

REGIONAL MUNICIPALITY OF OTTAWA-CARLETON  
MUNICIPALITÉ RÉGIONALE D'OTTAWA-CARLETON

REPORT  
RAPPORT

Our File/N/Réf.  
Your File/V/Réf.

DATE 3 January 1997

TO/DEST. Co-ordinator  
Community Services Committee

FROM/EXP. Commissioner, Social Services Department

SUBJECT/OBJET **1997 COMMUNITY SERVICES DIVISION  
FUNDING RECOMMENDATIONS**

**DEPARTMENTAL RECOMMENDATION**

**That the Community Services Committee recommend Council approve the 1997 funding allocations to community organizations, as described in Annexes A to D, attached.**

**PURPOSE**

The purpose of this report is to recommend funding allocations for 1997 for Day Programs, Food Programs, Community Resource Centres and Counselling and Sustaining Grant agencies.

**BACKGROUND**

The Social Services Department provides purchase of service funds to social service agencies, community resource centres, day programs and food programs to purchase a variety of counselling, crisis and advocacy services for low income persons. Project grants are also provided, on a one year basis, for new initiatives, projects and time-limited programs. Over time, the Department has worked in partnership with community organizations, clients and other funders to establish funding priorities and to be responsive to changing community needs.

As recently as 1995, the total funding provided to community organizations within the Department's Community Services envelope was in excess of \$7.6 million. The Region's support to the strong network of social services existing today is demonstrated by its financial contribution to these services. The Region has contributed approximately \$6.5 million annually to community services funding. Until 1995, the Ministry of Community and Social Services provided over \$1 million for counselling and day programs.

On Oct. 5, 1995 the Department received notification from the Provincial Government that the Provincial contribution to the Region of more than \$1 million for counselling and day programs would be eliminated effective Dec. 31, 1995. The elimination of the Provincial dollars represented a 13.4% reduction to the Department's Community Services funding for services purchased on behalf of low income residents.

The Social Services Department's funding reduction strategy described below attempted to minimize the negative impact of these reductions as much as possible.

The Social Services Department proposed that funding decisions be guided by Regional priorities, reflecting the needs and expectations of the Ottawa-Carleton community, rather than allowing the Provincial government to determine local priorities. Therefore, the Department proposed that the reduction in funding be allocated across the entire Community Services funding, according to Regional priorities, rather than simply reducing the counselling and day programs budgets as intended by the Province. The Department developed a set of principles to deal with the Provincial funding reductions and met with all agencies receiving Community Services funding to inform them and to seek agreement to funding reduction strategies within the Community Services Funding envelope.

The Social Services Department adhered to the following **principles** in developing its strategy to deal with the Provincial funding reductions:

- the focus will remain on services to low income residents;
- service survival is the main priority, not agency survival;
- services should continue to reflect diversity of race, gender, language, etc.;
- the focus will be on "viable" agencies;
- alternative ways to serve clients which may result in agency restructuring, amalgamation, etc. should be identified and
- the Department will facilitate and support agencies to change their agency structure or service delivery.

The Department recommended that the funding available to support food distribution, day programs and community resource centres be maintained. Funds to ensure ongoing distribution of food recognizes the increasing difficulties faced by social assistance recipients and many other low income persons and families to pay for all of their basic needs with limited incomes.

The Department recommended that funding at the current levels for day programs is a priority as these programs provide a safe shelter to the homeless during the daytime and personal support and help with day to day problems for the most vulnerable persons in our community.

In order to ensure that a solid social service foundation is retained in the community following the implementation of the range of provincial reductions, the Department recommended that Regional funding for 13 community resource centres situated throughout Ottawa-Carleton be maintained to the greatest extent possible. However, it was necessary to recommend a 2.5% reduction to Community Resource Centre funding. The Centres provide leadership and support in assisting their communities and other social service organizations to develop alternate strategies for survival of services.

In order to achieve the reduction in funding of over \$1 million, while maintaining current funding for food distribution, Day Programs and Community Resource Centres, the Department recommended a reduction of approximately 35% in the allocations to the Counselling and Sustaining Grants funding envelopes which totalled more than \$2.4 million to 35 agencies. In response to the Department's request to these groups for proposals as to how to achieve these reductions, many agencies responded in partnership with other organizations with a wide range of creative options.

