A New Investment Framework & Priorities for FCSS Lethbridge

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By: Catherine Schissel & Melissa Innes

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I. Introduction

Today more than 80 percent of Canadians live in urban areas, making Canada the second most urbanized nation in the world. Globally, cities have become major drivers of economic activity. A nation's competitive advantage is directly related to the performance of its cities, not just economically, but socially and culturally as well. So in a global era, where the wired world allows instantaneous transfers of capital and information, paradoxically the importance of place is actually increasing. CPRN, http://www.cprn.org/theme.cfm?theme=26&l=en

The Changing Context in which FCSS Lethbridge Operates

Changes in how Canadians are living their lives have given rise to new social risks. These changes include: an aging society, new family structures and the work-family nexus, shifts in immigration, and intensification of challenges in Aboriginal communities. Labour market restructuring coupled with these other shifts have created a new set of risks that can be summarized in this way:

- An aging society and changing family structures means families can no longer provide care for children and vulnerable adults in the same ways as in the past.
- Whole categories of the Canadian population are confronting difficulties in achieving social inclusion. Newcomers to Canada and visible minorities face higher barriers to labour market integration and other forms of integration than in the past.
- Aboriginal peoples, living out the consequences of centuries of marginalization and mistreatment, require particular supports if they are to realize their full potential and achieve levels of well-being equivalent to those of other Canadians. ¹

Concurrently, political and economic factors are shifting more of the responsibility for society's less-fortunate members from federal and provincial governments to the non-profit sector and municipal governments, without transferring adequate funding to address the issues. Since the early 1990s, changing immigration patterns, structural shifts in the economy, changes in the labour market, affordable housing shortages, and a growing divide between our richest and poorest citizens have contributed to an increased demand for a range of social supports and interventions. These trends have been particularly evident in Alberta. Despite the positive economic climate and abundance of jobs in this province, burgeoning numbers of individuals and families find themselves precariously employed and housed, unable to properly feed their children, unable to obtain services and benefits and, according to recent reports, subject to racism, along with discrimination on the basis of religion.

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¹ Jane Jenson. 2004. Canada's New Social Risks: Directions for a New Social Architecture, CPRN Social Architecture Papers, Research Report F/43, pg. vii

At the same time many funders are moving toward strategic investments in response to these changes. Often these approaches focus on a specific population or social issue. The idea behind strategic investment strategies is to achieve equivalent social benefit with fewer dollars or to achieve greater social benefit with the same level of investment. This push to increase the impact of investments has resulted in the emergence of new and innovative ways to allocate funds.

II. The Cost of Not Addressing these Social Issues

What are the connections between a healthy society and the strength of the economy? We now have evidence that suggests that²:

- The major determinants of health are not medical care inputs and utilization, but cultural, social and economic factors – both at the population and individual levels;
- At the population level, there is evidence that societies with high levels of income and a relatively equal distribution of wealth enjoy a higher level of health status; and
- At the individual level, the immediate social and economic environment and the way that environment interacts with an individual's psychological resources and coping skills shapes health to a large extent. Investments designed to create a 'healthy society' that is, both healthy individuals and a high health status pay off in terms of economic productivity.

This link between social well-being and economic strength coupled with the emerging social assets and risks means that the role of Family and Community Support Services (FCSS) in supporting the overall well-being of individuals, families and communities will be increasingly important in the coming decade. The capacity of the FCSS teams across the province to more effectively invest in well-being, inclusion and participation will be key to longer term municipal viability. This is supported within the framework of the recently implemented City of Lethbridge's Integrated Community Sustainability Plan

III. Family and Community Support Services in Lethbridge

Family and Community Support Services (FCSS) is a program of the Government of Alberta, legislated in 1966, which provides funding on an 80%:20% cost-shared basis to municipalities and towns to develop, support, and/or fund preventive social services within their jurisdictions. In Lethbridge, the FCSS Program is managed by the Community and Social Development Group. In addition to service planning, the CSD Group initiates and coordinates the proposal call and funding requests from non-profit

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²See the following for examples, Dunn, James R. 2002. Are Widening Income Inequalities Making Canada Less Healthy? Paper prepared for the Health Determinants Partnership, www.opc.on.ca; Evans, Robert. 2002. Interpreting and Addressing Inequalities in Health, From Black to Acheson to Blair to...? London: Office of Health Economics. Julio Frenk, 2004. Health and the Economy, A vital relationship. OECD Observer No 243.

social and community agencies for the City of Lethbridge Community and Social Development Committee, a Standing Committee of Council. The Committee reviews the funding proposals and based on Social Policy, social assets and needs and the community priorities forwards recommendations to City Council for approval.

