

MINUTES  
COMMUNITY SERVICES COMMITTEE  
REGIONAL MUNICIPALITY OF OTTAWA-CARLETON  
CHAMPLAIN ROOM  
06 FEBRUARY 1997  
9:00 A.M.

PRESENT

Chair: M. Meilleur

Members: M. Bellemare, R. Cantin, L. Davis, D. Holmes, A. Loney, B. McGarry, A. Munter,  
D. Pratt

CONFIRMATION OF MINUTES

**That the Community Services Committee confirm the Minutes of the meeting of 16 January 1997.**

CARRIED

---

Notes: 1. Underlining indicates new or amended recommendations approved by Committee  
2. Reports requiring Council consideration will be presented to Council on 26 February 1997 in Community Services Report 43.

### REGULAR ITEMS

1. 1997 DRAFT OPERATING ESTIMATES, COMMUNITY SERVICES COMMITTEE

---

- Committee Co-ordinator report dated 15 January 1997

Opening comments by Councillor M. Meilleur, Chair, Community Services Committee:

Chers collègues,

As we undertake our budget discussions on community services at the Regional government, I would like us to take a moment to put certain social and health realities in perspective.

#### Child Poverty

In 1990, the Federal Government took a commitment to eliminate child poverty in Canada by the year 2000. Seven years later, child poverty is more predominant than ever. Here in Ottawa-Carleton, more than 25,000 children live in poverty. I am sure that you will agree with me that this is totally unacceptable.

La pauvreté chez les enfants exige une action radicale et urgente. Je me réjouis de la recommandation du Forum national sur la santé rendue publique mardi dernier en faveur d'une action gouvernementale rapide.

Join me in lobbying Federal and Provincial governments for quick and decisive action in support of children in poverty. Let's remember that a public investment to reduce and eliminate child poverty is an investment in our health care system, in our school system and in our community as a whole. The same can be said for the public funding of daycare where professional detect socio-affective or health problems in early childhood.

The well-being of children is the responsibility of all citizens and all levels of governments. A united effort, totally centered on the needs of children, is the only way out of what we can now call the "child poverty" crisis.

En effet, seule une action concertée, totalement centrée sur le bien-être de l'enfant, nous sortira de ce qu'il convient maintenant d'appeller la "crise de la pauvreté" chez les enfants.

### **Provincial Devolution**

Another reality which is going to hit home soon is the provincial devolution of home care, social housing, welfare and public health to the lower level of government. While we still can't measure the impact of this devolution, it is fair to assume that costs will increase due to new demographic realities and due to normal, cyclical downturn of the economy.

### **Home Care**

Ici encore, je suis encouragée par les recommandations du Forum national de santé sur les soins à domicile.

The National Forum on Health recommends that home care services be an integral part of publicly funded health services. To put it simply, home care services should be fully subsidized under the Canada Social and Health Transfer Payments Act.

### **Social Housing**

Dans le cas du logement social, nous savons que la Province d'Ontario a décidé de transférer cette responsabilité au palier inférieur.

Social Housing transfer cannot take place without proper funding. I urge the provincial government and the Federal government to reach an agreement which will, at least, maintain our current standards in social housing.

### **Welfare**

Les besoins et les dépenses au niveau du bien-être social ont diminué au cours de la dernière année et il y a lieu de s'en réjouir.

However, to this day, 50% of single-parent families live under the poverty line. Official unemployment figures remain stubbornly close to 10% of the able population. Far too many children leave for school without having breakfast. Our streets are home to an increasing number of homeless and de-institutionalized psychiatric patients. And I could go on! The devolution of welfare programs to the Region is a serious responsibility. I believe that a new cost-sharing formula based on the income of individuals rather than on property taxes will have to be considered to ensure a fair sharing of wealth.

### **Employment and public health**

La crise de l'emploi est un autre déterminant de la santé des citoyens.

Employment also ensures better public health. I am encouraged by the Forum's recommendation that all prescription drugs for medically-necessary services be covered by the Canada Health Act. This is another way of ensuring full equity and accessibility in our health care system.

### **Women and health**

Plus souvent qu'autrement, ce sont les femmes qui voient au bien-être et aux soins de santé des enfants...souvent au détriment de leur propre santé. Je me réjouis donc que le budget proposé s'attarde à la promotion de la santé chez les femmes, particulièrement en faveur de la prévention des maladies cardiaques et du cancer du sein.

### **Tobacco**

As you know, the Regional Government is a pioneer among municipalities in the fight against tobacco use. Not only are we at the leading edge of health promotion, but our decision to fight tobacco use by youth will ensure a more healthy population in the decades to come. The Federal Tobacco legislation in front of the House of Commons will complement our own efforts.

En terminant, je vous exhorte à garder en mémoire ces quelques réflexions au moment de nos délibérations sur le budget. Nos décisions auront un impact majeur sur la vie des enfants, des personnes âgées, des malades et de l'ensemble de la collectivité d'Ottawa-Carleton.

Now let's tackle our budget with an open mind and a strong desire to serve the public good.

Merci.

Moved by A. Munter

**That the Chair's opening remarks form part of the record of the meeting.**

CARRIED

### **Health Department Budget**

The Medical Officer of Health, Dr. Robert Cushman, began his presentation by saying there are overwhelming pressures which place stress on the environment, and these are some of the major determinants of health. He emphasized we must advocate to ensure children are guaranteed equal opportunity and that employment is on the rise. He added staff will be looking at the pressing issue of child poverty in the coming months to see how departmental programs meet the needs of poor children, and to ascertain whether partnerships can be forged with the community.

Dr. Cushman highlighted three factors which impacted on the Health Department's 1996 budget:

- the implementation of the Corporate Review, resulting in an \$888,000 reduction, coupled with a provincial base budget adjustment of \$288,000;
- the loss of 15 positions;
- the hiring of the new Medical Officer of Health.