The Department proposed to reduce the Project (one year) Grant funds by approximately 18 percent. The Department also proposed that a portion of the One Year Grant funding be set aside in 1996 only to assist agencies in transitional stages of changing service delivery or amalgamation with other agencies (as examples), with the remainder \$363,500 to be allocated for 1996 as earlier advertised to the community. The availability of the Project Grants allowed the Department to respond to emerging and urgent needs and were particularly important in 1996 as the community adapted to the many changes introduced by the Provincial Government.

#### 1997 Allocations Recommendations:

The balance of this report describes the recommended allocations to agencies in greater detail.

#### Day Programs

Day Programs offer a safe, supportive, drop-in environment to homeless and vulnerable persons in our community. The program received cost-sharing from the Provincial Government to the end of December 31, 1995 although there had been no increase in funding for Day Programs by the Province for 1993 or 1994. However, in recognition of the program as a priority service, Regional Council approved additional Regional funding each year in 1993, 1994 and 1995 for meal programs in 3 of the Day Programs, for evening drop-ins in 2 of the programs and for additional resources for all the Day Programs. Effective 1996, the Province terminated its cost sharing of Day Programs, with the Region assuming 100% funding. For 1996, Regional Council determined Day Programs to be a funding priority and approved that no reductions be applied to the Day Programs and that funding be maintained at the same level as 1995.

During 1996, the Department worked together with the Day Program Centres to review services and identify alternative ways of managing changes to accommodate increased client demands and of meeting emerging needs within the resources available. A set of criteria has been established by the Department and the Day Programs to serve as a tool to facilitate the process of sharing resources, undertaking joint ventures and/or amalgamating services. This criteria may be applied to deal with any changes in the funding envelope and, overtime, to attain equitable funding across the Day Program Centres. The Department recommends that funding for 1997 remain at the level of 1996 (see Annex A).

### Food Programs

Food Programs distribute grocery items to individuals and families in need of food. In 1993, at Council's direction, a total of \$120,100 was transferred from One Year Grants to establish a Food Program budget for 9 Food Programs. Since that time, 2 of the original programs closed. Regional funds have been added to this budget in 1994, in 1995 and in 1996 to respond to increasing client needs. An additional 4 Food Programs were added to the budget in 1996. A Time-Limited Contractual Agreement renewal is under way with the 7 original programs and includes an evaluation component. A Time-Limited Contractual Agreement is also under way with the 4 new programs.

In June 1996, Community Services Committee directed the Social Services Department to develop an objective formula to assess funding allocations for 1997. These criteria were approved by Committee in September 1996 and the recommendations for 1997 derive from these applied criteria. The implementation of the newly approved criteria results in substantial funding reductions for some of the programs (see Annex B).

Please note that the funding allocations to Kanata and Pavilion represent the agencies' request and are less than entitled according to criteria.

In addition, Debra Dynes is serving an area previously covered by Caldwell. Caldwell is agreeable to reallocate a portion of its entitlement according to criteria so that Debra Dynes' funding allocation represents no decrease from 1996.

The 22% reduction in social assistance benefits in the fall of 1995 means that there is approximately \$35 million less available for food to low income residents of this community. This and other factors impact on the increasing need for Food Programs. Annex B contains the details on recommended funding allocations to Food Programs for 1997.

The following motion was tabled on September 20, 1996:

“That \$20,000 be provided from the Provision for Unforeseen to be distributed among the Debra Dynes Community House food program, the Dalhousie Food Action Group, the Emergency Food Centre and the Gloucester Food Cupboard as a pre-commitment to the 1997 budget, to be allocated by staff”.

Should the \$20,000 be approved, the Department proposes to develop recommendations for the allocation to present to Community Services Committee.

### Community Resource Centres

The Department provides Regional funding to support core functions and related core costs to 13 Community Resource Centres across the Region.

In the fall of 1992, Regional Council approved a 3 year plan to achieve equitable levels of funding across the Centres within approved guidelines. These guidelines determined that the maximum core grant for a Centre could range from \$270,085 to \$308,585 (1992 dollars). The core grant is intended to provide funding for core functions of coordination, reception, office management, crisis management and community development and related costs including the actual rental and operating costs for 2,300 square feet of space.

Equitable funding does not necessarily mean equal funding. While the approach to funding all 13 Centres is consistent, budget allocations differ based on availability of other funding, property rent based on geographic availability and market values, etc.

