



**STAFF REPORT  
ACTION REQUIRED**

**Community Service Partnerships Program – 2013  
Allocation Recommendations**

<b>Date:</b>	May 8, 2013
<b>To:</b>	Community Development and Recreation Committee
<b>From:</b>	Executive Director, Social Development, Finance and Administration
<b>Wards:</b>	All
<b>Reference Number:</b>	17070

**SUMMARY**

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This report provides recommendations for Community Service Partnerships program grants (CSP), which provides ongoing support to community-based organizations that advance Council's strategic goals and priorities by working to improve social outcomes for vulnerable, marginalized and high-risk communities.

For 2013, 213 eligible organizations requested a total of \$15,919,146.86 to support the operation of community programs. These requests include a total of \$2,530,601.83 for new or increased support from 87 organizations for 156 programs.

This report recommends the allocation of \$14,334,485.00 to 213 organizations supporting 500 programs. This represents an increase to last year's allocation due to additional funding approved by Council in the 2013 budget process. This funding was approved in recognition of cost of living pressures on community based service delivery agencies, therefore there is no service level adjustment associated with the increase.

Of these recommended funds, \$470,880.00 will be used to support new or enhanced programming in 30 programs, and the remainder will be used to maintain existing programs at 2012 service levels.

An additional \$15,000.00 of the approved funding has been held to administer claims by eligible seniors through the consolidated snow-shovelling program. A total of \$31,565.00 of the approved funding of the CSP 2013 Operating Budget has been held for appeals of the recommendations for new and increased funding.

## **RECOMMENDATIONS**

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**The Executive Director, Social Development, Finance and Administration, recommends that:**

1. City Council approve the 2013 Community Service Partnerships allocation recommendations totalling of \$14,334,485.00 from the 2013 budget to 213 organizations that requested funding as described in Appendix A.
2. An amount of \$31,565.00 be held from the CSP 2013 Approved Operating Budget for appeals of recommendations for new and increased funding.
3. An amount of \$15,000.00 be held from the CSP 2013 Approved Operating Budget to administer claims by eligible seniors through the snow shovelling program;
4. City Council delegate authority to the Executive Director, Social Development, Finance and Administration to re-allocate 2013 CSP funds that are not used during the funding year by approved organizations to other CSP approved organizations;
5. The Executive Director, Social Development, Finance and Administration report on any re-allocation of 2013 CSP funds to City Council in the 2014 CSP allocation recommendations report

### **Financial Impact**

The recommendations in this report will have no impact beyond what has already been approved in the 2013 operating budget.

This report recommends allocations \$14,334,485.00 from the 2013 budget to 213 organizations as described in Appendices A and D. An amount of \$31,565.00 is set aside for appeals, and an amount of \$15,000.00 is recommended to respond to snow shovelling rebates for seniors.

The Deputy City Manager and Chief Financial Officer has reviewed this report and agree with the financial impact information.

### **DECISION HISTORY**

The Social Development, Finance and Administration Division's 2013 Approved Operating Budget includes funding of \$14,381,050.00. The approved budget amount includes an increase representing the economic factor increase to the City's funding programs as approved by Council at its meeting of January 15 and 16, 2013  
<http://app.toronto.ca/tmmis/viewPublishedReport.do?function=getCouncilMinutesReport&meetingId=5669>

Community Service Partnerships provides ongoing support to organizations that work to improve social outcomes for vulnerable, marginalized and high-risk communities. As a part of the City's continuous service improvement initiatives, a number of smaller ongoing funding programs with narrower mandates have been consolidated under the CSP. These consolidations have allowed the City to benefit from operational efficiencies in grants administration, and have reduced the administrative burden on applicant organizations. Programs now consolidated under the CSP include:

- The Food Security Investment Program, which was consolidated in 2009  
<http://www.toronto.ca/legdocs/mmis/2009/cd/decisions/2009-11-06-cd28-dd.htm>
- Snow Shovelling and Lawn Care, which was consolidated in 2010  
<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2010.CD34.14>
- The Major Recreation program, which was consolidated in 2011  
[www.toronto.ca/legdocs/mmis/2011/cd/bgrd/backgroundfile-39037.pdf](http://www.toronto.ca/legdocs/mmis/2011/cd/bgrd/backgroundfile-39037.pdf)

In June 2008, Council approved the report "Toronto Grants Policy Updates" which provides a framework for the city's partnership and investment grant activities and recommends standards for the administration of line item grants.

<http://www.toronto.ca/legdocs/mmis/2008/cd/bgrd/backgroundfile-13493.pdf>

The Executive Committee is considering amendments to the 2008 policy at their May 28, 2013 meeting (deferred from original date of April 3, 2013). The recommended changes described in the 2013 "Toronto Community Grants Policy" report, integrate related stand-alone policies on financial health and political activity and incorporate existing guidelines on anti-discrimination, complaints, customer service, program standards and performance measures and appeals.