Dr. Cushman continued by saying the following factors will have an impact on the 1997 budget:

- a report by the Regional Internal Audit Department has proposed significant changes in middle management positions and has made recommendations on how to deliver services more effectively. Staff will be looking into major reorganizations to maintain and improve the quality of service and cuts will be made within the bureaucracy;
- the transfer of Home Care services to the Community Care Access Centers (CCAC) and the loss of Home Care recoveries of \$400,000; capping has been reduced from \$273,000 to \$115,000;
- the transfer of the Teaching Health Unit to an agency that will serve all of Eastern Ontario. Staff believe this change should be beneficial for health department programs;

-the implementation of provincial funding changes to take effect in 1998.

Speaking to the overall budget, Dr. Cushman indicated the department has 334 Full-time-equivalent (FTE) positions: 78% of funding covers salaries and benefits. The funding ratio is 65 Provincial, 35 Regional.

Additional highlights include:

- the accommodation of merit increments and benefit increases for upcoming staff;  
  
an increase of \$26,000 in communication funding, based on a recommendation from the Internal Audit review;
- the provision of dentures to low income persons and to persons on social assistance, at a cost of \$1.3 million (this amount was transferred to the Health Department from the Social Services Department);
- an increase of \$55,000 in the allotment for rent to address serious overcrowding in the department and in recognition of the fact overcrowding affects the way people do their work as well as affecting health and safety.

**Homes for the Aged.**

Mr. Garry Armstrong, Commissioner, Homes for the Aged, said the budget before Committee represents a continuation of the department's five-year plan to reduce expenditures. He noted that, by the end of 1998, there will have been reductions of \$5 million in operating costs and 150 less staff.

Mr. Armstrong continued by saying the department's major challenge is the replacement of the Island Lodge facility (identified as a Capital expenditure since 1983). Staff have met with the Ministry of Health, private and non-profit operators and with the Association of Municipalities of Ontario (AMO) to find a method whereby the Province could fund the upgrading of capital projects. Mr. Armstrong noted that recent announcements about municipalities having to fund 50% of care have resulted in AMO dropping out of the discussion. He indicated this matter will be the subject of a future report to Committee and Council.

Mr. Armstrong highlighted the following issues:

- the RMOC operates 20% of long term care beds. There have been ongoing discussions about proper allocations or an allocation formula for long term care beds. It should be noted there are fewer beds in Ontario than there were five years ago. Most municipalities are facing the possibility, because of hospital restructuring, that both acute care and chronic care services will be moving either into the community or into the long term care sector; as any new bed will cost approximately \$10,000, there will be a major impact on the property taxpayer;

- the loss of the Home Care Program to the CCAC removes the ability to manage the continuum of long-term care and makes it difficult to determine what options are available and what the impacts will be on the demand for long term care beds.

Councillor A. Munter said he found it confusing to discuss the Homes for the Aged Budget in conceptual terms, and he asked what would be the impact, on residents and families, of the cuts to respite care at Island Lodge and of the 20% cut in nursing care

Commissioner Armstrong described a four-year process where the organizational structure and the staffing levels of the Homes have been compared to all long term care facilities in Ontario. With the help of the Internal Audit Department, staff have consolidated this information into a review of existing standards and have compared each service to those that exist elsewhere in the Province. This has resulted in the establishments of standards staff would not recommend going below. Mr. Armstrong said reductions have been made without a major effect on the Homes' client group, and the only way standards have been maintained is through the infusion of funds from the RMOC. Some methods used to gauge the quality of service have included an accreditation and full compliance review by the Ministry of Health in the Fall of 1996, and staff and family surveys, and there are no indications reductions have impacted on the quality of care provided.

In response to further questions from Councillor Munter, Commissioner Armstrong said four beds are still providing respite care at Island Lodge, primarily for Alzheimer patients, and the \$57,000 reduction identified is the result of the operation of this program being included in general budget figures. Speaking to the \$200,000 cut in nursing care, Mr. Armstrong indicated this has resulted in a reduction in the numbers of professional staff and in a different approach to managing units on a unit basis. There have been significant reductions in replacement and casual staff, however the Homes still have one of the highest professional/non-professional ratios in the Province. Mr. Armstrong reiterated these measures have been put in place with the cooperation of staff, and he expressed the hope other organizations could be convinced their standards have to come up.

Committee Chair M. Meilleur asked if it was fair to say a two-tier system exists, as municipal and private facilities are funded differently. Commissioner Armstrong pointed out that, in many cases, funding is the same, and this is part of the challenge. He added that salaries are higher than average, primarily in the hospital and municipal sectors, as a result of a commitment to pay equity issues. He said he felt it was not so much a two tier system as the fact the entire system is underfunded. Councillor R. Cantin said he had been pleased to hear Mr. Armstrong's last comments, as many private sector facilities also provide excellent service to persons in their care.

### **Social Services Department Budget**

The Social Services Commissioner, Dick Stewart, prefaced his remarks by saying that, while it is true caseloads are decreasing, departmental staff hear daily about the more acute symptoms of poverty and about the more difficult and complex situations some residents find themselves in. In its most recent work on why cases are declining, the department knows that 34% of clients have been able to secure employment and are financially better off. Those who remain or come back on social assistance find it difficult because their income has been dramatically reduced in the past years: increasingly they find they have to make choices about what obligations they will meet and this balancing act becomes increasingly difficult.

Speaking to Chair Meilleur's opening comments, Commissioner Stewart said that where there is child poverty there is adult poverty, and its impacts are felt by families and single persons. Community agencies such as food programs, day programs and community resource centers report increasing pressures to meet clients' needs and increases in the range of 30% are not unusual in these programs.

Commissioner Stewart said that, while clients have displayed an incredible range of coping mechanisms, it should be noted these mechanisms and the associated stresses are debilitating in the long term. Many clients are apprehensive about their futures and that of their children and express strong views about being independent of social assistance. Mr. Stewart pledged the department's focus in 1997-98 would be to ensure clients have those opportunities, wherever possible.

The following points were highlighted:

- the Corporate Review target of \$2.6 million was met primarily through the elimination of 44 positions, by the savings associated with the funding of Addiction Recovery Homes being funded directly by the Ministry of Health, and by the announcement there would no longer be cost-sharing for prescribed medication through Special Assistance and Supplementary Aid;
- the declining caseload results in an estimate of a \$3.4 million net reduction. the budget is predicated on a monthly caseload average of 26,500 clients. Mr. Stewart pointed out that, at the end of January 1997, the caseload was at 26,900. He added that December and January are typically months where increases have been experienced in the past years, and the budget presented today is insufficient to support those numbers.
- the budget proposes no further service reductions for clients.



