Cracks in the FOUNDATION

Final Report

TORONTO Community & Neighbourhood Services

Table of Contents

Introduction

Toronto is a diverse city experiencing rapid change and growth. The city's economy is strong and vibrant. People from across the country and around the world now call Toronto home, bringing a rich variety of cultures and experiences. However, Toronto also has significant and complex social needs. A quarter of Torontonians live in poverty. Homelessness remains high with almost 32,000 people staying in emergency shelters in 2002. Toronto's population is aging, with seniors representing the fastest growing age group. Toronto is also the largest reception centre in Canada, receiving four out of 10 new immigrants.

Over many years, a sophisticated and well-established human service delivery system has evolved in Toronto in response to changing social needs. A mix of government, institutional, private sector and community providers deliver these services. However, the community-based sector provides the foundation of this system. This sector is a key partner to the City in both delivering services and promoting its broader social development goals. Community agencies help strengthen neighbourhoods, for example, by bringing people together for community events and activities.

Agencies work with each other to plan and co-ordinate services to better meet the needs of their communities. Community agencies also offer many ways for people to get engaged in issues that affect their lives including volunteer, community leadership and professional development opportunities.

The City of Toronto has long been concerned with the stability of the community sector. In 1996, the City and other partners undertook a study[1] to explore the impact of government funding reductions on the community-based human service sector. The study documented profound impacts, due to changes in priorities, values and funding mechanisms at senior levels of government, on the ability of agencies to address the needs of the populations they serve. Funding pressures forced agencies to place additional demands on staff, spend more time raising revenue from new sources and work more intensely with volunteers. Agencies were stretched to the limit to sustain their organizations and meet client needs.

[1] *Profile of a Changing World,* 1996.

Recent national studies[2] continue to document a community-based sector under stress. This stress is linked to factors such as government downloading of services and changes in the way the sector is funded. Since the early 1990s, senior levels of government have reduced and/or devolved many responsibilities to both municipalities and to the community sector. In their turn, municipalities have downloaded some service delivery to the community sector. Service devolution is not necessarily a bad thing, as those closest to communities being served are well-placed to identify local needs. However, similar to the municipal experience of downloading, the question is whether the community sector has the capacity, stability or the appropriate funding to assume this responsibility.

Prior to 1996, there was some government funding for core organizational costs[3] for community agencies and some flexibility in how program dollars were used relative to the needs of the organization. Short-term project funding is now the current practice. This type of funding is more limited in the costs it will cover and is targeted to specific programs and/or population groups that tend to reflect current government priorities. Also, governments have adopted stronger requirements to measure and report on service performance, and demand similar requirements of the groups they fund.

The City of Toronto has a vested interest in the ongoing capacity and stability of the community-based sector. The City's Social Development Strategy strongly encourages developing the sector to deliver responsive services and programs to meet community needs, to advocate on behalf of Toronto residents, and to help build social cohesiveness within communities. Through these efforts Toronto's communities grow stronger, forming the historic legacy of Toronto as a liveable city.

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[2]*Funding Matters*, 2003; *The Capacity to Serve*, 2003.
[3]Core organizational costs include supervision of direct service/program staff, volunteer co-ordination, staff training, board governance and oversight, human resource management, information technology support including data systems, financial management and reporting, risk management, public policy participation, strategic planning, needs assessment, inter-program and interagency co-ordination and networking, community links, outreach and good will, accreditation, labour relations, funder communication, policy development, physical space and equipment, and records management.

To gauge how Toronto's community sector is faring in the current environment, the City initiated research to explore the stability and capacity of the sector related to service delivery, human resources and financial management. This report presents the key findings of that research.

It should be noted that the community-based human service sector represents a broad spectrum of non-profit and voluntary service providers. Within the sector as a whole, there are also sub-sectors of agencies that share similar mandates (for example, immigrant and settlement services). This study is mainly concerned with trends and changes that apply to the whole sector, but individual sub-sectors will be discussed as relevant.

This report provides:

- a description of the research methodology
- a summary of key findings
- a profile of community agencies participating in the study
- an overview of findings related to service delivery, human resources and financial resources
- conclusions and areas for further consideration.

Methodology

This study is based on the findings of a survey of Toronto's community-based human service sector conducted by the City of Toronto in spring 2003. The study also incorporates the findings of a City survey of government and foundation funders of the community sector, and a 2002 survey on community use of school and city-owned space conducted by the City of Toronto and the United Way of Greater Toronto. A detailed description of the methodology can be found in Appendix A of this report.