FCSS Lethbridge Mission

FCSS is a partnership between the province and the City of Lethbridge that develops community driven prevention social initiatives to enhance the well-being of individuals, families and the community.

FCSS Lethbridge Focus

Investment in prevention, early intervention and community development:

Prevention creating conditions or personal attributes that strengthen the healthy development, well-being, and safety of individuals across the lifespan, and/or communities, in order to prevent the onset or further development of problems in each of these domains. In the research-based risk and protection prevention paradigm, prevention occurs by reducing risk factors and increasing protective factors.³

Early intervention can mean intervening early and as soon as possible to tackle problems emerging for children, young people and their families or with a population most at risk of developing problems. Effective intervention may occur at any point in a child or young person's life. This includes both interventions early in life (with young children, including pre-natal interventions) and interventions early in the development of a problem (with children or young people of any age). It includes universal interventions that are offered to an entire population to prevent problems developing, and targeted interventions that are offered to particular children, young people and families with existing risk factors, vulnerabilities or acknowledged additional needs in order to protect them from developing problems or to reduce the severity of problems that have started to emerge.⁴

Community development can be seen as "the planned evolution of all aspects of community well-being (economic, social, environmental and cultural). It is a process whereby community members come together to take collective action and generate solutions to common problems." Community development is an important tool in mobilizing people to become engaged in their communities and with each other to work for change.

⁵ Flo Frank and Anne Smith. 1999. The Community Development Handbook, Human Resources and Development Canada, pg. 3.

³ See France, A.; Utting, D. 2005. "The Paradigm of Risk and Protection-Focused Prevention and its Impact on Services for Children and Families." Children and Society, 19, 77-90.

⁴ Caroline Sharp & Caroline Filmer-Sankey, August 2010. Early intervention and prevention in the context of integrated services, UK: Centre for Excellence in Outcomes in Children and Young Peoples Services, page 2.

Why FCSS is Important in Lethbridge

- FCSS funding and other community-based and corporate social system projects and initiatives are directly responsible for increased quality of life for many citizens of Lethbridge⁶.
- Programs contribute to quality of life, which is linked to economic potential and sustainability
- Prevention programs contribute to healthy individuals, families and community, which reduces the need for expensive crisis services, creates a healthy productive workforce, and results in less crime and family dysfunction.

Social Policy & FCSS

The creation of a social policy is an effective way for governments to set a framework for action and to clearly articulate what it hopes to achieve. As well, "effective economic policies are complementary to effective social policies in extending opportunities and mobilizing more assets than currently available. Equally, effective social policies are necessary to generate economic dynamism and contribute to flexible labour markets; to ensure that childhood experiences do not lead to disadvantage in adulthood; to prevent exclusion from the labour market and society; and to ensure a sustainable system of support for the elderly. Social policies must be pro-active, stress investment in people's capabilities and the realization of their potential, not merely insuring against misfortune".⁷

Social policy enables strategic investment in the social infrastructure and addresses the identification of complex issues in a methodical, tactical manner. Subsequent decisions and strategies related to social issues should demonstrate alignment with the policy vision and contribute to policy outcomes.

The Council of the City of Lethbridge has a broad mandate to provide good government, develop and maintain a safe viable community, and to provide services to the community. The City of Lethbridge Social Policy supports this mandate by establishing a clearly defined social vision for Lethbridge, clarifying core beliefs, articulating guiding principles, and describing desired outcomes. In addition, it details the roles and responsibilities of the various players and provides the framework to identify community priorities. The purpose of the Social Policy is to provide a framework and guidelines to facilitate the development of a social infrastructure that meets the needs of the citizens of Lethbridge. It is also the overall guiding framework in which FCSS operates and as such this funding framework and FCSS outcomes must align with the social policy.