Mr. Stewart pointed out that, over the past years, departmental estimations relating to caseload have been fairly accurate. He noted that 30% of new applicants for assistance either have some, or have completed, post-secondary education. Sixty percent (60%) of applicants whose income came from employment were people who lost their jobs and who were seeking assistance before getting reconnected into the workforce. Another consideration is the decrease in inward migration to Ottawa-Carleton, as there is the perception it is more difficult to find work here because of recent federal government cutbacks.

Mr. Stewart said the total Social Services Administrative budget is \$21.4 million gross, approximately \$5 million net. Reductions have been made primarily in administrative costs associated with the corporate review targets. Other reductions are possible through declining caseloads in General Welfare Assistance and in Special Assistance and Supplementary Aid. The biggest increase is to computer and technology costs, and charge-back costs to the department from the corporate Information Systems Office.

With respect to the Child Care Budget, there are 9700 licensed spaces, 6227 of which are subsidized, including the 707 Jobs Ontario spaces. The department serves on average 9400 children on an annual basis, with a 44% turnover in spaces. Mr. Stewart reminded Committee members of recent discussions relating to finding efficiencies to sustain the spaces, noting \$47 million gross would be required to do so.

Councillor M. Bellemare asked for clarification about whether earnings from other sources exercised positive or negative pressures on the caseload. Commissioner Stewart replied there was a reduction in the number of persons declaring earned income following the rate reduction in 1995 since they became ineligible for top-up and ceased being a case. The other aspect is that the promised "earn back" capability did not materialize until January 1996 when clients declaring earnings were able to retain more of their earnings. Mr. Stewart noted this was a negative as it increased the department's net costs by \$2 million in 1996.

Councillor A. Munter asked about the \$1.5 million increase in the department's common costs. Commissioner Stewart said the cost of leasing computer equipment has increased by \$1.8 million as the department implements changes in its information system. In addition, there are approximately \$450,000 in increased costs for technical support for the new computers and some other increases in property rental costs and costs related to external data processing.

Discussion focused on whether the cost of computers should not be a capital cost. Mr. Stewart indicated the Province of Ontario has introduced Caseworker Technology to the department and has set a standard for the hardware required. The Province is leasing the equipment and when staff evaluated the cost of leasing versus purchasing, it was felt there was no economic advantage to purchasing.

Councillor Munter put forward the view that, as costs were more or less equivalent, there would be an advantage to a one-time, capital cost as opposed to ongoing, operating costs of \$1 million in the RMOC's most hard-pressed budget. The Finance Commissioner, Mr. J. C. LeBelle, posited the Region could have taken advantage of purchasing capability, but in the final analysis, the choice was made to stay with the Province as the differential was not substantive. Commissioner Stewart added the \$1.1 million cost includes the Region's share for the lease costs for provincial hardware. In the first six months of delivery, the Province is paying 100% of costs; after six months, the arrangement will revert to 50/50.

Councillor B. McGarry spoke about the "policing of welfare" and he commended Commissioner Stewart and departmental staff for the work done in tightening up requirement for 16 and 17 year olds. He added the motive is not to be punitive but to ensure that those who need assistance the most are the ones who receive it.

Councillor R. Cantin spoke about the expectation the Region will fund 50% of GWA benefits by 1998, and he expressed his uncertainty about having appropriate controls in place to discourage fraud. Commissioner Stewart indicated there is no positive identifier feature in development at the moment, but he noted the systems can be adapted for this function at a later date. He pointed out that a previous Council had requested the Province introduce a public access card but this has not been done, to date. Commissioner Stewart said this will be the subject of a report to Committee and Council in March 1997.

#### Public Delegations

Ms. Joanne Lowe, Executive Director, Canadian Mental Health Association (CMHA) and Mr. Bill Carne, Member, CMHA Financial Committee and Community Advisory Committee

Mr. Carne said it is vital that support for mentally ill persons continue in these changing times. The basic needs of homeless persons and of persons with severe mental illnesses can be met through financial assistance, employment support, housing, food, community supports. A recent study done at the psychiatric hospital in Brockville found that high users of in-patient care provided through case management and one-on-one support experienced contributed to a drop of 27% in hospital use. When another group of high users were given an extra \$40 per month, their hospital use declined by 50%. This clearly illustrates that meeting basic psychological and financial needs is important to keep people

well and prevent costly hospitalization. Mr. Carne pointed out that, whereas community health and social services used to focus on people's quality of life, over the last two years the focus has more often been on sustaining a person's life. He expressed concern about possible cuts to the One-Time Grants Program, saying any cuts to this program will reduce the community's ability to prevent suffering from changes to economics and demographics.

Ms. Joanne Lowe cited figures which highlight the needs being met through emergency shelters. She spoke about savings in Income Maintenance and in Special Assistance/Supplementary Aid being as a result of lower than budgeted case loads. She reminded those present that, in 1996, there were significant reductions in these areas and she expressed the view that removing savings from the department budget is not responsive to the actual, continuing needs of people in the community. Ms. Lowe recalled the changes made to the Trillium Drug Plan, noting that the RMOC's willingness to respond to these changes greatly assisted many people. She asked that a proportion of the savings from caseload decreases be kept in the department, and that a portion be earmarked to assist people with catastrophic illnesses.

Neil Burke, AIDS Committee of Ottawa

Mr. Burke informed the Committee that, in spite of considerable lobbying, the Province of Ontario has not seen the advantage of making the Trillium Drug Program more accessible, and it is necessary to ask the RMOC to continue to provide the deductible for persons with catastrophic illnesses. Mr. Burke said there will be significant cost implications if the RMOC does not continue the program since people who stop taking medication because they can't afford it become more ill and generate higher costs to the community by having to be hospitalized. The other option is to become a recipient of GWA also at a cost to the Region. As both these options are clearly unacceptable, it is important to make the same decision as was made in 1996. Mr. Burke indicated that, should the coalition successfully convince the Province to change the drug plan, the Region will be asked to stop paying the deductible.