Community-based human service agencies in Toronto were surveyed to examine trends and changes in the stability and capacity of the sector over the last three years (two previous Community Agency Surveys, conducted in 1995 and 1996, used a comparable methodology). A census approach was used to ensure that all agencies had an opportunity to respond. The survey was distributed to all community-based human service agencies in Toronto, except those that provide arts and culture, recreation and childcare services. While these agencies may face similar issues, they warrant separate study due to the size of these sectors.

A total of 1,342 surveys were sent out to community-based agencies in spring 2003. The survey questionnaire is included as Appendix C. While a "census" approach permits equal opportunity to respond, some under-representation is expected. A rigorous call-back process was used to encourage survey responses, particularly from under-represented parts of the sector. A total of 316 agencies completed the survey, representing a 24% response rate. Responding agencies reflect the overall distribution of services in Toronto when reviewed by type of service, size of agency and geographic location in the city (see Appendix C for a map of responding agencies).

Random follow-up phone interviews were conducted with agencies that responded to the survey for further insight into key issue areas. Focus groups were also held with 20 agencies that did not complete the survey, to solicit input from both the immigrant and settlement sector and the employment and training sector, two areas that were under-represented in the study.

For the purposes of this research, agencies were analyzed according to budget and program status, that is, whether these had increased, decreased or stayed the same over the previous three years. In addition, very small agencies (annual budget under $75,000) were analyzed separately to explore particular aspects of this group.

An interdepartmental City staff committee and the Community-City Working Group on Core Stable Funding guided the development and analysis of this research. This latter group is examining the core funding needs of community-based services in Toronto

Summary of key findings

This study explores the stability and capacity of Toronto's community-based human service sector in the areas of service delivery, human resource management and financial resources. Research highlights are as follows:

- Current funding issues are less about cuts, as was the case in 1996, and more about the restrictive nature of funding that is available for the community-based sector.

- The majority of agencies in this study are experiencing growth, both in budget and programs. However, the restrictive and time-limited nature of funding is having an impact on their overall capacity and stability.

- Most available funding does not cover core organizational costs that are necessary to effectively operate an agency such as rent, utilities, staff and volunteer training and supervision, volunteer co-ordination and financial management and reporting.

- The predominant practice of short-term project funding is creating budget and program fluctuations.

- Funders have increased monitoring, reporting and evaluation requirements, but do not fund agencies to do this work. There is also little consistency among application and reporting information that funders require.

- Most agencies in this study are hiring more program staff, but they are struggling with high rates of staff turnover and burnout due to an inability to offer permanent positions and/or competitive wages and benefits.

- More people are volunteering in community agencies mainly because of the community service requirements of Ontario Works and the high school curriculum. However, this type of volunteer service offers less stability due to high turnover and less commitment by mandatory volunteers.

- Government is the main funder of the community-based service sector and relies heavily on the sector to deliver responsive services to the public.

Key survey statistics

- 56% of agencies have programs at risk of ending

- 44% of agencies had ended or eliminated programs

- 47% of agencies have difficulty attracting, training or retaining skilled staff

- 82,000 volunteers work in 316 agencies

- 72% of funding for the sector comes from government

- 84% of agencies had access to new funding

- 45% of agencies lost funding

- 71% of agencies have clients who need service in a language other than English.

• Community agencies benefit the larger community as well as the people who use their services. In this way they help the City of Toronto meet its social development goals such as strengthening neighbourhoods, planning and co-ordinating services, and increasing civic engagement and participation.

While the majority of agencies in this study were in a position of growth, serious concerns have emerged about the long-term stability and capacity of the sector due to current funding practices. Issues such as the lack of funding for core organizational costs, annual rather than multi-year funding cycles, and inconsistent and cumbersome reporting requirements must be addressed by funders to ensure the sustainability of this critical part of the human service sector in Toronto.

Profile of agencies

Age and service coverage

The majority of agencies responding to the 2003 Community Agency Survey are well established and demonstrate the long tradition of community-based service delivery in Toronto. The majority of agencies were founded before 1990, and one-quarter were founded before 1960. Only one percent of agencies were very young in that they were founded after 2000. It should be noted that this research is primarily a reflection of the experience of larger, more established agencies in Toronto. Research aimed at understanding the perspective of smaller and/or emerging agencies is worthy of further study.

Almost half of the agencies (47%) reported their service area as city-wide, while 17% also serve the Greater Toronto Area. Agencies most likely to have expanded their service boundaries or added new program locations in the last three years are those with increased budgets and programming. However, 70% of agencies without changes in budget also expanded their service boundaries. This expansion may in part be explained by an increasing requirement of some funders that agencies provide services on a city-wide basis.

