

Community Services Grants Program and Breaking the Cycle of Violence Grants Program - Program Updates

(City Council on December 14, 15 and 16, 1999, amended this Clause by deleting from the recommendation of the Community Services Committee the word and name “and Korwin-Kuczynski”, so that such recommendation shall now read as follows:

“The Community Services Committee recommends the adoption of the report dated November 16, 1999, from the Commissioner of Community and Neighbourhood Services; and reports having appointed Councillors Jones and Kelly to the Community Services Grants Appeal Sub-Committee”.)

The Community Services Committee recommends the adoption of the report dated November 16, 1999, from the Commissioner of Community and Neighbourhood Services; and reports having appointed Councillors Jones, Kelly and Korwin-Kuczynski to the Community Services Grants Appeals Sub-Committee.

The Community Services Committee reports, for the information of Council, having directed that the Commissioner of Community and Neighbourhood Services be requested to review the resource requirements for Crime Concern/Neighbourhood Watch, and report to the Community Services Committee, through the Task Force on Community Safety, on options to revitalize the Neighbourhood Watch Program across Toronto, prior to the 2000 Grants Program cycle.

The Community Services Committee submits the following report (November 16, 1999) from the Commissioner of Community and Neighbourhood Services:

Purpose:

This report recommends the establishment of an appeals sub-committee and provides updates on a number of outstanding Community Services Grants Program issues.

Financial Implications and Impact Statement:

There are no financial implications resulting from the adoption of this report.

Recommendations:

It is recommended that:

- (1) all appeals on grant program eligibility and allocations overseen by the Community Services Committee be heard by a Community Services Grants Appeals Sub-Committee and not be heard at the full Committee;
- (2) the Terms of Reference for the Community Services Grants Appeals Sub-Committee be adopted as presented in Appendix A, attached to this report;

- (3) the workplan for the Community Services Grants Appeals Sub-Committee be adopted as presented in Appendix B, attached to this report;
- (4) in accordance with Section 105(2) of By-law No. 23-1998 (Council Procedural By-law), the Community Services Committee appoint three of its members to serve on the Community Services Grants Appeals Sub-Committee; and
- (5) the appropriate City officials be authorized and directed to take the necessary action to give effect thereto.

Background:

In consideration of the grants related reports “Community Services Grants Program – Eligibility Assessment of New Applicants” (May 4, 1999), “Community Services Grants Program – 1999 Allocations” (June 3, 1999), “Community Services Grants Program (C.S.G.P.) – 1999 Appeals Report” (June 30, 1999), “Breaking the Cycle of Violence Grants – 1999 Allocations Recommendations” (May 31, 1999), and “Breaking the Cycle of Violence – 1999 Appeals Report” (June 30, 1999), the Community Services Committee directed the Commissioner of Community and Neighbourhood Services to report on a number of grants administration issues including the establishment of an appeals sub-committee.

Comments:

Year 2000 Community Services Grants Program Process:

The Community Services Grants Program (C.S.G.P.) will have applications available for the 2000 grants cycle in early December, 1999. Applications will be due on February 1, 2000 and information sessions will be held in December, 1999 and January, 2000.

Grants staff have responded to the concerns expressed about the 1999 C.S.G.P. application form by seeking input and assistance in the redesign of the 2000 form. Part A of the application form is used by a number of City grants programs and the development of this section has been co-ordinated with them. In addition, a consultation was held with 29 community organizations on the draft 2000 C.S.G.P. application form.

The C.S.G.P. application form has undergone a number of changes in both structure and content. The 2000 application form has been simplified using plain language and design to give organizations flexibility in the way the form is completed. Clear instructions are provided, and have been directly incorporated into the form. The application questions are available on paper and diskette; organizations have the option of selecting the method that will save them the most time. Typewritten, word-processed and hand-written applications are acceptable for submission.

The new form has four sections and approximately 30 fewer questions than the 1999 version. Some of the questions not included in the 2000 application form will be used to collect information during agency site visits, grant interviews, or at more appropriate times of the year.

For the 2000 grants cycle, applicants in year two of the bi-annual assessment process will complete a notably shorter version of the regular application form. Applicants can expect to complete the regular application form every other year.

Year 2000 Breaking the Cycle of Violence Grants Program Application Process Changes:

At this time, the Breaking the Cycle of Violence (B.T.C.V.) Grants Program provides only one year project funding. Community feedback during the service review in 1998 supported the project focus of the program, but indicated that there was a need for more flexibility for projects with longer development timelines. In keeping with the direction of the service options report, it is proposed that starting with the 2000 application cycle, applicants be able to identify projects as one or a maximum of two years in duration. Groups indicating that their project is expected to take two years to meet its goals would be assessed on their long-term plan. Funding would be provided on a one-year basis, with the expectation that if the year one project goals were effectively met, their second year application would be given priority for funding.

