, rather than the currently prevailing

values and ideologies that support inequality, individualism, selfishness, domination, competition, and disregard for the community (Gil, 1998, cited in Graham et al., 2017). Gil's suggestions imply a values and principles-based approach to the social policy framework rather than policy prescriptive measures. It recognizes that social policy is evolving, and as new realities emerge, social policies need to be amenable to changing contexts.

Outcomes and Evaluating Performance

The output of social policy is its outcome. The importance of outcomes centre on whether the outcome and the purpose of the social policy are congruent and, in whose estimation. Often social policy success is measured by social impact studies or by feedback from those whom the social policy was intended to benefit (Graham et al, 2017). However, the degree to which citizens are allowed to give feedback and influence social policy is, in itself, a fundamental issue for social policy analysis. Rein (1974) stated that

Policies are in fact interdependent systems of (1) the abstract values we cherish; (2) the operating principles which give these values form in specific programs and institutional arrangements judged acceptable for public support; (3) the outcomes of these programs which enable us to contrast ideals and reality; and (4) the often-weak linkages among aims, means, and outcomes, and the feasible strategies of change this pattern suggests. (298).

Any planning process needs some control or evaluation, through monitoring and review to see whether it is accomplishing what was intended. Program evaluations are a systematic collection and analysis of the evidence on the outcomes of programs to make judgments about their relevance and performance and to examine alternative ways to deliver them or to achieve the same results (Government of Canada, 2013). A detailed evaluation plan must be developed for any social policy framework. It must cover both the strategies themselves and their effectiveness and efficiency and impact on meeting social-wellbeing outcomes for the intended beneficiaries. This will be reflected in the scope, evaluation issues, and questions. This includes relevance, design, delivery, performance directly relating to the outcomes, and specific indicators and methodologies tailored to each specific evaluation question. The evaluation must employ a mixed-method approach, using both qualitative and quantitative methods as multiple lines of evidence and complementary methods to help ensure the reliability of information for informed decision-making. The evaluation approach must include various stakeholders that were part of the policy development and delivery of programs and services as well as direct beneficiaries of these policies.

Community Context

Brief Overview of the Community

Lloydminster is a vibrant bi-provincial community straddling the border of Alberta and Saskatchewan. As of 2021, the population of the community was 31,582. When the provinces of Alberta and Saskatchewan were created in 1905 and the fourth Meridian was selected as the inter-provincial boundary, the Village of Lloydminster was split in two. For twenty-five years, Lloydminster was in two cities: Lloydminster, Alberta on the west side of town, and Lloydminster, Saskatchewan on the east. But in 1930, the two provinces made a unique agreement to share jurisdiction of the city through the creation of the Lloydminster Charter.

The Charter provides the framework for the administration and governance of the city. The Charter gives City Council the same authority that is provided to municipal governments in other Alberta and Saskatchewan cities (City of Lloydminster, 2022). Lloydminster has its own distinct municipal programs and policies. However, the border stands as a significant administrative opportunity and hurdle when it comes to social policy issues since each side of the community is under a different jurisdiction. For example, the province of Alberta has Family and Community Support Services for a funding partnership to support preventive social service programs in communities, which is not available in Saskatchewan. On the other hand, Saskatchewan Liquor and Gaming Authority (SLGA) through its charitable gaming grant program supports groups and organizations across the province to provide some social services.

More broadly, inherent challenges remain for the civic government as well as certain disadvantages for private enterprises as the provincial legislation of Alberta or Saskatchewan prevails depending upon which side of the boundary a person resides, works, shops, or an economic enterprise is located (Dykstra and Ironside, 1972). The sales tax levied on most purchases by the Saskatchewan Government remains a problem for retailers and citizens. Most of the commercial and industrial development is occurring on the Alberta side of the city (Dykstra and Ironside, 1972). For example, health care falls within the Saskatchewan jurisdiction so Lloydminster residents on the west side of the city are the only Albertans exempt from Alberta's more privatized system.

The jurisdictional context presents a challenge at the same time an opportunity for the City of Lloydminster to develop a community-level comprehensive framework that reduces the impact of these transborder issues in terms of dual identity and citizenship for its residents. In this regard, the City's Charter has made provisions for the municipality's role in promoting social wellbeing.

Section 12(1) of the Charter states that "The City is continued as a municipal corporation under the name of "The City of Lloydminster".