Types of agencies

Organizations participating in this study reflect the diverse array of community-based human services across Toronto, as shown in Chart 1. The largest group responding to the survey (88 agencies) identified themselves as multi-service. The next largest group was health services (43), followed by supportive housing (26) and children and youth services (22).

It is interesting to note that many agencies are now identifying themselves as multi-service. It is unknown if these agencies are actually becoming "multi-service" in the traditional sense of the term, referring to agencies that provide a multitude of services to a range of population and age groups. Rather, it may be that agencies are expanding the range of services provided within their general area of expertise and as a result see themselves as multi-service. For example, where an emergency shelter may once have focused primarily on providing a bed and a meal to homeless people, the agency may now offer a range of programs such as on-site health services, job counselling, or even transitional housing.

Chart 1 – Type of Agency

Multi-service
Health
Supportive Housing
Children & Youth Services
Education & Employment Training
Counselling& Crisis Intervention
Information & Referral
Immigration & Settlement Service
Adult Day Service
Homeless Services
Community Development and Planning
Home Support
Childcare
Food & Clothing
Legal
Housing Stability/Eviction Prevention
Abused Women's Shelter
Long Term Care
Other

0   20   40   60   80   100

Number of agencies

Expanding services within an agency may be a response to a growing demand and complexity of need from people using their services. In the above example, it may also indicate a shift to longer-term solutions to social issues such as homelessness. However, it may also reflect a documented trend known as "mission drift"[4] where organizations stretch beyond their original service mandate to accommodate the type of funding available. There is some concern about the long-term impacts of "mission drift" on the stability of the community-based sector, as agencies stretch their capacity too thin trying to deliver services outside their core expertise. In addition, the extent that priorities set by funders actually meet local and emerging community needs is beyond the scope and analysis of this report, but warrants further study.

Populations served

Toronto is a diverse city and is home to many people with multiple and complex needs. The agencies participating in this study demonstrate this broad range of need and the significant number of sub-groups that programs and services are designed to support. All groups are equitably represented with no single group predominating. Examples of this population diversity include immigrants and refugees, people with physical, cognitive or psychiatric disabilities, homeless people, victims of abuse, lesbian, gay and trans-gendered people, ethno-cultural/racial groups, aboriginal people, children, youth, adults and seniors.

"An organization that can no longer fulfill its primary mission risks losing credibility with clients and with the community."

– Funding Matters, 2003

[4] Funding Matters, 2003.

Types of programs

Agencies participating in this study also show the diversity of programs and services offered by the community-based service sector in Toronto, as seen in Chart 2. The most common type of support provided was information and referral services followed by food and clothing, counselling/crisis intervention services and health services.

Contributions to the broader community

Community agencies provide direct benefits to people who use their services. However, what is less commonly appreciated are the many benefits agencies provide to the broader community and the city as a whole. Agencies participating in this study provided an extensive list of work they do, not all of which is funded, that helps the City of Toronto meet its broader social development goals (see Table 1 on the next page). For example, agencies strengthen local neighbourhoods by reaching out and connecting their most vulnerable residents with services that improve their lives. Neighbourhood agencies come together to strategize on how they can better co-ordinate services and share resources. Community agencies also provide support to help people get more involved with local government on issues that affect their lives.

Chart 2 – Types of Programs

Information Centre/Referral/Hotline Services
Food & Clothing
Counselling/Crisis Intervention
Health, Rehabilitation & Homecare
Education
Outreach
Settlement/Language & Literacy
Drop-ins
General Community Services
Housing Access/Eviction Prevention
Recreation
Employment/Skills Training
Homeless Services
Community & Economic Development
Supportive Housing
Adult Day Services
Early Childhood Education
Legal Aid
Childcare & Nurseries
Emergency Shelter
Social Housing
Long Term Care
Other