Between 1993 and 1995 a total of \$554,910 additional dollars was added to the Community Resource Centre budget and in 1995, equitable funding among Centres was achieved based on current requirements and funding availability. As a result of Provincial funding reductions to the Community Services funding in 1996, the Community Resource Centre budget was reduced by \$75,750 or 2½% for each Centre.

The Region's investment in Community Resource Centres has contributed to a flexible, responsive, community based, geographically distributed network of social and health services providing a range of direct services, advocacy and community development. It is expected that this network will provide strong leadership and support not only to their immediate communities, but to agencies and the Region as a whole, particularly in this time of fast change and increasing pressures on low income residents. The Department recommends that funding for 1997 remain at the same level as 1996 (see Annex C).

In response to a community request for new Community Resource Centre services in the South Ottawa/Gloucester area, Community Services Committee, on March 7, 1996, passed the following motions:

“endorse in principle the proposal made by the South East Ottawa and Gloucester Community Resource Action Team (SOGCRAT), in recognition that there is a need for community resource centre services in this area of the Region;” and

“direct staff to investigate the possibility of allocating partial interim funding to SOGCRAT in partnership with the South East Ottawa Centre for a Healthy Community and the Gloucester Centre for Community Resources in order to assure that critical programs and services are offered in this area.”

Two Community Resource Centres, the South East Ottawa Centre for a Healthy Community and the Gloucester Centre for Community Resources, are currently collaborating with the South Ottawa/Gloucester Community Resource Action Team (SOGCRAT) to provide services into the communities which SOGCRAT identified as not currently served by either Centre. These areas include Hunt Club/Riverside, Hunt Club Park and Mooney's Bay. In addition, all Community Resource Centres, particularly those receiving Provincial funding for Region wide programs, will collaborate to offer services in the SOGCRAT communities.

The Department is recommending that \$20,000 be provided to SOGCRAT in 1997 in order to support resource development in this community. The \$20,000 is contained within the Administration budget of the Community Services Division.

On March 7, 1995 Committee also approved the following motion:

“direct that staff, prior to compiling recommendations for the 1997 budget, go to existing CRC's to re-evaluate their boundaries and financing to ensure that all areas of need have service available and make recommendations to increase this funding envelope.”

In response to this motion, the 13 Community Resource Centres have identified the following areas within the Region which fall outside the current geographic boundaries of the Centres; Lindenlea, New Edinburgh, Rockcliffe Park, Osgoode Township, Rideau Township and Hunt Club/Riverside, Hunt Club Park and Mooney's Bay.

The Centres' Executive Directors have agreed to recommend to their Boards that their Centres ensure services are available to those communities not currently served, whose residents are most in need. More specifically, the Community Resource Centres of Vanier, Lowertown and Overbrook-Forbes will serve Linden Lea, Rockcliffe Park and New Edinburgh. The Townships of Osgoode and Rideau could be served by the Community Resource Centres of Goulbourn, Kanata and West Carleton, Nepean Community Resource Centre and Cumberland Community Resource Centre. Hunt Club/Riverside, Hunt Club Park and Mooney's Bay will receive service from the South East Ottawa, Gloucester and Carlington Centres in collaboration with SOGCRAT. Additionally, all Centres will collaborate to offer services Region wide where Provincial funding permits.

The 13 Community Resource Centres will continue to review their current geographic boundaries to ensure that the service needs of those most in need across the Region are met.

It should be noted that Centres are operating within reduced budgets and will not be able to ensure that all service needs in all communities are met.

### Counselling Agencies and Sustaining Grants

The Department purchases individual, family and group counselling, crisis intervention, planning and advocacy and other social services from a variety of social service organisations to support low income persons. The Counselling program received cost sharing from the Province until December 31, 1995. With the discontinuation of the cost sharing by the Province, the Region has assumed 100% funding for both Counselling and Sustaining Grant agencies.

The 25 agencies currently funded through the Region provide a range of services which respond to emerging community needs and Regionally defined priorities. The funding envelope of this program sustained the largest reduction in 1996. The Department and the respective agencies have jointly developed options to preserve services to the extent possible and as a result a range of options including sharing arrangements, amalgamation of services and/or adapting new ways of delivering services have been put in place.

These arrangements have resulted in preservation of services, new ways of delivering services and strengthened networks. Furthermore these arrangements have improved access to their services by the priority groups including the Aboriginal groups and racial minority groups which is consistent with the Department's funding priorities.