(2) The purposes of the City are the following:

- a. to provide good government;
- b. to provide services, facilities, or other things that, in the opinion of Council, are necessary or desirable for all or a part of the City;
- c. to develop and maintain a safe and viable community;
- d. to foster economic, social, and environmental well-being;
- e. to provide wise stewardship of public assets.

Subsections c and d of the charter provide the underlying legislative authority for the development of a social policy framework that supports the attainment of social well-being. Additionally, the City of Lloydminster 2022-2025 Strategic Plan sets the direction for the organization to facilitate the realization of the Charter elements through its vision, values, and sustainability pillars to ensure the organization becomes more resilient in the wake of ongoing uncertainties. The City's vision is to be a welcoming community with opportunities for all, and its mission is to provide quality programs and services to the community.

Foundational to these are the five values: Accountability, Diversity, Innovation, Respect, and Transparency. This is also supported by the five Pillars of Community Sustainability: Governance, Culture, Social, Economy, and Environment. These parameters are expected to position the Municipality to lead the community into the future. While the vision in the strategic plan references its border situation, it is important to understand that Lloydminster is unique in this jurisdictional context.

Similar Border Municipalities

As Nugent (2012, p. 558) notes, "border towns and cities provide a window onto the unfolding patterns of governance in the contemporary world." Research on border cities has been primarily concerned with cross-border governance and scalar tensions in the context of free trade frameworks. However, it is important to examine practices related to an array of realms such as economic as well as social and cultural (Veronis, 2013).

With specific reference to Ottawa/Gatineau, Veronis (2013) observed that Canada's National Capital Region, the metropolitan area of Ottawa-Gatineau, is unique in that it is located on the most politically and symbolically charged border within the country: between the provinces of Ontario and Quebec. The border, however, stands as a significant administrative hurdle when it comes to accessing public resources because each side is under the jurisdiction of distinct provincial (Ontario and Quebec) and municipal governments (Ottawa and Gatineau): health care, education, and a range of social benefits are under the provision of the provinces; municipalities are responsible for social housing, childcare, and various social programs. Individuals are entitled to these services based on their place of residence. In this sense, the border

divides the cities into two separate societies and functions as a mechanism of exclusion when it comes to accessing services (Veronis, 2013).

There are also unique challenges with respect to trade, partnerships, and investment within the region. Trade between Ottawa and Gatineau is interprovincial trade, which can require additional national permits to allow goods across the provincial border (City of Ottawa, 2019). This can be a disincentive for small businesses to sell to the other side of the river. Different provincial rules and timing around funding, whether for major infrastructure or for the arts, can create disincentives to working together as a region towards common goals with regional benefit (City of Ottawa, 2019). For example, the development of the Zibi waterfront community, a first-of-its-kind cross-provincial development demonstrated this complexity. The City of Ottawa and the City of Gatineau had input with respect to land development, as did the National Capital Commission and the Algonquin Anishinaabe, who have ties to the site's land which makes it more complicated to execute such projects (Stantly, 2020).

On the other hand, Ray and Chiasson (2011) asserted that the population's everyday mobility and the border in Ottawa-Gatineau do not represent a major barrier. Many individuals live on one side and work on the other—especially in the federal government which is the largest employer in the region with offices on both shores of the Ottawa River (Ray and Chiasson, 2011). Significant movement is also associated with leisure and entertainment. Ottawa is primarily a shopping and cultural destination, while Gatineau offers recreational and outdoor activities (Ray and Chiasson, 2011). The presence of a variety of post-secondary institutions across the region generates much mobility by providing an array of educational opportunities in both languages (Ray and Chiasson, 2011). Transportation infrastructure supports and facilitates this cross-border mobility, including several bridges and two separate but relatively integrated public transit systems. To this extent, the border in Ottawa-Gatineau contributes to the economic, social, and cultural integration of the two cities (Ray and Chiasson, 2011). Veronis (2013) challenged this assertion and noted that although this border has little impact on individuals' everyday mobility, major differences in policies, institutions, and public resources affect residents on either side. This aspect of the review narrowly focuses on the interprovincial or state borders in relation to social policy and delivery of services to residents in cross-border jurisdictions in 5 municipalities:

Canadian Municipalities

- ***Ottawa – Gatineau Metropolitan area.*** National Capital Region consists of an area of 4,715 km² that straddles the Ottawa River, which serves as the boundary between the provinces of Ontario and Quebec. As of 2021, Ottawa had a city population of 1,017,449 and a metropolitan population of 1,488,307, making it the fourth-largest city and fourth-largest metropolitan area in Canada.