0   50   100   150   200
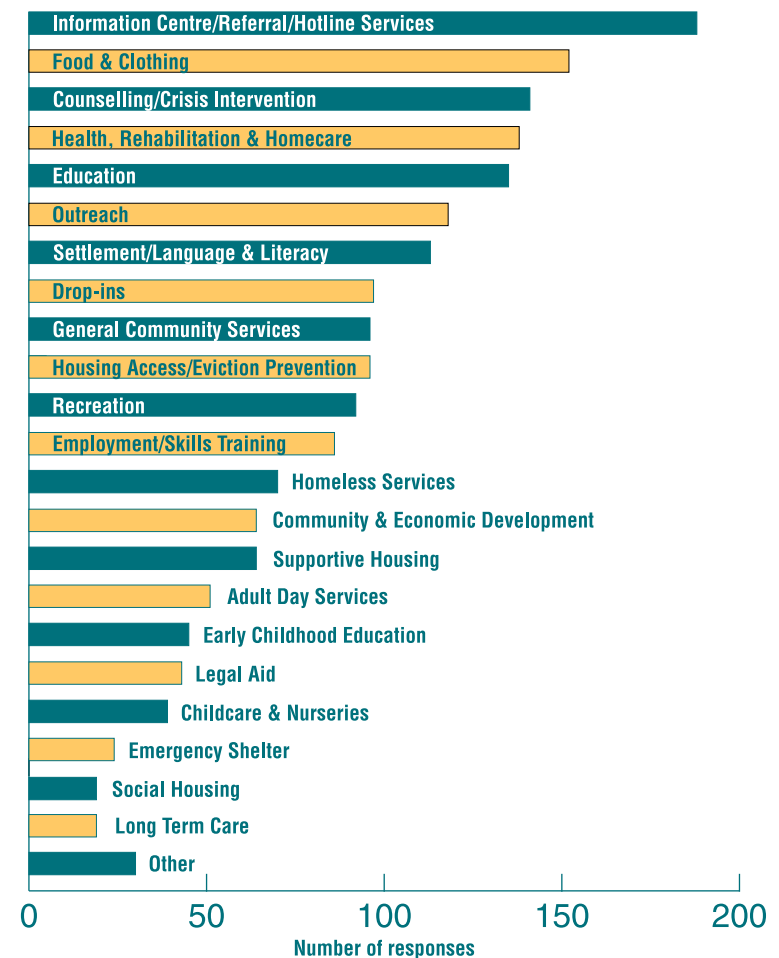
Number of responses

Table 1: Community agency social development activities

Strengthening neighbourhoods	Service planning and co-ordination	Civic leadership and engagement
• Outreach to vulnerable and isolated people to help them gain access to local services.	• Undertaking needs assessments of communities they serve — both geographical and by population — as part of their strategic planning.	• Designing promotional campaigns that encourage people to get involved in community activities.
• Sponsoring and hosting special community events such as street festivals.	• Conducting research to increase the understanding of populations they serve; for example, program evaluations.	• Offering training and education programs to help people understand the electoral process.
• Hosting events that bring together community stakeholders to work on shared issues and concerns.	• Partnering with academic institutions to improve knowledge of key social issues and needs.	• Supporting people to make deputations to City committees on issues that affect their lives.
• Ensuring information, resources and referrals are available to everyone in the community.	• Co-ordinating resources, referrals and waiting lists.	• Promoting community involvement in City committees, local associations, coalitions and advisory boards.
• Organizing crime prevention, violence prevention and safety promotion workshops for community members.	• Partnering with other agencies to identify and address shared service issues or gaps.	• Providing opportunities for people to participate in committees, coalitions and advisory boards.
• Providing resources to neighbourhood groups to perform safety audits.	• Delivering joint programs and services.	• Providing coaching and mentoring initiatives.
• Delivering community safety training programs, including child street proofing and Neighbourhood Watch, to local residents.	• Strategizing with other agencies to strengthen joint advocacy initiatives.	• Offering volunteer, student placement and community service opportunities.
	• Hosting community meetings and offering local networking opportunities.	• Providing leadership and professional development opportunities.
		• Offering community partnership-building opportunities.

Service delivery: key findings

This section discusses key trends related to the capacity of agencies to provide programs and services to the people who need their services. Trends and changes related to agency program stability are also discussed.

Responding to Toronto's diversity

As Toronto's population becomes more diverse, its social infrastructure must be flexible enough to accommodate this change. The community-based service sector has been particularly adept at responding to the wide variety of ethno-cultural communities that now call Toronto home. Many of these programs and services are provided by ethno-cultural agencies with staff who can draw upon their own experiences of settlement in Canada within a common cultural understanding of the groups they are serving. Targeted programs and services are also offered by agencies serving the broader community, such as multi-service agencies.

Table 2: Services for ethno-cultural groups

Type of initiative	Responses
Partnership with another ethno-cultural organization	181
Partnership with a mainstream organization	177
Modify/expand program to meet ethno-cultural needs	144
Targeted ethno-cultural programs	126
Partnership with community leaders	120
Advocacy for specific ethno-cultural groups or issues	92
Research that targets ethno-cultural groups or issues	89
Community planning initiatives for specific ethno-cultural groups	75

As seen in Table 2, community agencies in this study offer a wide range of ethno-cultural initiatives, the most frequent involving partnerships. Agencies also target or modify existing programs to meet the particular needs of a group or groups being served. Research, community planning and advocacy also emerged as important activities. Many people immigrating to Canada represent "new communities" in that previously there have not been many immigrants from those countries. Research aimed at increasing our understanding of the particular needs of these new groups is important to develop responsive programs and services. Advocacy on behalf of newcomers is also crucial to help new-comers successfully navigate Canadian social, legal and economic systems, which may be very different from their country of origin. A lack of funding for this crucial work was highlighted by agencies in this study.