Ron Chaplin, Ottawa-Carleton Coalition of People Living with HIV/AIDS

Mr. Chaplin said the coalition has been unsuccessful in convincing the Ministry of Health of the need to deal with some of these issues. He cited his own experience with the Trillium Plan, noting he is owed approximately \$8,000 and indicating he has received none of it to date. He put forward the view that, for many persons with similar high costs for drugs, it would be impossible to carry such an expense.

Linda Lalonde, on behalf of the Anti-Poverty Project

Ms. Lalonde spoke about the One-Time Grants being a way to encourage innovation among community agencies. She said the grants allow agencies to respond to changing needs without risk and they eliminate the fear of bringing programs forward with the potential of having them cut. With respect to the 707 Job Ontario child care spaces, Ms. Lalonde expressed the view most people would rather support a parent going to work as opposed to a parent remaining on assistance because of lack of child care. She asked that 25% of the amount associated with caseload decline be retained to respond, not only to the Trillium Drug Plan, but also to some agencies which have had to close or reduce service. In reply to a question from Councillor McGarry, Mr. Chaplin said he was assured the Province has hired more staff for Trillium but as yet there have been no results. Ms. Lalonde added that the National Forum on Health has recommended prescription drugs be covered; this is a positive move that may encourage the Province to speed up the process.

Dave Raynor, Centre 454

The speaker began by thanking the RMOC for the ongoing support it has provided to the seven day programs and the work they struggle to perform. Day programs serve the region's poor, the homeless, the post-psychiatric patients, the unemployed, the victims of dysfunctional family systems, addicts, AIDS victims, persons on GWA and FBA. These individuals are constantly threatened by changes to the social safety net. All agencies report the trauma and the anxiety of clients and the increased tension in the environment because of cuts imposed by the Province, the RMOC, and because of pending shifts in eligibility, i.e., Workfare. Over the past year, agencies have seen a variation on the theme of the desperation that accompanies poverty. People feel overwhelmed, anxious and angry, and the sense of desperation is compounded in some with psychiatric illnesses.

Mr. Raynor spoke about the constant, daily struggle for survival, noting the poor of the region have shown remarkable coping mechanisms. Unfortunately, some reverted to prostitution and some have had to pawn their belongings. To respond to some of these dilemmas, day programs offer a safe place to be during the day, a sense of community, a sense of ritual in celebrating major religious holidays, a place of personal and practical support, a place of referral and social recreation. Public health Psychiatrists and outreach Social Workers make contact there, it is a place of warmth and support for those who much of society has forgotten, or chose to condemn.

Mr. Raynor concluded his presentation by saying 1997 will be even more critical than past years. The poor and vulnerable will be there whether we live in a small center or a megacity and how we respond to our fellow citizens is a measure of who and what we are. He asked that the RMOC continue its support for the poor of Ottawa-Carleton.

Pat Connolly, Director, The Well/La Source

Ms. Connolly pointed out that The Well and St Joe's center are the only two programs specifically for women and children. These programs also have a food program component whereby additional funds are received to cover the cost of food for breakfast and for a hot noon-time meal. For many of the 80 to 100 women and children who use the center, this is the only meal of the day and it has become even more important given the cuts in their support. The management and delivery of the food component requires at least one full-time staff person, leaving only one staff person to maintain safety, provide support, plan and implement programs. With the elimination of the Social Service Employment Program grant and the Ontario Training and Assistance Board, the food program is truly in jeopardy. Ms. Connolly expressed the hope the Region will recognize these programs are a necessity for the community and make changes to the minimum core services to include additional staff for day programs that have a food component.

Ms. Connolly put forward the view that cutting One-Time grants by 21% will basically cut-off the last avenue agencies can access to meet emerging or special needs. She asked that the recommendation to cut the grants be reconsidered, in recognition of the cuts already made in 1997.

Julie Nelson, Centre 507

Ms. Nelson indicated the center has relocated into a larger, more comfortable and private space. Center 507 has also started a "sleeping bag" program with the help of the Union Mission; there is an outreach street program from mid-November to mid-April that serves homeless people. Other initiatives include Centretown Jobs which provides community based, short term jobs to help build the self-esteem and self-confidence required to go back into the work force. Ms. Nelson said increased recreational activities are needed and all these initiatives have associated costs. Center 507 has had status quo funding for the past two years and is looking for a modest funding increase of approximately \$7,0000 to help continue core services and other services that are vanishing within the city.

Ken Gibbs, Center 454

Mr. Gibbs said Center 454 is now down to 7 paid staff and, in spite of this, approximately 100-150 are served per week day. He asked that the Committee find additional funding for all day programs and he thanked the Committee for recommending there be no more cuts to day programs and counselling.

Alison Dingle, Emergency Food Centre

Ms. Dingle began by saying it has been instructive to see how food programs fit into the crisis network. She pointed out this is a diverse group, with its own traditions, volunteers, who share common goals. All are stretched to capacity, with fundraising capabilities and church contributions diminishing. The Emergency Food Center serves primarily single people and this requires more resources on a per capita basis.

Ms. Dingle noted that, under the current criteria, centers with the highest operational values are penalized and receive a lower percentage of support. She said she felt food programs are exceptionally effective partners with the Region. They serve many homeless and street people thereby taking some pressure off day programs.

Kerry Kaiser, Coordinator, Emergency Food Center, added that the only way \$10,000 in cuts can have an impact is through direct service to clients, either by closing the center one more day or by decreasing the amount of food given out to individuals.

Jane Fyles, Dalhousie Food Action Group

Ms. Fyles said the agency has a \$10,000 deficit and is located in an area where it is difficult to fundraise: an appeal to 60 businesses get 11 responses, schools are enthusiastic but cannot provide funding, churches are struggling and have fewer parishioners. She added that, in desperation, the agency has turned to clients, asking for a one dollar contribution, but many are not able to provide even this small amount of money. She said this idea is repugnant to program operators, but if it is not done, the center may have to close in under two years. She expressed the hope some additional money could be provided to help clients survive.