## **EQUITY IMPACT STATEMENT**

CSP supports and sustains the well-being of Toronto's communities by providing funding to community-based organizations for programs that improve social outcomes for vulnerable, marginalized and high-risk residents and communities. By working through community-based organizations, the City supports a broad range of targeted services and engagement opportunities for racialized communities and equity-seeking groups.

Recommendations include allocations to organizations representing equity-seeking communities. These include 23 organizations serving People with Disabilities, 3 organizations serving the Aboriginal community, 64 organizations serving Ethno-specific or Multi-ethnic communities, 25 organizations serving Women and 2 organizations serving the Lesbian, Gay, Bisexual, Transgender, Transsexual and Two Spirited community. The CSP also supports 38 food security programs for low-income communities. Multi-service and neighbourhood organizations within CSP also provide programs and services directed to equity seeking groups.

## ISSUE BACKGROUND

Over the years, Toronto has developed a sophisticated human service system. This system is a mixed model that has moved away from an exclusive reliance on municipal service delivery to one based on partnerships between the City, community-based organizations, and for-profit service providers. As a part of these partnerships, the City purchases services that reach out to all parts of Toronto to work with changing populations, identify evolving community needs and develop flexible, innovative and cost-effective ways of meeting them.

The City recognizes that community organizations can deliver many services more efficiently and with a greater degree of community acceptance. In these situations, grant programs reflect Council strategic goals and priorities (such as social inclusion, community safety, youth development, and a vibrant local economy), and community-based organizations propose the services that will advance these goals across or within specific communities and neighbourhoods.

Funding applications are solicited from organizations that have identified a local need related to CSP's mandate, and have designed a local response that is effective, leverages other financial resources, and involves volunteers and participants in all organizational activities. CSP operates as an ongoing funding program, providing a stable environment in which residents can work together over time to improve outcomes in their communities.

The program is reviewed regularly to ensure its ongoing effectiveness. The Auditor General's report "Municipal Grants – Improving the Community Partnership and Investment Program" approved by Council earlier this year indicated that City grants are well administered. The Auditor General's recommendations to SDFa, which administers CSP, focused on improvements to the grants administration process and documentation. These recommendations support SDFa's continuous improvements approach. SDFa has begun to take measures that address the Auditor General's recommendations and has an action plan to address all of the recommendations by 2014.

Program guidelines and administrative practices are modified to address changes in City goals, emerging community issues, and in response to broader trends such as shifting unemployment patterns. Guidelines are posted on the City's website<sup>1</sup> and include information on CSP's mission and organizational and program eligibility criteria. Information about the CSP allocation process and other resources for applicants is also available on the program's web page.

The authority to use Community Service Partnerships funding as means of purchasing service arises from the general authority for making municipal grants provided in Section 83 of the *City of Toronto Act, 2006* (S.O. 2006, c.11) and the City of Toronto Grants Policy. The line item grant to Findhelp is administered by SDFa under the Council

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<sup>1</sup> Program guidelines can be found at [www.toronto.ca/grants/csp](http://www.toronto.ca/grants/csp)

approved terms and conditions for line item grants approved in the Toronto Grants Policy Updates, 2008.

## **COMMENTS**

### **Community Service System Issues and Opportunities**

#### *Increased service demands and funding pressures*

Many CSP agencies are struggling to remain resilient in the face of both increased demand on their services, as well uncertainty of their ongoing financial stability. This experience is consistent with the findings of Imagine Canada's "Sector Monitor" report for 2012. The report, based on responses from close to 2,200 leaders of registered charities across the country, highlights two distressing realities:

- An increased number of charities surveyed are reporting that demand for their products and services has increased
- The percentage of leaders predicting that their organizations will be weaker in terms of their ability to perform their mission over the near- and mid-term are the highest they have been since Imagine Canada began surveying charities in 2009

At the same time, the percentage of leaders forecasting increased revenues to address these realities are at record lows. Community agencies, including those supported through the CSP program, are challenged to be more creative in order to fulfill their mission and increase their impact.

#### *Governance and Administrative Capacity*

In the CSP portfolio, we continue to see a number of agencies struggling to balance quality programming, strong governance, effective administration and volunteer and community engagement. This is particularly evident with small to medium sized agencies where CSP is the only, or main, ongoing funder. In order to support these agencies, CSP staff are exploring effective capacity building strategies that focus on strengthening governance and administrative capacity. Moving forward, staff will work in collaboration with other funders that have a funding relationship with CSP organizations including United Way of Greater Toronto, Ontario Trillium Foundation and various provincial ministries.