The following are examples of new working relationships created by agencies and supported by the Department:

The Department recommends that funding be maintained at the 1996 level for the Family Services Centre of Ottawa-Carleton. Through the 1996 budget process the Family Service Centre has worked out an arrangement with the Aboriginal Women's Support Centre to reallocate approximately 33% of existing Regionally funded Family Service Centre resources to support a full time social work position to serve aboriginal clients in both agencies. The arrangement provided opportunities to build a partnership between the two agencies and to facilitate access to professional counselling services for aboriginal groups.

The outcome of this partnership indicates that it has positive impact on both agencies. The Aboriginal Women's Support Centre benefited by building its capacity to provide professional counselling services for its clients while the Family Service Centre developed its capacity to provide services for Aboriginal communities.

The Department recommends that funding be maintained at the 1996 level for the Catholic Family Service of Ottawa-Carleton. Through the 1996 funding process the Catholic Family Service received a 13% reduction in its funding. This represented an amount of \$ 28,872 which was previously designated for a special initiative with the Catholic Immigration Centre to ensure appropriate referrals of refugees and immigrants and their families and to improve counsellors' abilities to provide culturally sensitive counselling. These two agencies managed the reductions and maintained the initiative within existing resources. The Catholic Family Services reallocated approximately 23 % of existing Regionally funded Catholic Family Services resources to support a full time counsellor position to serve immigrants and refugees in both agencies. Cultural interpretation is provided for clients with language requirements other than french or english. The outcome of this arrangement indicates that refugees and immigrants have access to professional counselling services and the two agencies benefited through building each other's capacity. The Catholic Family Services is integrating the service delivery component in its regular program.

The Department recommends that funding be maintained at the 1996 level for the Jewish Family Services of Ottawa-Carleton. Through the 1996 funding process the Jewish Family Services reallocated Regionally funded resources within the Jewish Family Services to support the Centre for Somali Family Services to achieve more ongoing stability in the community. This arrangement provided opportunities to build the capacity of the Centre for Somali Family Services to provide counselling and related services for its community and to improve access to professional counselling services for the Somali community.

Currently the Department provides funding to three agencies which provide culturally and racially specific counselling and personal support services in 15 to 20 different languages. There are already a number of collaborative efforts between these agencies and with other agencies across the Region. These organisations, namely the Asiatic Counselling program of the Somerset West Health Centre, the Ottawa Chinese Community Services and the Ottawa Carleton Immigrant Services Organisation (OCISO) have reviewed their services. They each sustained 10% reductions for 1996 and managed to deal with the reductions by adapting, changing/modifying the delivery of their services.

The Department recommends that funding be maintained at the 1996 level for the Emily Murphy Non-Profit Housing Corporation. Previous to 1996, Regional funding was allocated to the Zonta Centre for the provision of counselling services to young single parents on low income. The Zonta Centre, which closed its doors at the end of 1995 due to funding cuts, was part of the Young Single Parent Network which includes Emily Murphy Housing. The funding allocation to Emily Murphy Housing helps ensure the provision of counselling services to the young single parent population.

All other counselling agencies sustained reductions of 10% to 40% in their funding for 1996. The reductions required these agencies to change service levels, prioritize services and adapt the delivery of services. Although the agencies have been able to deal with the reductions in creative ways, they all continue to be challenged by the increased demands and emerging needs which resulted from the reduced social assistance and changes in the social services. The Department recommends that funding for these agencies be maintained at the 1996 level (see Annex D).

Three organizations; the Aboriginal Women's Centre, the Canadian Mental Health Association and the Somali Centre for Youth, Women and Development have been recommended to receive funding in 1997 as the third year of implementation of reallocation of funding from the Youth Services Bureau (Youth Funding Strategy 1994).

*Approved by  
Dick Stewart*

LC/lw

Attachment

**Annex A****DAY PROGRAMS**

<b>AGENCY</b>	<b>1996 Approved</b>	<b>1997 Recommended</b>	
	<b>\$</b>	<b>\$</b>	<b>% inc/dec</b>
Centre 454	232,242	232,242	0%
St. Joe's Women's Centre	176,420	176,420	0%
Caldwell Family Services	99,478	99,478	0%
The Well	112,892	112,892	0%
St. Luke's Lunch Club	100,146	100,146	0%
Centre 507	101,181	101,181	0%
Hope Centre	80,831	80,831	0%
Youth Services Bureau	<u>650,000</u>	<u>650,000</u>	0%
	<b>\$1,553,190</b>	<b>\$1,553,190</b>	