Anne Frederking, Executive Director, Gloucester Emergency Food Cupboard

Ms. Frederking indicated that, in 1996, 18,000 people were served: this number represents 1000 more clients than any previous year, and this in spite of returning Ottawa clients to the Overbrook food program. Based on the reallocation guidelines Gloucester was to receive \$20,000 but that amount has been further reduced to \$19,640 and, to date, the agency has been given no rationale for this change. The Gloucester Food Cupboard has worked hard and quite successfully at fundraising, however there are major concerns about community donor burnout and volunteer burnout as more and more groups compete. Ms. Frederking requested the full \$20,000 be allocated, and she expressed her support for the presentations made by other centers.

Heather Colls, Kanata Food Cupboard

Ms. Colls clarified that the number of families seen, per month, is 222, and that approximately 695 different families were served in 1996. The RMOC provides 7.2% of the budget, while the Church provides 3.6% and free rent for storage, heat and light. The agency recently lost 40% of its funding as, further to a Kanata Ministry directive, they have had to decline running BINGO games. Ms. Colls spoke about the lack of affordable housing in Kanata, noting there are presently a number of units for sale and this is upsetting as some families are in need of this.

Barbara Carroll, Coordinator, Debra-Dynes Family House

Ms. Carroll began by saying the Family House is geographically isolated from many services others can access, and coordination and stability are big issues. Fundraising is also problematic, and the house relies heavily on what is provided by Ottawa Food Bank. The food bank is open five hours every day as is entirely run by volunteers. Half the clientele are children and through a reducing grant from the Ontario Social Development Council, the family house provides a nutritious snack for 25 children every day. The House would like to offer a Bag-your-own lunch program for children. Committee Chair Meilleur commended the agency for initiating its breakfast program.

Cliff Gazee, Board Member, Somerset West Community Center

Mr. Gazee said he was pleased to speak on behalf of the 13 community resource centers who provide a wide range of services tailored to the particular needs of local residents. Through a variety of community development initiatives, the centers help local residents contribute to the life of their community. Mr. Gazee noted CRCs have accepted the recommendation there be no increase to their budgets with resignation and regret, and are pleased with the fact no further cuts are being suggested. He pointed out that the same, tough economic circumstances have dramatically increased the demand on resources. Crisis intervention workers are run off their feet just trying to keep up with demand, people are having to make choices about what bills are paid. Many other agencies are turning to CRCs to protect resources at the community level. The Coalition of CRCs works well through coordinated efforts and boundaries have been adapted to ensure the entire Region is covered. Mr. Gazee said he appreciated the support shown by the investment in CRCs and he expressed the hope vital support will be maintained in critical times.

Alan Whitton, Volunteer Board Executive Member, Goulbourn Kanata West Carleton CRC

Mr. Whitton said that, as an active business person and a resident of Kanata, he supports the activities of the Resource Center. In the past 10 years, it has evolved into a responsive community-based outpost for various funding agencies. The Resource Center responds well to real problems and real issues common to other areas in Ottawa-Carleton, including Legal Aid for women fleeing family violence, the emerging issue of gambling addiction, and child and parenting needs. There have been 2500 contacts in the past three months through the community intake program and 981 clients have received direct service. This resource center serves an area that contains suburban, semi-urban and rural communities. Community Resource Centers are heavily involved in partnerships and respond to many organizations that may be receiving less money than in the past. Mr. Whitton spoke about the contributions of the many volunteers in the service area and he expressed the hope that existing funding would be maintained.

Margo Arsenault, Executive Director, Lowertown Resource Center

Ms. Arsenault began by saying that, given budgetary cuts and service reductions, there are daily indications that the needs are more pressing and urgent than ever. She spoke about the francophone community and she cited a 1996 study which found that 47% of the francophone population using community services disposes of an average annual income of less than \$20,000. Ms. Arsenault put forward the view this statistic confirms just how much poor families need community services to survive. She asked that services be maintained and that they respond to the needs of francophones.

David Welch, Social Planning Council

Mr. Welch said the current state of the Region's economy has not always been taken into consideration. He posited that the consequence of low participation rates and high youth unemployment, along with recent changes to the Employment Insurance Act and a decrease in welfare cases may lead to an increase in the need for social services for low income residents. When comparing 1995 and 1997 estimates, one sees a reduction in expenditures for community services from 47% in 95 to 40% in 97. Within two years, several million dollars have been withdrawn from the social services budget. This money is not going into the local economy and the well-being of the community is dependent upon both a healthy economic environment and an infrastructure that supports people in times of need.



The Social Planning Council would comment that the following services be maintained: child care services without cuts; One-Year Grants Program at present levels. A lower caseload growth does not mean a reduction of poverty in the Region, and this is why a large portion of the savings should be reinvested in social services, so these are available for organizations offering services to the most poor. In light of funding changes to come, we will have to develop new skills to be able to finance and manage services aimed at preserving the well-being of citizens. The positive aspects of downloading is in the fact that it may be easier to manage local needs because local needs are known.

Marilyn Box representing Big Brothers and Big Sisters, Boys and Girls Club, Canadian Mental Health Association Youth Program, Youth Services Bureau and YM/YWCA

The speaker pointed out that the six groups she represents are all member agencies of United Way, all receive regional funding and all serve high risk children and youth. These agencies work together to bring common concerns to the Committee's deliberations. Organizations meet regularly to ensure services are not being duplicated, to identify gaps in services and to share information and resources, always keeping the needs of children and youth at risk as the major focus.

Ms. Box went on to highlight the numerous programs offered by the agencies she represents:

- Youth Services Bureau: drop in centers, individual, family and group counseling, outreach and shelter services;
- Canadian Mental Health Association: the RMOC partners with CMHA to fund the intensive case management youth worker project which provides services to homeless street youth between 14 and 19 with serious mental health problems and/or a psychiatric illness;
- YM/YWCA: a wide range of activities for children and youth such as health and wellness programs, second stage housing, licensed daycare, family violence counseling, drop in programs, shelters;
- Big Sisters: regional funding contributes to one-to-one matching programs providing volunteer big sisters for friendship and mentoring; a drop-in program and youth activities targeting francophone girls so they can learn life skills that promote self esteem, healthy lifestyles and choices; a program for girls and young women at a shelter; a weekly life skills program and outreach initiatives to girls and young women of ethno-cultural backgrounds.