Increased attention is also being paid to service integration strategies to increase efficiency and impact of the sector. These include mergers, consolidations and shared administrative platforms. In the CSP portfolio, examples include:

- Ontario Coalition of Agencies Serving Immigrants (OCASI) will work with 6-7 CSP funded ethno-specific agencies to explore models of shared governance and/or alternative models for service delivery. These organizations are providing vital services to their respective communities but lack the administrative and governance capacity to perform their legal and fiduciary duties well.

- The Rexdale Community Hub opened in spring of 2012, and is home to 11 community service agencies, six of which are CSP funded organizations. Additional funding is required to strengthen agency coordination in order to provide innovative, client-centred, integrated social, employment, health, legal, and cultural services to residents – all under one roof.

CSP funds organizations operate with a registered, voting membership that elects the board of directors at the organization's Annual General Meeting. Some CSP organizations are at risk of not meeting the program's governance and membership criteria. Organizations reporting a board and membership of the same size, or a small membership relative to their service reach, or low participation of the membership in the Annual General Meeting, are encouraged to consider increasing the participation of the membership in organizational governance.

#### *Funder coordination*

CSP staff work closely with other funders to identify and respond to emerging issues and changes in the policy and funding environment. These issues are examined as a part of the ongoing coordination to look at best practices, identify opportunities for shared action and support a strong service sector. Current collaborative initiatives include staff participation in:

- The *Management Advisory Committee of United Way's Innovation Fund*, a new funding opportunity that aims to strengthen agencies and the sector to develop new planning and operational systems and support knowledge sharing, learning and change at a systemic level.
- The *Newcomer Funder's Strategy*, which brings together funders to identify service gaps and potential strategies to better support community agencies that facilitate the integration of newcomers.
- The *Shared Platform Constellation* (through the Ontario Non-Profit Network) which brings together funders and community organizations to examine the model's impact on program delivery, community capacity and funder processes.

## **CSP Assessment and Allocation Recommendations**

### *Overview of the CSP Application and Assessment Process:*

CSP guidelines, resources and sample application forms are available on the City's web site<sup>2</sup>. All CSP applicants must submit their applications on-line through the Corporate Grants Information System, and training is provided for volunteers or organization staff responsible for submitting information.

The CSP assessment is conducted in two stages. The program and organization must meet the eligibility criteria and be assessed against the criteria as having a strong fit and

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<sup>2</sup> Program guidelines can be found at [www.toronto.ca/grants](http://www.toronto.ca/grants)

appropriate performance level. The criteria reflect the CSP risk management framework and ensure that funding is recommended to organizations with the capacity to appropriately manage and deliver the intended programs.

Within the CSP, organizations apply for program-specific funding. Because funded programs address ongoing needs, maintaining support to previously funded programs is the first priority in the allocation of CSP funds. Subject to budget constraints, programs funded in one year that are assessed as complying with all of the CSP criteria in subsequent year are recommended for the same level of support. Requests for new and increased funding are prioritized using the CSP mission statement and CSP Equity Framework, which considers geographic equity, service equity and community of common bond equity. Assessments include consideration of the organizational capacity of the applicant, the community need identified and its relation to City priorities and policies, as well as the ability of the proposed program to deliver an effective service or community resource.

*Overview of 2013 CSP Applications:*

213 eligible organizations submitted applications for 523 programs under the 2013 CSP. Of these eligible applicants, 87 submitted 156 program requests for \$2,530,601.83 in new or increased funding. Information on the categories of applicants and the related recommendations is provided in the tables included in this report. In 2013, CSP received applications from three organizations new to the program that are not being recommended due to lack of funding.

The Council approved increase will support an economic factor increase to all CSP funded agencies and investment in new and expanded programs. It will also support strategic investments in service stabilization and improving organizational capacity and service coordination.

The 2013 CSP includes snow-shovelling services that help seniors and people with disabilities to remain safely in their homes for as long as possible. Funded organizations maintain the service delivery models they used prior to amalgamation, and as a result, there are both brokerage and claims-based services funded under the CSP. An amount of \$15,000 has been held from the CSP 2013 Approved Operating Budget to address claims. The number of seniors eligible for the individual rebate is continuing to decline. This past year, CSP staff worked with the delivery organizations providing claims-based service to improve the efficiency of the program's administration.

CSP uses comments, conditions and future funding conditions to highlight issues where applicants may not be in compliance with CSP criteria, in order to identify areas for improvement and bring organizations into compliance. In some cases, organizations were not able to address their issues successfully, and funding is no longer recommended.