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 $^{{}^{6}}_{}$ For examples see FCSS Annual Outcome Reports, Lethbridge Alberta.

⁷ Final Communiqué, 2005 Meeting of OECD Social Affairs Ministers, OECD 2005a.

FCSS Provincial Outcome Model

The following funding framework is aligned with Family and Community Support Services Outcome Model which was released in March 2012.

FCSS Outcome Model: Outcomes and Indicators

Overarching Goal: FCSS enhances the social well-being of individuals, families and community through prevention

Help people to develop independence, strengthen coping skills and become resistant to crisis

Help people to develop an awareness of social needs Help people to develop interpersonal and group skills which enhance constructive relationships among people

Help people and communities to assume responsibility for decisions Provide support that help sustain people as active participant in the community

Strategic Directions



Improved social well-being of individuals

Improved social well-being of families



Improved social well-being of communities

Outcome 1: individuals experience personal well-being Indicators: resilience, self-esteem, optimism, capacity to meet needs, autonomy, competence, personal engagement, meaning and purpose

Outcome 2: individuals are connected with others Indicators: quality of social relationships, social supports, trust and belonging

Outcome 3: children and youth develop positively

Indicators: developmental assets

Outcome 1: Healthy functioning within families Indicators: positive family relationships, positive parenting, positive family communication

Outcome 2: families have social supports Indicators: extend and quality of social networks; family accesses resources as needed Outcome 1: The community is connected and engaged Indicators: social engagement, awareness of community, positive attitudes towards others and the community

Outcome 2: Community social issues are identified and addressed Indicators: awareness of community social issues, understanding of community social issues, agencies and/or community members work in partnership to address social issues in the community

IV. City of Lethbridge Social Policy

Vision

We envision a city in which all individuals, families and communities have opportunities for healthy development leading to social well-being.

Core Beliefs

We believe that healthy development and social well-being occur when...

- All citizens are treated with dignity and respect.
- Diversity is recognized and viewed as an asset that enriches every aspect of people's lives.
- Disparities between groups are reduced such that all citizens have access to the basic necessities of life.
- All people have opportunity to participate in community life, contribute to society and develop their potential, irrespective of their age, race, religion, gender, sexual orientation or socio-economic position.
- Citizens experience a sense of belonging, acceptance and recognition.
- All citizens share in the responsibility of ensuring the quality of life within a community.

Guiding Principles

- People are a community's most valuable resource. Investments made in the development and support of people enhances the quality of community life in all its aspects.
- The City of Lethbridge and its citizens are best able to recognize and build upon community strengths. Similarly, service priorities can best be identified at the local level.
- Partnerships and collaboration between people, associations, institutions and government are fundamental to creating the momentum required for social change.
- Investment in prevention and early intervention enhances the well-being of individuals, strengthens families and benefits the community as a whole.
- Volunteerism is linked to positive outcomes for individuals and the community.

V. FCSS Lethbridge Investment Framework

This investment framework enables FCSS Lethbridge to be increasingly strategic in its investment decisions. It helps FCSS to be clearer about what kinds of programs and initiatives it will invest in; why it is making these kinds of investments; and, what FCSS hopes to achieve through the investments. The framework aligns the FCSS vision with financial investments and strengthens accountability. Ultimately, the investment framework will increase the social impact of FCSS efforts to improve quality of life for everyone living in Lethbridge.

Goal

Strong, healthy individuals and families, and a welcoming and inclusive community.