- Boys and Girls Club: provides a safe, warm, friendly place that is youth centered and open to all. There are recreational and sports activities, counseling and warm clothing available. In 1996, there were 65,000 visits and still the needs are not being met.
- Big Brothers: serves boys in need of an adult male friend and role model through one-to-one matching, group matching and school mentoring programs. The boys are mostly from mother led families but grand mothers, single fathers and foster care providers refer children as well. The agency's screening and monitoring program is shared with the community.

Ms. Box ended her presentation by saying that, for every dollar spent on prevention, seven dollars are saved later on. The agencies are dedicated to the well being and the empowerment of children and youth. Services are provided in at least both official languages. The programs are community based, volunteer driven and provide proven supportive and preventative services.

Joe King, Board Member, Catholic Family Service

Mr. King said the three agencies take their roles as representatives of the community very seriously. He spoke about the absence of economic vision, noting that clearly there is vision in the Department's principles for allocation and he congratulated the Committee for establishing the framework. He posited what is absent is economic impact.

Mr. King pointed out that, from a national income accounting approach, the transfer of a dollar from a tax payer to a social services delivery agency has significant economic impact in the community. The multiplier effect of the transfer to social service agencies is at least equal to the economic multiplier effect a paycheck has in the community. In addition to the initial multiplier impact, the agencies produce further economic benefits by bringing into the economy previously untapped human and capital resources. The transfer to the welfare recipient has a much smaller economic impact because most of that dollar is spent on basic consumption; there are no savings, no investment and no room to tax. Mr. King put forward the view no other expenditure by the RMOC has such long-term economic impacts.

Ken Gibbs, Centre 454 Counselling

Mr. Gibbs spoke about the counselling program Center 454 shares with the other six day programs. He said the general public does not realize people on the street are desperate people; they are someone's child, mother/father, sister/brother. Mr. Gibbs expressed the view that counselling at the street level does make a difference.

Dan McIntyre, Federation of Ottawa-Carleton Tenants' Associations

The speaker noted 40% of the population of Ottawa-Carleton live in rental housing and by far the largest, low income community are in rental housing. He asked that the RMOC find a way to grant the Federation .17 cents per rental household so it can continue serving the needs of rental households in the Region.

Mr. McIntyre spoke about the upcoming Tenant Protection Act, calling it the most massive change to tenant legislation he has seen in 15 years. Another change is the devolution of non profit and public housing to municipalities and the Federation can assist the RMOC in dealing with this issue. The Federation has taken a lead role in the Our Homes/Chez Nous coalition to protect social housing in Ottawa-Carleton and it has been effective in dealing with a number of issues. It has provided assistance and information to thousands of tenants, directly and indirectly.

Mr. McIntyre pointed out that, during the 80's, the RMOC provided funding to the Federation, with the understanding this was to help us provincial funding could be secured. The Province did provide funds in the amount of \$74,000 per year during the 90's but this has been cut off completely. The City of Ottawa has supported the Federation's activities since 1982 and has renewed its commitment, notwithstanding provincial cuts, however without the regional grant requested, the agency will not be able to survive a whole year. Mr. McIntyre asked that the Region show leadership and cooperate with the Federation so it can continue its work with tenants in the community.

Councillor McGarry asked whether the Federation has a membership fee. Mr. McIntyre replied that individuals can support the organization for \$15 per year and some associations pay a small fee. He added he has neither the time nor the resources for door-to-door campaigning. Ten percent of the budget is raised through self-financing. In response to a question from Councillor J. Legendre, Mr. McIntyre said the last self-financing exercise raised \$14,000 (a newsletter was circulated to 20,000 homes) but that was bridge funding and the Federation is now looking for ways to survive through 1997.

Margot Doble, speaking on behalf of the Federation of Tenants' Associations, said she has been associated with the federation for 8 years and is convinced there is a need for it to continue its work. She pointed out that, today, apartment residents and particularly seniors are very nervous and feel insecure awaiting the end of rental control in Ontario and the subsequent end to affordable rental accommodations. If all tenant associations stick together and fight hard for tenant rights, these may be safeguarded. The Federation must continue to do its excellent work and keep fighting for and with tenants in Ottawa-Carleton.

D. Seed, spoke in support of the Federation. She pointed out that, with the removal of rent control, tenants will find themselves alone in any dispute that may arise with their landlords. Many tenants are not aware of their legal rights now, let alone after the new legislation becomes law. It is for this reason that the Federation must remain strong and with the Region's help, this can be done. She spoke about the importance of keeping the Federation alive.

Diane Marleau, Fisher Estates Tenants' Association

Ms. Marleau said she supports the Federation because its services are good for all tenants, it gives tenants protection, informs them of their rights, assists in the face of eviction, helps get dirty, cockroach infested buildings cleaned

Lola Leclair, Fisher Estates Tenants' Association

Ms. Leclair echoed some of the statements made by the previous speakers and she asked that the Federation continue to be supported.

Joanne Hunter, Child Care Council

Ms. Hunter said she wanted to remind the Committee about the necessity to support quality child care for the children and the families of the Region. Quality child care stabilizes a family's ability to provide a worthwhile environment to raise children in and gives families the ability to contribute to the community. They also provide support to families under stress. Child care services strengthen the community in many ways: they allow parents to work and participate in own neighbourhoods, they encourage children to develop into successful individuals, with good self-esteem, and they act as a prevention program against crime and physical and mental ill health in the future. Child care services are a long-term investment in future citizens and are among the best investments which can be made. In order to perform these services for the community, agencies themselves need stability and adequate financial support to function smoothly. They need adequate, qualified staff, good planning processes, and the ability to look into the future. There must also be a planned approach to offering services in the Region, and funding must be used in the best possible manner. The Child Care Council is committed to providing vision, direction and expertise towards a strategic direction in planning for child care services during the coming years.