During the course of 2013, some approved CSP organizations may not be able to make full use of their allocation. This situation can arise when organizations are unable to meet the conditions of their funding, or because of organization and program closures. This report requests delegated authority to enable the Executive Director, Social Development,

Finance and Administration to reallocate any 2013 CSP funds that are not used during the funding year by approved organizations to other CSP approved organizations, with a requirement to report on any reallocations through the 2014 CSP allocation recommendation report. This delegated authority was approved in 2011.

*Recreation Consolidation:*

Starting with the 2011 funding cycle, Parks, Forestry and Recreation transferred the administrative responsibility for recreation funding programs to the Social Development, Finance and Administration division. This transfer is consistent with previous administrative changes that have brought the Food Security Investment Program and the Snow Shovelling and Lawn Care program into the CSP. Currently, there are 28 former major Recreation Partnership organizations supported in CSP for their ongoing recreational activities. This year, staff recommend that the last eligible organization, Cabbagetown Youth Centre, be brought into the CSP portfolio, completing the consolidation.

*Access, Equity & Human Rights (AEHR) Program:*

In 2011, the AEHR Partnership program was transferred to SDFa. The existing investment and partnership program evolved into an investment program model, which supports project based activity. An organization's eligible, ongoing programming can be supported in CSP, SDFa's grant envelope that supports ongoing program activity. This restructure achieves greater transparency, accountability and program alignment.

In 2013, staff recommend increased funding to support the ongoing activity of three Alternative Planning Groups previously funded through the AEHR Partnership stream. The groups are Hispanic Development Council, Chinese Canadian National Council Toronto Chapter and the Council of Agencies Serving South Asians.

*Support for Toronto's Community-based Anti-Discrimination Infrastructure*

City Council approved the creation of a *Working Group on City Funding Support for Toronto's Community-Based Anti-Discrimination Infrastructure* on July 11, 2012<sup>3</sup> to provide advice on ways in which the City's support for Toronto's community-based anti-discrimination infrastructure can be strengthened.

The working group consists of community-based equity leaders across several sectors as well as City grants staff. The group has met monthly since November and will report on its progress to Council in the fall of 2013. This process may result in changes to the grant program criteria and guidelines starting in 2014.

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<sup>3</sup> <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2012.CD14.14>



### Recommendation Summary:

The 2013 CSP recommended allocations are summarized in the following two tables:

Table 1: 2013 CSP recommended allocations by category

Returning Organizations Requests	Number of recommendations	Funds recommended	Percentage of total Budget
New programs	5	\$95,000.00	0.66%
New core administration	2	\$43,000.00	0.30%
Increase to current programs	20	\$249,380.00	1.73%
Increase to current core administration	3	\$83,500.00	0.58%
<b>Total new and increased recommendations</b>	<b>30</b>	<b>\$470,880.00</b>	<b>3.27%</b>
Maintain last year's service level	493	\$13,863,605.00	96.40%
<b>Total recommended allocations</b>	<b>500</b>	<b>\$14,334,485.00</b>	<b>99.68%</b>
Appeal fund amount	---	\$31,565.00	0.22%
Amount for eligible seniors snow rebates	---	\$15,000.00	0.10%
Total Budget Available		\$14,381,050.00	100.00%

Table 2: 2013 CSP recommended allocation by program focus

Program focus	Number of programs	Recommended Allocations
<b>Seniors:</b> Services including elderly person's centres, supports such as friendly visiting and snow removal, social and recreational activities, and outreach.	144	\$3,692,620.00
<b>Youth:</b> Services including leadership development, recreation and after school programs, and outreach to at-risk youth.	83	\$2,973,125.00
<b>Adults and Families:</b> Services including provide peer support, groups for women, parenting workshops, crisis intervention, and participatory support programs. (includes summer camp programs in 2012)	138	\$4,206,585.00
<b>Community Development:</b> Activities that engage vulnerable residents and neighbourhoods to identify needs, assets and opportunities through planning, outreach and leadership support.	60	\$2,201,925.00
<b>Core Administration:</b> Functions performed by the executive director, bookkeeper and volunteer coordinator; annual audit costs; activities that build and sustain governance, membership and accountability.	75	\$1,260,230.00
Total	500	\$14,334,485.00

## **CONTACT**

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## **SIGNATURE**

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## **ATTACHMENTS**

Appendix A: 2013 Community Service Partnerships – Allocation Recommendations for all applicants

Appendix B: 2013 Community Service Partnerships – New, Increased or Decreased Allocation Recommendations

Appendix C: 2013 Requests for New or Increased funding Identified as High Priority and Not Recommended due to lack of funding.

Appendix D: 2013 Community Service Partnerships – Detailed summary sheets