The City of Lethbridge FCSS is working to create strong healthy individuals and families, and a welcoming and inclusive community. Some of the key elements of strong healthy individuals and families are:

- Families and individuals have sufficient resources to support their well-being and resilience
- Children/youth are ready for and attend school
- Young people transition successfully to adulthood
- Families are cohesive and have family management skills conflict resolution, problem solving
- Families enjoy healthy, multi-generational family relationships
- Families practice positive parenting
- Families and individuals are physically and emotionally healthy
- Families and individuals have healthy relationships, and are engaged with others and the wider community

The City of Lethbridge FCSS is also working to build a welcoming and inclusive community. Elements of a welcoming and inclusive community:

- People have a positive perception of their community/city
- People are able to actively participate in community life
- People have positive experiences and relationships with diverse community members
- The community is welcoming and supportive to everyone

Guiding Principles for the Investment Framework

- 1. Makes long term positive improvements in the lives of people
- 2. Aligns FCSS vision with financial investments and social change efforts
- 3. Increases the impact of the investments in the community
- 4. Increases accountability for and communicates the impact FCSS is having in the community.

Focusing on Prevention

Prevention is defined as efforts that create conditions or personal attributes that strengthen the healthy development, well-being, and safety of children, families, individuals, and/or communities, and prevent the onset or further development of problems in each of these domains. Prevention occurs by reducing risk factors and increasing protective factors. Risk factors are conditions or variables associated with a lower likelihood of positive outcomes and a higher likelihood of negative or socially undesirable outcomes. Protective factors have the reverse effect: they enhance the

likelihood of positive outcomes and lessen the likelihood of negative consequences from exposure to risk⁸.

VI. **FCSS Community Priorities**

FCSS will work towards creating strong healthy families and individuals, and a welcoming, inclusive community by focusing on three focus priority areas:

- Well-being and resilience
- Social inclusion and cohesion
- Access to effective community services

Well-being and Resilience

FCSS will support programs and initiatives that support well-being and resilience in individuals, families and communities. The Canadian Index of Well-Being describes wellbeing as "the presence of the highest possible quality of life in its full breadth of expression focused on but not necessarily exclusive to: good living standards, robust health, a sustainable environment, vital communities, an educated populace, balanced time use, high levels of democratic participation, and access to and participation in leisure and culture" (http://ciw.ca/en/WellbeingInCanada/WhatIsWellbeing.html)

Along with supporting programs that build well-being, FCSS is also interested in building resilience. Resiliency is the capability of individuals, families, groups and communities to cope with and overcome adversity or stress in healthy and productive ways and to build their ability to respond to future challenges⁹.

Although the ultimate goal of FCSS funding is comprehensive well-being, the focus of FCSS activities is on the promotion of the skills and knowledge required for individuals and families to build on their strengths, address challenges, cope with adversity and increase their capacity to care for themselves and others.

Capacity building is the enhancement of skills, resources, knowledge and abilities to address both immediate needs and support the achievement of long-term change.

Capacity can be built at four levels:

- 1. Individual capacity: skills, abilities, resources & knowledge to enhance wellbeing, participation in society and self-sufficiency across the lifespan.
- 2. Family capacity: skills, abilities, resources & knowledge to enhance parenting, family management and support cohesion.

⁸ See France, A.; Utting, D. 2005. "The Paradigm of Risk and Protection-Focused Prevention and its Impact on Services for Children and Families." Children and Society, 19, 77-90. Jessor, Turbin and Costa F.M. "Risk and protection in successful outcomes among disadvantaged adolescents" 1998

⁹ For more information on Resiliency, see www.ResiliencyCanada.ca

- 3. Organizational capacity: the ability of non-profit organizations to effectively address client needs and respond positively to complex social issues, this includes organizational and leadership development.
- 4. *Community capacity*: collective ability of community members to engage in decision making, find solutions to community problems, and collectively influence higher-level change.

Building the capacity of individuals, families, and communities to care for themselves and meet their needs is a critical approach to building sustainable social change and individual, family and community well-being. FCSS is committed to a prevention approach that builds individual and family capacity by increasing "protective factors" and decreasing 'risk factors'. This prevention approach – referred to as a "risk and protection paradigm" defines prevention as initiatives that create conditions or personal attributes that strengthen the healthy development, well-being and safety of children, families, individuals (protective factors) and/or communities and prevent the development of problems in each of these domains (risk factors). See the following tables for some examples of risk and protective factors for families, children & youth and individuals & older adults.