Committee Discussion

Committee discussion focused on the One-Time Grants Program. Councillor M. Bellemare asked to be provided with a detailed listing of the 1996 grants. Councillor R. Cantin expressed some concern with the fact that many “one-time” grants are actually sustaining grants and some other good initiatives may not be able to access funds. Commissioner Stewart agreed there have been recurring grants and historically this has happened because there was no other way to fund them. He recalled that the last significant group of agencies to be transferred into sustaining funding were the food programs. He spoke about Community Houses, another group of agencies for which no other funding stream exists and who are funded through One-Time grants. He said that, for 1996, 11 out of 27 agencies have received grants in successive years and while this number is proportionately less than half, it is nonetheless significant. Looking to 1997, 13 out of 63 organizations listed under Sustaining Grants have also applied for one-time funding. Applications are for separate programs than those the agencies provide.

The Acting Chair, A. Loney, expressed the view this matter will need to be examined very carefully, as it was his belief there should be both project grants and others that are truly one-time, with no possibility of renewal.

At this point, the Committee agreed to adjourn the meeting to 3:00 p.m.

Committee Discussion (Continued)

The meeting resumed at 3:00 p.m.

Councillor A. Munter proposed the following Motion:

**That the Homes for the Aged budget be approved, pending an information report by 26 Feb 97 outlining the impact of staff and budget cuts on the quality of patient care.**

CARRIED

Moved by A. Munter

**That the Health Department budget be approved as presented, with the Grants/Purchase of Services estimates being maintained at 1996 levels, for a net total of \$4,000.**

CARRIED

## **Social Services Department Budget**

### **Food Programs**

Councillor D. Holmes proposed an additional allocation of \$20,000 to be divided among four food programs. She noted these programs have all been reduced as a result of adding new programs and she did not feel this course of action was acceptable, given the kinds of income reductions people have had to face. The additional funds can either be identified from savings in other areas or from the 1997 Provision for Unforeseen.

Regional Chair P. Clark said he could not support the Motion, noting it represents a reversal of decisions taken in 1996 about food program criteria. He agreed there have been major cuts and he suggested a phasing-in approach could be implemented.

Councillor M. Bellemare presented a second Motion for additional food bank funding. He pointed out that the phasing-in of allocations has still not been addressed and it is important this be done because agencies are experiencing large increases or decreases. He proposed that no program receive a bigger than 10% cut. He added it is difficult for agencies to mitigate the effect of such huge losses.

Councillor A. Munter said he had been shocked to hear that at least one food program has had to adopt a user-pay approach. He posited this defeats the purpose of what is supposed to be an emergency program to help people in times of dire need. The Committee and departmental staff spent a considerable amount of time developing criteria as a basis of allocation and, clearly, the criteria should be reviewed when the poorest, inner city programs that deal with the gravest needs are facing cuts of \$10,000.

In reply to questions from Councillor R. Cantin, Commissioner Stewart indicated that certain elements of the criteria, i.e., surrounding community, average family income and numbers of people served, were not beneficial to inner city programs that serve a relatively small number of persons compared to some of the suburban programs.

Moved by D. Holmes

**That \$20,000 be provided to the food programs for Cumberland, Dalhousie, Emergency Food and Gloucester Emergency Food to be allocated among the 4 food programs in proportion to the reduction proposed.**

LOST

YEAS: D. Holmes, B. McGarry, A. Munter 3

NAYS: M. Bellemare, R. Cantin, A. Loney, D. Pratt, P. Clark 5

Moved by M. Bellemare

**In order to achieve reductions of no more than 10% to the funding of individual food programs, that \$16,643 be allocated, on a one-time basis, from the 1997 Provision for Unforeseen in the following manner:**

<b>Cumberland</b>	<b>\$300.00</b>
<b>Dalhousie</b>	<b>\$6,364.00</b>
<b>Emergency Food</b>	<b>\$8,264.00</b>
<b>Gloucester Emergency Food</b>	<b>\$1,715.00</b>

CARRIED

Councillor Munter moved that funding for the four agencies recently transferred to the Social Services Department from the Planning Department be maintained at the 1996 levels. He noted these agencies faced funding reductions in 1996 and they are trying to deal with increased demands despite their reduced budgets.

Chair Clark suggested the Motion be divided.

Moved by A. Munter

**WHEREAS Council agreed to exempt agencies providing human services from further reductions in sustaining funds because they are trying to manage increased demands on services;**

**BE IT RESOLVED THAT the Counselling/Sustaining Grants for Action-Logement and for Housing Help be maintained at 1996 levels, for a net total cost of \$10,854.**

LOST

YEAS: L. Davis, D. Holmes, A. Munter 3

NAYS: M. Bellemare, R. Cantin, P. Clark, A. Loney, B. McGarry, D. Pratt 6

Moved by A. Munter

**BE IT RESOLVED THAT the Counselling/Sustaining Grants for the Regional Coordinating Committee to End Violence Against Women and for the Women's Action Committee Against Violence be maintained at 1996 levels for a net total cost of \$6,170.**

CARRIED

### **Income Maintenance**

Councillor B. McGarry declared a conflict of interest relating to Funerals and Burials. Councillor McGarry did not participate in debate, nor vote on this item.

Speaking to the issue of welfare caseload projections, Councillor Munter recalled that the actual figures for 1996 were 26,500 per month, from an estimated 31,500, a difference of 5,000 cases. He put forward a Motion asking that the projected caseload for 1997 be lowered to 26,300, thus generating a saving of \$200,000. This saving would allow the Committee some flexibility dealing with the Trillium Drug Plan deductible and would assist in paying for some of the measures already approved by Committee. Councillor Munter pointed to a report prepared by the Economic Planning Advisor which indicates a likelihood of 3% further economic growth and a further unemployment decline from ½ to 1 point in 1997: these factors will contribute to a reduction of 200 cases in the welfare caseload.

Commissioner Stewart said the current caseload of 26,900 is higher than the monthly average on which the budget is based and this is cause for concern. The average monthly caseload in 1996 was 28,500. Mr. Stewart explained that the department is conservative in its forecast because the current policy of Council is that any increase in caseload that goes beyond the forecast must be covered within the existing budget.

Chair Clark pointed out the caseload has already increased by 750 cases since December. In addition, the average monthly caseload in 1996 was quite a bit higher than what is forecast and 1996 was a good year, as government downsizing was more than offset by growth in the private sector. He suggested it was more prudent to err on the side of caution rather than to have to present an additional property tax bill later in the year because of poor planning. Speaking to the Trillium Drug Plan issue, Chair Clark said he was prepared to assist when there are indications the Province is willing to talk about the hardships faced by some individuals.