Ottawa–Gatineau is the only Census Metropolitan Area in the nation to fall within two provinces.

- **Lloydminster:** In 2021, the enumerated population of Lloydminster was 31,582 with 19,739 on the Alberta side of the city and 11,843 Saskatchewan side. The city receives financial grants from both provinces. These grants are generally based on the size of the population or an assessment basis in the respective sectors of the city, but in neither case do the provinces specifically stipulate the manner in which these grants may be used by the city.
- **Flin Flon:** As of the 2021 Census the population of Flin Flon was 5,099, of which 4,940 was in Manitoba and 159 in Saskatchewan. It is a mining city, located on a correction line on the border of the two Canadian provinces, with the majority of the city located within Manitoba.

US Municipalities

- **Kansas City:** In the United States, two separate cities - Kansas City, Kansas, and Kansas City, Missouri, each with its own mayor, city council, and electrical utility.
- **New Pine Creek** is a border town with a dual identity - California and Oregon. As of the 2010 census, it had a population of 120.

Key Observations on Social Policy from Similar Border Municipalities

- While municipal autonomy may exist, social policy is largely driven from a provincial/state jurisdictional perspective and the borders serve as the dividing line that determines a sharp contrast in either direction. For example, the *Housing Services Act, 2011* (HAS) of Ontario provides guidelines for social housing assistance in Ottawa while Société d'habitation du Québec leads the direction of housing in Gatineau. Additionally, there may be residency requirements for eligibility for social programs and services for residents.
- There are provincial transfers of programs and grants for facilitation and delivery of social policies to the municipalities whether they are entirely separate in one province or have dual jurisdictions. At the same time, the states/provinces often retain major responsibilities for financing and regulation of services, while sharing some responsibilities in service provision with the third sector including nonprofit organizations and co-operatives. Yet, there can be an unequal distribution of resources between municipalities of similar sizes or on each side of the border depending on the financial situation of each province or state.
- The provincial public policy in terms of the legislative and regulatory framework can enable or discourage the participation of non-public sectors such as the private sector. This may have a direct impact on municipalities' ability to undertake their own social policy programs. For example, if there are

fewer regulations on one side of the border, many businesses and civic organizations may prefer to work on that side.

- Border cities can also function as mechanisms of inclusion and exclusion - distinguishing between legitimate and illegitimate citizens (Veronis, 2013). As a result, it is important to examine the role of public institutions, including providers of social services, in bordering processes because they serve as sites of citizenship formation. The provision of social services to eligible citizens, which expanded under the welfare state, has been associated with the formation of national subjects (Brodie 2002).
- While primary responsibility for social policy development and delivery lies with the provincial government, there has also been direct involvement of some municipalities. For example, local inclusionary zoning by-laws that promote mixed-income housing, mixed-use development, and pedestrian-centered development create safe places for interaction and encourage interaction among people of different backgrounds to enhance social wellbeing.

Conclusion

The City of Lloydminster has embarked on the journey of creating a social policy framework that, by most accounts, wades into the complexity of multi-faceted decisions and values that determine individual and community well-being. The City further enjoys the distinction of being Canada's only border city with a single, unified municipal government straddling two provincial boundaries. In the social context, this provides a unique set of challenges and opportunities as social programs are generally within the legislative responsibility of provincial governments.

The literature on social policy provides clarity critical in establishing purpose, scope, roles, responsibilities, and significance of social policy in setting direction and parameters for a collective and enduring policy environment. Concepts deemed essential during the community scoping process have been affirmed by the literature:

- The Lloydminster SPF will deliberately include, and be driven by a broad cross-section of community individuals, stakeholders, and organizations as human needs extend beyond government
- The SPF acknowledges that social policy is not static – it is constantly evolving as human needs and conditions change and must therefore be adaptive in nature.
- Community conditions and priorities will change over time. The SPF needs to speak to underlying values, principles, and processes to assess, strategize, and evaluate these changes.
- The City of Lloydminster has a vital role to play as a champion and sponsor of the Social Policy Framework – not as the owner of its priorities, strategies, and outcomes but rather as a consistent and committed leader of the framework tool used to enhance the social wellbeing of its citizens.

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