Risk factors for families	Protective factors for families
 Parental lack of education, job skills Family isolation/frequent moves Parental separation/divorce Teen parenting, lone parenting Inadequate parental knowledge about caring for selves/children (e.g., nutrition, health, education) Lack of child supervision, poor disciple practices Poor parental mental/physical health, addictions, criminal involvement 	 Parental employment in full-time jobs with benefits Access to social assistance and other concrete economic supports in times of need Affordable, quality housing, childcare, transportation Participation in recreation, leisure and cultural facilities/programs Parental resilience Positive social and family connections and networks Ethno-cultural pride Achievement orientation Positive parenting practices

Risk factors for children & youth	Protective factors for children & youth
 Living in a stressed family with multiple challenges Living in chronic low income Experience of abuse/neglect, experience with the child welfare system Early experimentation with drugs, alcohol, sexual activity Low parental expectations/low personal aspirations Experience of racism, discrimination, trauma Negative peer influence Excessive unstructured or unsupervised use of time Working more than 20 hours a week Poor academic performance, cognitive deficits 	 Living in a high functioning family Secure emotional bonds/attachment with parents/caregivers Positive peer relationships & friendships Positive adult mentors and role models High social competence and sense of identity, leadership skills Engagement in school and community Quality and culturally-responsive early childhood education Participation in extracurricular activities, particularly with a positive child/youth development focus

Risk factors for individuals & older adults	Protective factors for individuals & older adults
 High school drop out Low literacy/numeracy skills Lack of relevant employment skills; low income Lack of personal and community life skills Lack of Canadian work experience, English language skills Marriage/family breakdown; death of a spouse Low self-esteem; sense of belonging Poor physical health Living alone Experience of racism, discrimination, trauma 	 Post-secondary education Adequate literacy an numeracy skills Lifelong learning Access to social assistance and other economic/personal supports Family and social support networks Being married or secure relationships High social competence/interpersonal skills/life skills Sense of belonging and engagement in the community

Social inclusion and cohesion

Social isolation is a growing problem in many communities, and it is especially prevalent with more marginalized individuals and families – those people and families that do not have the connections, resources and/or capacity to actively engage with others and with their communities. Social isolation is defined as the absence of social interactions, contacts, and relationships with family and friends, neighbours, and the broader society. Social isolation contributes to a range of challenges, including mental health issues, poor health outcomes, and family dysfunction. To address social isolation one must become engaged with others. FCSS will support programs and initiatives that build

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¹⁰ Berg, R.L; Cassells, J.S 1992. The Second Fifty Years: Promoting Health and Preventing Disability. (Washington, DC: National Academy Press), p. 243.

connections between people and ultimately work toward creating a socially inclusive society. A socially inclusive society is defined as one where all people feel valued, their differences are respected, and their basic needs are met so they can live in dignity.¹¹

The first step to creating a socially inclusive community is to increase social ties and connections. Increasing social ties requires fostering connections between people, communities and resources that support successful individual, family and community development. The Government of Canada's Policy Research Initiative noted that "people with extensive social connections linking them to people with diverse resources tend to be more 'hired, housed, healthy and happy." People who do not have these social connections tend to be more socially isolated and at increased risk of health problems, poverty and social exclusion. By increasing connections with a focus on increasing social cohesion and inclusion, much can be done long-term to prevent the negative effects of social exclusion, isolation and marginalization that contribute to vulnerable groups' entrenchment in poverty. See below for some examples of risk and protective factors for social inclusion.

Risk factors for social inclusion	Protective factors for social inclusion
 Lack of transportation Lack of amenities (e.g., schools, banks, grocery stores, parks) Lack of economic opportunities/chronic unemployment, underemployment, or working two jobs Poor neighbourhood design, poor housing conditions Lack of safe, accessible community spaces Racism 	 Community economic development opportunities and places for social interaction throughout the community Sense of community Arts, cultural and community activities community organizations/networks Access to parks and recreation Programs that meet community needs and desires and that have community input Opportunities and places for social interaction Community organizations and networks with high participation Community leaders who share power and seek to include everyone

Access to Effective Community Services

To ensure that individuals and families are strong and healthy there must be an accessible network of effective services for people who require supports. Accessible services refer to services that are 1) physically accessible, 2) culturally and age appropriate, 3) welcoming, 4) non-discriminatory, and 5) affordable. Effective services refers to services that have proven their ability to meet client needs (this is usually done by outcome evaluation or other program evaluation), it also includes providing timely and cost effective services. For FCSS, ensuring access to effective services will require three strategies: 1) strengthening the capacity of agencies to provide effective services.