The B.T.C.V. program has a significant impact on community organizations' ability to participate in local safety initiatives. Enabling organizations to plan for appropriate project development will increase the impact of the grants at the community level.

Grants Appeals Sub-Committee:

At its June 17, 1999, meeting, the Community Services Committee heard 43 appeals on the C.S.G.P. allocations report, and 12 appeals on the B.T.C.V allocations report. As a way to manage this large number of appeals, Committee directed that, in future years, a sub-committee of the Community Services Committee be established to hear appeals on the Community Services and Breaking the Cycle of Violence Grants Programs, and that the sub-committee process be reviewed.

In accordance with Section No. 105(3) of the Council Procedural By-law, this report recommends that a sub-committee comprised of three members of the Community Services Committee be established to hear appeals regarding the eligibility and allocations reports prepared by the Commissioner of Community Services for all grants programs overseen by the Community Services Committee. These grants programs are: the Community Services Grants Program, Breaking the Cycle of Violence Grants Program, the Homeless Initiatives Fund (H.I.F.), and the Youth Employment Job Development Program (Y.E.J.D.). Based on these appeals, the sub-committee would provide the Commissioner with advice and direction regarding the eligibility and allocations reports. The Commissioner would consider the sub-committee's advice and direction when revising these reports for consideration by the full Committee. Appeals on these revised reports would not be heard at the full Committee meeting. In addition, the sub-committee would identify grants policy issues during the appeals process that require further investigation by the Commissioner.

The establishment of an appeals sub-committee will allow for an in-depth review of appeals that time would not otherwise permit given the range and number of other matters before the

Community Services Committee. In addition, the sub-committee process allows the full Community Services Committee to consider all allocations in a single meeting.

Appendix A attached to this report outlines the recommended Terms of Reference for the Community Services Grants Appeals Sub-Committee. Appendix B attached to this report outlines the proposed workplan for the Sub-Committee.

Service Rationalization:

The approach to service rationalization in all City grants programs has been twofold: first, both clients and the associated budget have been reallocated to other City grants programs where appropriate; and, second, City support to programs no longer eligible for any City support has been phased out.

The City of Toronto Grants Policy specified that City-funded activities must be consistent with one or more goals of the City of Toronto. Community Services grants are a policy tool designed to assist the Department, through the Social Development and Administration Division, in achieving its goals and objectives. Specifically, the C.S.G.P. funds community-based organizations to provide social development activities that build community capacity, support vulnerable communities, and address community service needs. Funding services that do not coincide with this funding purpose weakens the Department's and the City's ability to meet defined goals.

Upon amalgamation, the combined C.S.G.P. was the single largest City grant program with a notably broad mandate and more than 400 clients. As a result, during 1998 and 1999, C.S.G.P. staff have worked closely with other City grants program staff to rationalize municipal funding to the community-based sector. This process has involved the continued clarification and refinement of funding purposes, and the transfer of funded community-based services to the City grants program whose goals they most strongly support. Because of the wide range of services funded under the C.S.G.P., service rationalization with other City grants programs will continue in the year 2000 and beyond.

There are also a number of broader strategic funding issues that the C.S.G.P. will address as the program develops and is further refined. In particular, strategic decisions will need to be made about C.S.G.P. and other municipal support for some of the "ineligible" services. A number of these issues are addressed below.

Safety Services Funded Under the Community Services Grants Program:

During the 1999 grants review period, five organizations receiving ongoing program support from the C.S.G.P. were identified as providing community safety services whose goals support the funding purposes of the B.T.C.V. grants program. However, because the administrative guidelines of B.T.C.V. do not allow for the provision of ongoing program funding, these organizations were retained within the C.S.G.P. Transferring these agencies to B.T.C.V. in 1999 might have negatively impacted their level and duration of municipal support, and would have moved this funding anomaly from one grants program to another. However, it was noted that additional consideration should be given to this issue after the review cycle.

The five organizations in this category are Crime Concern/Neighbourhood Watch, Etobicoke Crime Prevention Association, Metro Toronto Action Committee on Public Violence Against Women and Children, Toronto Child Abuse Centre and Victim Services Program of Metropolitan Toronto.

Staff have reviewed the options of providing future support to these organizations through the B.T.C.V. grants program. It is proposed that in the 2000 application cycle, these organizations continue to apply for support through the C.S.G.P. program. Four of these organizations receive funds in excess of \$100,000.00, and the C.S.G.P. is best able to address the issues related to review of ongoing programs of this size. The program criteria for B.T.C.V. grants program support a wider range of community advocacy, education and mobilization activities, and the C.S.G.P. will apply these B.T.C.V. criteria to this particular group of agencies to reflect the nature of their roles in the community.