Councillor D. Holmes said that ending the year with a \$2 million dollar surplus represents good financing and budgeting practices, but as a way of not helping groups that support the poor, it is a sad comment on how we budget. She expressed her support for the approach suggested by Councillor Munter, as keeping individuals off assistance makes economic sense. She asked for an estimate from the Commissioner about what the drug plan costs might be for 1997. Mr. Stewart said he thought \$120,000 would be a reasonable estimate. Committee Chair M. Meilleur said she could support funding for the Trillium Drug Plan, but not in connection with caseload estimates.



Councillor Munter said he was pleased to see that Trillium is seen as an important program. He thought it was ironic that the way the system is set up encourages people to stop working in order to get the Ontario Drug Benefit card. He expressed the belief the modest amount provided is an investment in keeping people off the welfare rolls and out of hospitals. It allows people to continue to work and have the security of an income without having to resort to the social service system. Chair Clark added it is also a barrier for people to get off social assistance because when they look at their drug costs, they decide they cannot afford to take a job.

Moved by A. Munter

**That \$65,000 be allocated for the first six months of 1997 to continue to help people with catastrophic illnesses who need financial assistance to pay the deductible so they can access the Trillium Drug Plan; and**

**That the Committee review the use of this program after six months to determine whether additional funds are required.**

CARRIED

Moved by A. Munter

**WHEREAS the 1997 budget estimates are based on the December 1996 welfare caseload of 26,500; and**

**WHEREAS welfare caseloads fell steadily through 1996 by an average of 320 cases per month; and,**

**WHEREAS the projected rate of economic growth in Ottawa-Carleton in 1997 is three per cent and unemployment is forecast to drop to a rate of 7 to 7.5%, both of which will lead to further decreases in the welfare caseload; and,**

**WHEREAS it is reasonable to project that the GWA caseload will be much lower than 26,500;**

**BE IT RESOLVED THAT the caseload estimate be adjusted from 26,500 to 26,300, thus generating a savings of \$200,000 in the budget.**

LOST

YEAS: L. Davis, D. Holmes, A. Loney, M. Meilleur, A. Munter 5

NAYS: M. Bellemare, R. Cantin, P. Clark, B. McGarry, D. Pratt 5

Councillor Holmes proposed that funding be allocated to the Federation of Tenants' Association. This organization has been the service arm for the provincial and the federal governments in explaining rental legislation to tenants across the RMOC. An infusion of \$20,000 from the Region will ensure the Federation continues working with the many volunteers who contribute their time. Forty percent of Ottawa-Carleton residents are tenants and if the responsibility for housing devolves to upper-tier municipalities, it will become a major component of the RMOC.

In response to a question from Chair Meilleur, Commissioner Stewart said this agency has not requested a grant through the one-time process. Chair Meilleur said she would support the Motion, as a large percentage of the population who live in rental housing need to know their rights and many have neither the money nor the resources to get this information elsewhere. Councillor Munter noted that the Federation provides an indispensable service and it would be more costly if the RMOC had to provide it.

Chair Clark pointed out the RMOC has no mandate with respect to housing and that many other agencies are doing the same kind of work as the Federation. He expressed the view that removing rent control and allowing individuals a bit more freedom might bring about a reduction in the kinds of problems tenants experience. He said he could not support intervening in this matter.

Councillor Loney reminded Committee members that virtually all funding for advocacy was eliminated in 1996 because of a decision to provide direct services to those in need. Since the Federation delivers direct service in providing useful information for tenants, they should receive support for 1997. The Councillor suggested the department may want to provide specific guidelines on how the funding is to be used.

Councillor McGarry said he could not support the request. He expressed the hope the many tenants' associations would come together to support the Federation through nominal membership fees. The Councillor said he did not think a huge amount of money would be required to support the Federation's activities.

The Committee then considered the following Motion:

Moved by D. Holmes

**That \$20,000 be provided as a sustaining grant to the Federation of Ottawa-Carleton Tenants' Associations.**

LOST

YEAS: L. Davis, D. Holmes, L. Loney, M. Meilleur, A. Munter 5  
NAYS: M. Bellemare, R. Cantin, P. Clark, B. McGarry, D. Pratt 5

Moved by R. Cantin

**That the Social Services Department budget, including the Child Care and Capital budgets, be approved, as amended by the foregoing.**

CARRIED, as amended

2. 1997 COMMUNITY SERVICES DIVISION FUNDING  
RECOMMENDATIONS

- Commissioner, Social Services Department report dated 3 January 1997

**That the Community Services Committee recommend Council approve the 1997 funding allocations to community organizations, as described in Annexes A to D, attached, as amended.** (See preceding discussion for relevant Motions.)

3. CHIEF ADMINISTRATIVE OFFICER'S REPORT TO THE 21 JAN 97  
CORPORATE SERVICES AND ECONOMIC DEVELOPMENT COMMITTEE  
REGARDING THE 1997 PURCHASE OF SERVICE AND GRANT ENVELOPES

- Chief Administrative Officer's report and attachments dated 28 Jan 97

As a result of the approval of Motions related to the Health Grants/Purchase of Services envelope (See Report p. 50) and Motions pertaining to the four Purchase of Service agencies recently transferred to the Social Services Department and the One-Time Grants envelopes (See Report Pages 52, 53 and 56, respectively) this report was not considered by the Community Services Committee.

4. TABLED MOTION RE: ADDITIONAL FUNDS FOR FOOD PROGRAMS

- Committee Co-ordinator report dated 14 January 1997

**That the Community Services Committee receive this report for information.**  
(See Report Page 52)

RECEIVED

INFORMATION PREVIOUSLY DISTRIBUTED

INTERNAL AUDIT'S REPORT ON IT'S WORK WITH THE  
HEALTH DEPARTMENT

- Regional Internal Auditor's report dated 10 Jan 97

NOTICE OF MOTION

Councillor A. Munter tabled a Motion re: Impact of Changes to Workers' Compensation Board legislation, for consideration at the next Committee meeting.

NEXT MEETING

20 February 1997

---

CO-ORDINATOR

---

CHAIR