**Annex B****FOOD PROGRAMS**

<b>AGENCY</b>	<b>1996</b>	<b>1997</b>	
	<b>Approved</b>	<b>Recommended</b>	
	<b>\$</b>	<b>\$</b>	<b>% inc./(dec.)</b>
Caldwell	16,785	30,250	80.2%
Cumberland	17,000	15,000	-11.8%
Dalhousie	32,538	22,920	-29.6%
Debra Dynes	10,000	10,000	0.0%
Emergency Food	33,893	22,240	-34.4%
Gloucester	23,728	19,640	-17.2%
Heron	10,500	20,330	93.6%
Kanata	6,393	8,000	25.1%
Overbrook-Forbes	20,000	22,920	14.6%
Parkdale	22,063	21,300	-3.5%
Pavilion	1,200	1,500	25.0%
	<b>194,100</b>	<b>194,100</b>	

**Annex C****COMMUNITY RESOURCE CENTRES**

<b>AGENCY</b>	<b>1996</b>	<b>1997</b>	<b>% inc/dec</b>
	<b>Approved</b>	<b>Recommended</b>	
Carlington	229,125	229,125	0.0%
Centretown	106,533	106,533	0.0%
Cumberland	258,386	258,386	0.0%
Gloucester	243,750	243,750	0.0%
Goulbourn, Kanata, West Carleton	263,573	263,573	0.0%
Lowertown	249,012	249,012	0.0%
Nepean	269,280	269,280	0.0%
Overbrook-Forbes	258,556	258,556	0.0%
Pinecrest-Queensway	256,658	256,658	0.0%
Sandy Hill	35,564	35,564	0.0%
Somerset West	257,537	257,537	0.0%
Southeast Ottawa	263,068	263,068	0.0%
Vanier	263,208	263,208	0.0%
<b>TOTAL</b>	<b><u>\$2,954,250</u></b>	<b><u>\$2,954,250</u></b>	

## Annex D

## COUNSELLING AND SUSTAINING GRANTS

AGENCY	1996	1997	0% inc/dec
	Approved	Recommended	
	\$	\$	
Aboriginal Women's Centre (Youth)	0	36,220	
Action-logement Centre d'information - Region d'Ottawa-Carleton	23,931	22,974	-4.0%
Asiatic Counselling	74,914	74,914	0%
Big Brothers	12,575	12,575	0%
Big Sisters	64,075	62,576	-2.3%
Canadian Mental Health Assoc. (Youth)	17,417	19,062	9.4%
Carlington Community & Health Centre (Youth)	28,500	29,730	4.3%
Catholic Family Services	192,365	192,365	0%
Centre 454	37,743	37,743	0%
Centre de Ressources de la Basse-Ville (Youth)	18,770	24,050	28.1%
Citizen Advocacy	10,000	10,000	0%
Community Information Centre	26,502	26,502	0%
Distress Centre	18,746	18,746	0%
Elizabeth Fry Society	16,732	16,732	0%
Emily Murphy Non-Profit Housing Corporation	12,696	12,696	0%
Entraide Budgétaire	28,282	28,282	0%
Family Service Centre	132,390	132,390	0%
Family Service Centre on behalf of Regional Co-ordinating Committee to End Violence Against Women (RCCEVAW)	52,380	50,285	-4.0%
Food Bank	11,350	11,350	0%
Gloucester Youth Program	14,948	14,948	0%
Housing Help Corporate/Aide-logement Ottawa-Carleton	93,166	89,439	-4.0%
Jewish Family Services	62,838	62,838	0%
OCISO	65,401	65,401	0%

**Annex D****COUNSELLING AND SUSTAINING GRANTS**

<b>AGENCY</b>	<b>1996 Approved</b>	<b>1997 Recommended</b>	
	<b>\$</b>	<b>\$</b>	<b>0% inc/dec</b>
Ottawa Chinese Services	36,000	36,000	0%
Pinecrest-Queensway H&CS (Youth)	41,313	41,313	0%
Pink Triangle	13,866	13,866	0%
Rape Crisis Centre	17,000	17,000	0%
School Breakfast Program	62,500	62,500	0%
Somali Centre for Youth, Women and Development (Youth)	0	37,125	
Tele-Aide Outaouais	11,070	11,070	0%
Women's Action Centre Against Violence	101,874	97,799	-4.0%
Youth Services Bureau	470,000	390,000	-17.0%
	<b>\$1,769,344</b>	<b>\$1,758,491</b>	

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