Three of the five groups identified have applied to the B.T.C.V. grants program in various years for short-term projects that complement their ongoing core programs. These organizations will continue to be eligible for short-term project funding through the B.T.C.V. grants program. Their applications will be assessed using the same criteria as other applicants, including consideration of target group and community need, impact of the project and the organization's need for municipal support.

The recommended transitional approach for the 2000 grants cycle provides organizations with flexibility in accessing City funds, as well as accountability mechanisms suitable to the level of funding provided.

Food Banks and Community Gardens:

As a part of the ongoing rationalization of the C.S.G.P., support for food banks and other food-related programs (such as community kitchens and small-scale food distribution services) is being reviewed. It is anticipated that the proposed Food and Hunger Action Committee will identify the current programs and services supported by the City and provide recommendations on the future role of the City with respect to food and hunger issues. Food banks and other food services funded under the C.S.G.P. in 1999 will continue to be funded at the same level while the review is being conducted.

Safety Villages:

During the 1999 C.S.G.P. application cycle, North York Safety Village requested funding of \$10,000.00 for a safety village comprised of a miniature road network, and dealing with issues of road safety, fire safety, injury prevention, and training in first aid, CPR and babysitting.

The safety village program was deemed ineligible for funding under the C.S.G.P. since its primary activities are the responsibility of other municipal departments or boards, in this case, the Toronto Police Services, Ambulance Services, Fire Services and Public Health. The application indicated that each of these services, as well as schools and the community were participating in the development of the North York Safety Village proposal and its programs.

During consideration of this item, Community Services Committee requested additional information on safety villages and options for supporting their development.

In Ontario, safety villages are currently operating in Durham, Peel, Halton, and Waterloo. In Toronto, in addition to the North York Safety Village proposal, the Scarborough Children's Safety Village has secured land donated by the City, and is undertaking a major sponsorship program to raise construction costs for the facilities. The Scarborough Optimist Club, Toronto Police Services, Agincourt Civitan Club and Toronto Fire Services have been actively involved in the project which is intended to address some of the leading causes of death and injury in school-age children: traffic accidents and fires. Development of a similar facility is also being undertaken in York Region, with support from fundraising and the Trillium Foundation.

Safety villages commonly consist of facilities for classroom education in street and fire safety, and a streetscape where children can practice what they have learned in the classroom. The Scarborough Children's Safety Village will be the first indoor facility of its kind in North America. The North York Safety Village proposal indicated an intention to expand beyond school children to include seniors in its education programs.

Costs associated with the development of safety villages fall into several broad categories: land acquisition, construction, project development (e.g., fundraising and marketing), and ongoing operating costs (e.g., maintenance, staffing and co-ordination.) These costs can be significant. For example, the cost of facility construction and program development for the Scarborough Children's Safety Village is estimated at \$4,000,000.00.

The Scarborough Children's Safety Village is being built on three acres of land donated by the former City of Scarborough. Service clubs and private sector sponsorship have contributed to the construction and project development costs. The Community Safety Village of York Region has undertaken fundraising, and received funding over three years from the Trillium Foundation for its marketing and promotion costs.

At the present time, there is no City of Toronto grants program with a funding purpose that coincides with the goals and specific needs of safety villages. In particular, neither the C.S.G.P. nor B.T.C.V. grants program can offer appropriate support to these projects.

City departments involved in the development and ongoing education program delivery associated with the villages are the most appropriate providers of support to these projects. These City departments commit staff time to these projects within their current mandates and budgets. In addition, these City services may want to consider other possible means of support for safety villages, such as recommending these projects for inclusion in the City's corporate sponsorship program which is currently under development.

Family Resource Centre Programs:

The Province has transferred funding and management responsibilities for childcare services including family resource centre programs to the amalgamated City of Toronto. These services

will be administered by the Children's Services Division of the Community and Neighbourhood Services Department. In the past, family resource centre programs were funded both by the Province and the C.S.G.P. Family resource centre programs funded through the C.S.G.P. will be transferred to the Children's Services Division as part of the rationalization of services in the amalgamated City. Children's Services Division and C.S.G.P. grants staff will be working closely with these programs over the next year to ensure a seamless transition. The City is expected to continue with the same level of funding and support to family resource centre programs in 2000.

Long Term Care Review:

In October 1998, the Municipal Grants Review Committee received a report titled "Implementation of Provincial Long-Term Care Reform." The report advised Committee that the Community and Neighbourhood Services Department would be undertaking a review of its support to seniors as provided through the Department's Homemaker and Nurses Services Program (H.M.N.S.) and the C.S.G.P. within the context of provincial long-term care reform implementation. The goal of the review was to determine the appropriate municipal role and mechanisms of support for the funding of long-term care services.