The majority of agencies (71%) responding to the 2003 Community Agency Survey said they had clients who needed services in a language other than English. These agencies said that on average, 35% of their clients need services in another language. The top four other languages cited were Spanish, Cantonese, Tamil and Portuguese. Almost half (49%) of the agencies reported an increase in clients needing multi-language services over the previous three years.

Based on a review of agencies that responded to both the 1996 and the 2003 Community Agency Surveys, the number of clients that need services in a language other than English has increased. In 2003, 54% of these agencies reported an increase in the number of clients requiring services in a language other than English in the past three years, as compared with 38% reported in 1996.

Community agencies are working hard to ensure that language is not a barrier to using services. The majority of responding agencies (83%) said they provide some form of language supports or services. Hiring bilingual or multilingual staff was the most frequent support provided by agencies in this study. Agencies also offered programs and print materials to clients in a variety of languages, and offered trans-lation, American Sign Language and Braille services.

> **"Planning ahead is very difficult. It is hard to do when you do't know if you will receive funding."**
>
> *– Community agency*

Program fluctuations

The majority of agencies (65%) said that compared to three years ago, their overall programming had increased. This was especially true for agencies that had budget increases, of which 84% reported an increase in programming. In addition, 39% of agencies with no budget increases and 32% of agencies that experienced budget decreases also increased their overall programming.

While most agencies (80%) had added programs over the previous three years, 44% of responding agencies also ended programs. Of the financially stronger agencies, those with increased budgets, 41% had eliminated or ended programs. Of the more financially vulnerable agencies, 35% of those with no budget increases and 73% with budget decreases had ended or eliminated programs.

The time-limited nature of funding was identified as the main reason programs were lost. Overall, 34% of agencies reported one-time or pilot project funding as the reason for ending programs. This corresponds with current funding practices of short-term project funding. Seventeen percent of agencies said the funder had withdrawn funding. Lack of staff and/or volunteer resources needed to run the programs was also an issue for 18% of agencies. Funding issues will be discussed in more detail later in this report.

Facing the loss of existing programs was also an issue for 56% of agencies, who said they had current programs or services at risk of cancellation. This trend applied across all groups. The nature of funding provided was again the main factor for this risk. One out of four agencies identified a pending withdrawal of funding as the reason programs ended or were eliminated. The specific reason for that withdrawal is not known. Twenty-three percent of agencies attributed risk to one-time funding.

As seen in Chart 3, (on the next page), 65% of responding agencies reported some element of risk to their programs, either in the form of eliminated or ended programs or services at risk of cancellation. Ending or eliminating programs is not necessarily negative if, for example, programs are evolving into other initiatives that better respond to local needs. However, program fluctuations can affect people who use these services and the agency as a whole. While this study did not specifically examine client impacts, program interruptions can be difficult for vulnerable or hard-to-serve clients, for example, who often take a long time to become comfortable using services in the first place. If the service is lost, it may take even longer to reconnect with these clients. A common theme for agencies participating in this study was an increased demand for services, which creates pressure to expand, or at a minimum maintain programs and services.

Chart 3
Program volatility

(1)
no element of
program risk 35%

(2)
some element
of program risk
65%
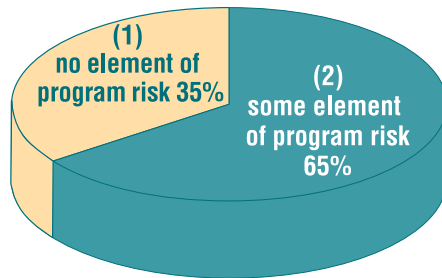
(1) Refers to agencies which indicated programs that were"not ended" and "not at risk".
(2) Refers to agencies which indicated programs that "ended" or were "at risk".

Program fluctuations can also be a sign of positive change as agencies adapt to meet the changing needs of the communities they serve. The key issue is whether community agencies have the core organizational infrastructure needed to manage these changes. In this study, for example, while 80% of agencies said they had added new programs over the previous three years, 54% said their program staff levels had either decreased or stayed the same. In addition, three out of every four agencies also reported that administration staff levels did not change or decreased over the same time period. Expanding service delivery without adequate or appropriate resources is not sustainable over the long term. Human resource and funding trends related to this issue are discussed in more detail later in this report.