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 $^{^{11}}$ Quoted in Victoria Health. 2005. Research Summary 2 Social inclusion as a determinant of mental health & wellbeing.

¹² Policy Research Initiative. 2005 Social Capital: A Tool for Public Policy. Social Capital Briefing Note. (Ottawa, On).

FCSS will provide support to agencies to build their own capacity to deliver accessible and effective services. Provide leadership in the development and understanding of best and promising practices, and support evaluations and program enhancement. 2) FCSS will work with others to provide a comprehensive network of services and supports for those people who require them. FCSS will help to minimize gaps in services (through support for partnerships and collaboration). 3) Finally, FCSS will work to ensure access to information and referrals so that those most in need of services and supports know about what is available and are able to access what they need in a timely manner. See below for some examples of risk and protective factors for effective services.

Risk factors for effective services	Protective factors for effective services
 Competition for funding among service providers Government focus on fiscal restraint Punitive public attitudes towards the marginalized and vulnerable groups and individuals Limited internal capacity of agencies to engage in research & evaluation Insufficient services to meet need Lack of coordination of services 	 Coordinated, integrated system of non-profit service delivery Strong government health and social services Sufficient funding for non-profit organizations Recognition of root causes of social problems Access to sufficient capacity supports for agencies

FCSS Target Populations

FCSS believes that all people in Lethbridge have the right to access the services and supports they need to flourish. However with limited resources and growing demand FCSS will focus their funding on programs and services that strengthen resiliency in and increase people's chances of success.

VII. FCSS Outcomes

Working within the broader prevention framework and in alignment with FCSS eligibility criteria, the following outcomes have been developed and approved by the Community and Social Development of City Council. Overtime, FCSS funded agencies will be expected to deliver programs and services that are aligned with and contribute to one or more of these five outcomes.

- 1. Individuals & families have the capacity to care for and nurture themselves and others
- 2. Children & youth have healthy relationships and engage with their community
- 3. Successful aging in place
- 4. Individuals & families have positive social ties
- 5. Communities are welcoming and inclusive

Please refer to page 5 for alignment to Provincial FCSS Outcomes.

Outcomes & Associated Indicators

Indicators are used to assess the progress being made toward intended outcomes. Indicators are concrete measures that allow one to understand if they are having a measurable impact in identified areas. In the case of Lethbridge FCSS the indicators measure the results being achieved in the areas of individual and family capacity; social ties; healthy relationships; aging in place; inclusive communities; and community engagement. The following table outlines the key FCSS outcomes and associated indicators.

Outcomes	Indicators
Individuals & families have	Parenting skills
the capacity to care for	Family management skills
and nurture themselves	Coping skills
and others	Capacity to manage crisis
	Relationship skills
	 Incidence of family violence
Children & youth have	 Presence of appropriate social skills
healthy relationships and	 Presence of positive peer relationships
engage with their	 Presence of positive adult relationships
community	Youth participation in community activities
	Youth civic engagement
Successful aging in place	 Access to appropriate supports
	 Presence of multi-generational relationships (family, peer and
	other generations)
	 Participation in community activities
	Civic engagement
Individuals & families have	 Presence of support from friends and family (bonding)
positive social ties	 Presence of relationships with wider community members
	(bridging)
	Participation in community activities
Communities are	 People feel good about their community
welcoming and inclusive	People learn about other cultures in their community
	 Participation among newcomers, new Canadians and
	Aboriginal People
	 Levels of racism and discrimination
	Levels of Volunteering
	 Resident participation in community decision-making

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