The review process began in the spring of 1999, and has included interviews with executive directors of most of the Community Care Access Centres (C.C.A.C.), a review of municipal grants for seniors' services, and interviews with provincial program consultants. A team comprised of staff from the Homes for the Aged and the Social Development and Administration Divisions of Community and Neighbourhood Services have met periodically to exchange information on provincial long-term care implementation and to discuss municipal funding opportunities and challenges.

Three key issues have been identified during the process to date:

- (1) A number of community-based long-term care services that have received C.S.G.P. funds in the past should now be funded 100 percent by the Province, or through a cost-sharing arrangement with the Province.
- (2) There may be an opportunity to transfer some funding for long-term care services provided by the C.S.G.P. to more appropriate funding mechanisms within the City, such as H.M.N.S. This transfer might allow the City to leverage an additional 80 percent provincial funding for these services, and address the growing demand for services through H.M.N.S.
- (3) C.C.A.C.s are implementing long-term care reform at differing rates and levels. As a result, it is not yet clear which community-based organizations will continue to provide long-term care services. The R.F.P. process for homemaking will continue to evolve over the next several years.

With these issues identified, the review will continue to refine the definition of an appropriate municipal role in the support of long-term care services by conducting interviews with other

funderson of seniors services (for example, United Way), consultation with key community agencies, and the analysis of client group data from both H.M.N.S. and the C.S.G.P.

A full report will be issued once the review has been completed.

Conclusions:

It is recommended that an appeals sub-committee of the Community Services Committee be established in order to deal with applicant appeals in a more effective and timely manner. The complex issues associated with program rationalization outlined in this report will continue to be addressed through the 2000 grants review cycle.

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List of Attachments:

Appendix A: Community Services Grants Appeals Sub-Committee Terms of Reference
Appendix B: Community Services Grants Appeals Sub-Committee Workplan

Appendix "A"

Community Services Grants Appeals Sub-Committee
Terms of Reference

(1) Responsibilities:

The Community Services Committee has responsibility for approving all eligibility and allocations reports of all grants programs overseen by the Committee, including the Community Services Grants Program, Breaking the Cycle of Violence Grants Program, Homeless Initiatives Fund, and the Youth Employment Job Development Program.

The Community Services Grants Appeals Sub-Committee shall deal with appeals made by applicants and other members of the public regarding the eligibility and allocations reports associated with the Community Services Committee's grants programs. Specifically, the Community Services Grants Appeals Sub-Committee shall:

- (a) hear appeals regarding eligibility and allocations reports from the Commissioner of Community and Neighbourhood Services for grants programs overseen by the Community Services Committee, including the Community Services Grants

Program, Breaking the Cycle of Violence Grants Program, Homeless Initiatives Fund, and Youth Employment Job Development Program;

- (b) give direction and advice to the Commissioner of Community and Neighbourhood Services for revision of the eligibility and allocations reports based on these appeals;
- (c) give direction and advice to the Commissioner of Community and Neighbourhood Services regarding policy issues identified during the appeals process; and
- (d) report to the Community Services Committee in September 2000 regarding the completion of the Sub-Committee's workplan, and the continuing need for a special-purpose Sub-Committee beyond the current term.

(2) Reporting and/or Sunset Date:

The Sub-Committee shall be dissolved at the end of the term of the current City Council. The Sub-Committee shall report to the Community Services Committee in September 2000 regarding the completion of the Sub-Committee's workplan and continuing need for a Sub-Committee beyond the current term.

(3) Membership:

The Sub-Committee shall have three members who are drawn from the Community Services Committee. The membership shall be appointed by the Community Services Committee in accordance with section 105(2) of the Council Procedural By-law.

(4) Reporting Relationship:

The Sub-Committee shall report to the Community Services Committee.

(5) Reason for Establishment of the Sub-Committee:

The Sub-Committee is established to allow for the in-depth review of appeals by applicants to grants programs overseen by the Community Services Committee that time would not otherwise permit given the range and number of other matters before the Community Services Committee.

(6) Staff Resources:

The Sub-Committee shall be supported by the City Clerk and the Commissioner of Community and Neighbourhood Services or designate without the need for the appropriation of additional funds.

Appendix "B"

Community Services Grants Appeal Sub-Committee Workplan

January 2000:

- (a) Review and approval of Sub-Committee's workplan.

- (b) Consideration of Homeless Initiatives Fund appeals.
- (c) Identification of grants policy issues.

March 2000:

- (a) Consideration of Community Services Eligibility Report appeals.
- (b) Identification of grants policy issues.

May 2000:

- (a) Consideration of Community Services and Breaking the Cycle of Violence Grants Program appeals.
- (b) Identification of grants policy issues.

September 2000:

- (a) Consideration of Youth Employment Job Development appeals.
- (b) Review and recommendations regarding the ongoing need for an appeals Sub-Committee.