A word about partnerships

Agencies participating in this study commented on a perceived push by funders to partner with other agencies; for example, to submit joint funding proposals, to operate programs or to provide training. This trend was confirmed in the results of the Funders Survey conducted as part of this study. Results of that survey found that "use of partnerships" was the most frequently cited assessment criteria of participating funders. In addition, 21% of these funders said they provided in-kind supports for partnership development.

Certainly partnerships can be an effective way to maximize existing resources and to improve service co-ordination and planning. However, community agencies in this study highlighted the need for more support to facilitate partnerships and funding to maintain those partnerships over the long term. Effective collaboration often takes time to establish relationships and to work out issues as they emerge along the way. It can also be a challenge to establish meaningful partnerships between very large and very small organizations, due to the power differential between these two groups. Agencies in this study stressed the challenges to ensure that partnerships are equitable both in workload and the resources contributed.

"Programs are expanding only because of volunteers."

– Community agency

> **"Closing the doors to community use of public space will not help build the communities we value."**
>
> *– Opening the Doors: Making the Most of Community Space, 2002.*

Access to public space remains an issue

Under the former provincial government, changes in the education funding formula resulted in serious financial constraints for school boards. To save money and generate revenues, school boards increased permit and leasing fees and reduced hours of access to space for community groups. The City of Toronto also experienced financial pressures due to provincial downloading and its limited capacity to generate revenue. To offset budget pressures, the City imposed and raised user fees for some services such as Parks and Recreation.

Community agencies and groups have been affected by these permit and user fee changes. One in six agencies participating in this study said they had trouble securing school or City-owned space for their programs. For agencies that were affected by these changes, the impacts were significant. This applied particularly to agencies with reduced budgets and programs. Of this group, 100% said they had trouble securing school space and 73% had trouble securing City-owned space.

The top four impacts reported by agencies that had difficulty finding public space were the need to increase fundraising, reductions in programming, program relocation and limited expansion of programs. Similar impacts were documented in the May 2002 report "Community Use of School and City-owned Space." That study revealed that fewer community groups were able to use school space. Groups were turning to the City for space but ended up competing with City administration and program needs for use of available space. With no other options, community groups were forced to cancel or reduce programs. The result is lost programs, services and activities for people of all ages in communities across the city.

Human resources: key findings

This section discusses key findings related to the stability of staff and volunteers in community-based agencies. Trends and changes related to organizational capacity to attract, train, supervise and retain staff are also presented.

Changes in program staff

The majority of agencies (92%) responding to the survey had paid staff. Of these staff, most (87%) were program staff; the remaining 13% were for administration. Two percent of agencies are operating without paid program staff; 4% are without administration staff.

Forty-six percent of agencies said they had increases in program staff over the last three years. The agencies most able to add staff were those with budget increases (60% of this group added program staff). Forty percent of agencies said they had maintained their program staffing levels. This applied primarily to agencies operating without budget increases. While maintaining staff levels may appear positive, it can also contribute to instability as the existing staff must pick up any added workload without increases in pay. Fourteen percent of agencies reported reductions in program staff, of which 40% also had decreased budgets.

Agencies that responded to both the 1996 and 2003 surveys were analyzed to determine staffing changes over the last seven years. It is interesting to note that while the majority (57%) had increased the number of program staff, 43% either lost or had no change in the number of program staff.

Most agencies with increased budgets used those resources to add more staff. However, it is noteworthy that 32% of agencies with increased budgets only maintained existing program staff levels. It is not known what the additional funding was used for, but many agencies raised the issue of rising operating costs, including rent, insurance and utilities. Some agencies also highlighted the need to accommodate pay equity requirements. Not surprisingly, the agencies most at risk of losing staff were those managing in an environment of budget decreases. Of this group, 40% had lost program staff over the last three years.

> "As full-time positions increase there is a continuity of service and less staff turnover."
>
> – Community agency

> "Fixed budgets year to year reduce the resources that can be put towards training and education for staff and volunteers."
>
> *– Community agency*

Changes in administration staff

The majority (65%) of agencies responding to the survey reported no change in the number of administration staff over the last three years; 10% reported a decrease. Only a quarter of agencies said they were able to add new administration staff and these were primarily agencies with budget increases. For agencies responding to both the 1996 and 2003 surveys, the majority (56%) experienced a decrease or no change in the number of administration staff over this period.

The relative stability in the number of administration staff is somewhat misleading. The majority of agencies involved in this study were in a position of growth — both in budget and the programs they provide. However, there have not been accompanying increases in administrative support. This issue is discussed in more detail in the Financial Resources section of this report.

Strained capacity to support staff

Stable, experienced staff and volunteers are critical to an agency's capacity to deliver effective services. A recent study found that community agencies viewed staff and volunteers as their organization's greatest strength and the factor that most helped them meet their objectives.[5] However. the community sector tends to face significant workforce challenges. A lack of financial resources to provide competitive wages and benefits impacts on an agency's ability to attract and keep skilled staff. Stressful front-line working conditions can also lead to higher rates of staff and volunteer turnover and burnout. Understanding and supporting the strengths and pressures of people working in this sector, therefore, is important to ensuring stable and thriving community services in Toronto.

The staffing trends revealed in this study reflect current funding practices. Short-term project funding coupled with a lack of resources to provide competitive wages can jeopardize an agency's ability to maintain a skilled and stable staff base. A recent study[6] on job quality in non-profit agencies found that workers in the non-profit sector fare quite poorly in terms of earnings. For example, in all but clerical job classifications, non-profit median hourly wages are about 85% of private sector wages and 50 – 75% of quasi-public sector wages (universities,

[5] *The Capacity to Serve*, 2003.
[6] *Job Quality in Non-Profit Organizations,* 2003.

hospitals, etc.). Employees in this sector are also consistently over-represented at the bottom of occupational wage distributions and under-represented at the top.

Agencies participating in the 2003 Community Agency Survey also highlighted management pressures associated with short-term employment. Regardless of whether staff work for six months or six years, they still require orientation, training and supervision. The capacity to attract, train and retain skilled staff emerged as a key issue for agencies responding to this survey. Only 54% of responding agencies said they had enough resources to do this. Slightly more (66%) said they had sufficient resources to supervise staff. However, it is notable that 34% of responding agencies could provide supervision only sometimes, or not at all. Very small agencies and agencies with budget decreases had the most difficulty.

Knowledge and practices change frequently in the field of human services, and staff require training and supervision if they are to do their work effectively. In addition, as client needs become more complex, training needs expand. Supervision is very important in the human service sector where staff are working directly with people, many of whom have complex and demanding issues. Insufficient and/or over-worked staff was identified as a key issue by many agencies as was high levels of staff turnover and

burnout. Stretched or inconsistent staffing levels greatly affect an agency's ability to both deliver services and undertake strategic long-term service planning.

Financial constraints were identified as the main reasons agencies struggled to attract, train, retain or supervise staff. The top restraints were budget restrictions and an inability to provide competitive wages and benefits. The demands of a heavy work-load were also cited as a barrier.

> **The depreciation of wages can be understood related to changes in the Consumer Price Index, which rose 17% between 1996 and 2003. Therefore, $100 in 1996 in real terms is equivalent to $85.50 in 2003.**
>
> *– Toronto CPI (All Items), Statistics Canada*

> **"The non-profit and voluntary sector tends to be treated as the poor relative to government and the private sector. The poor relative is supposed to live on less because it is associated with charity and unpaid labour (volunteers)."**
>
> *– Funding Matters, 2003.*

> **"I never know from one year to the next if I am going to have a job."**
>
> *– Community agency*

> **"Volunteers tend to have a shorter duration of involvement in the agency resulting in the need for more recruitment and increased costs to advertise and pay for police checks."**
>
> *– Community agency*

Some agencies also commented that senior management staff in the community sector are being lost to higher paying jobs in the government and private sectors. The loss of this expertise is of particular concern to the sector's long-term capacity and stability. Experienced senior staff have important skills and knowledge, and passing these on through the mentoring of other staff is important to maintaining continuity in an agency and for the sector as a whole. Targeted research on this issue is needed to determine if this trend exists, to better understand its implications, and to inform strategies to address it.

Dramatic rise in volunteerism

Historically, volunteers have played an important role in the community-based service sector. Of the 316 agencies responding to the 2003 survey, a reported 82,000 volunteers contributed their time and energy to these organizations. This is significantly different from trends identified in the 1996 Community Agency Survey. At that time, there was a dramatic (38%) decrease in volunteers over the previous year. The current increase in volunteers also runs contrary to national trends, which show an overall decrease in volunteerism in Canada.[7]

Volunteer rates can partly be attributed to provincial policy changes to social assistance and high school curriculum. Social assistance recipients are now required to participate in employment assistance activities while they are in receipt of Ontario Works. One way many people meet this requirement is to volunteer in the community for up to 70 hours per month. In addition, high-school students are now required to complete 40 hours of community service to graduate.

These types of placements are creating pressures as well as benefits for some agencies. The short-term nature and restricted hours of availability do not always fit with the agency's needs. High turnover is common as volunteers leave once their mandatory commitment has been met. Most new volunteers in this study were deployed to help deliver programs. Agencies that had added new programs reported the highest increases in volunteers. The agencies experiencing the greatest loss of volunteers were those with budget and program reductions. A quarter of these agencies had lost volunteers over the previous three years.

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[7] *Caring Canadians, Involved Canadians: Highlights from the National Survey of Giving, Volunteering and Participating,* 2001.

Community agencies often rely on volunteers to help run programs. The ability to attract and keep volunteers is therefore important. Twenty-two percent of agencies said they had limited resources to attract volunteers. The most frequently cited issues were a lack of resources to provide supervision (26%) and to manage volunteers (22%). Another 17% said an inability to offer compensation for expenses was a barrier. Many volunteers undertake activities such as accompanying people to appointments, which have financial implications whether they go by car or public transit. This type of client support is often critical, especially for vulnerable or frail people.

The majority of agencies (86%) reported a stable or increasing complement of volunteer board members. This is positive given the critical role board members play with respect to agency stability. Agencies most affected by a loss in board members were those with overall reductions or with no change in budgets (20% and 22% respectively).

Resources to support volunteers are stretched

It is neither realistic nor responsible to expect that once a volunteer is recruited they can work without ongoing support. This is especially true for volunteers involved in direct service delivery with clients who often have complex and demanding issues. Following provincial funding cuts in 1996, many agencies lost volunteer co-ordinators who were responsible for recruiting, training and managing volunteers. Without dedicated resources for this purpose, agencies must accommodate this function with existing staff. The capacity to provide training for volunteers was a challenge for many of the agencies participating in the study. Forty-nine percent of agencies said they could provide training only sometimes (34%) or not at all (15%). Agencies least able to provide training were very small agencies and agencies with decreases or no increases in their budgets.

"We cannot afford to maintain a volunteer co-ordinator."

– Community agency

"We were fortunate to receive a two-year grant, which allowed us to have a full-time volunteer/community liaison manager. The impact on our agency (and service community) has been extremely positive and rewarding."

– Community agency

Supervising volunteers was also an issue for many responding agencies. Only 56% of agencies said they were able to provide supervision on a consistent basis. Sixteen percent were unable to provide supervision. A number of agencies reported higher numbers of non-English speaking people who want to volunteer both to improve their English and to gain Canadian work experience. The extra time and resources needed to support this group of volunteers is a challenge.

Fifty-three percent of responding agencies said they were successful in retaining their volunteers. Forty percent said they were successful some of the time and 7% said they could not keep volunteers. Agencies struggling most to retain volunteers were those with budget and program reductions. However, stronger agencies, those with increased resources, also reported a sporadic ability to keep volunteers.

Clients giving back and gaining new skills

"Client peers" is a term used to describe the contributions of people who use programs and services. Client peers tend to be long-term recipients of service who understand what it takes to make programs effective for the people they are intended to help. The role of client peers can range from helping to set up for an event or program, to recruiting program participants, to helping with running a program. The contribution of client peers to an organization can be very important. They represent a positive example for other potential service users. Client peers often have a greater sense of ownership and pride in the program and organization. Not all organizations use client peers, nor are they appropriate for all types of programs, but those that do tend to have positive results.

Two-thirds of responding agencies said they had client peers volunteering in their agency. Almost half (49%) said this was an increase over the last three years. Most increases came from agencies that were adding new programs. Overall, agencies with budget and programming increases were most likely to have the resources to train and supervise client peers. As with any other volunteer, client peers require support from agency staff for training and supervision if they are to succeed.

Financial resources: key findings

This section discusses key findings related to the type and stability of funding for the community-based service sector. Trends and changes related to organizational capacity to maintain and/or secure new funding are also discussed.

Government is the main funder of the community sector

Government funding continues to be the most important source of revenue for the community-based human service sector, accounting for 72% of funds received by agencies in this study, as seen in Chart 4. The Province of Ontario was the largest government funder, providing 54% of all funding to agencies in this study. These results also show the considerable extent to which government relies on the community-based sector to deliver programs and services. These findings are consistent with those of the 1996 Community Agency Survey.

Chart 4
Sources of funding

Other 4%
Donations 6%
Membership Fees 5%
User Fees 9%
Foundations 2%
United Way 3%
Federal 10%
Provincial 54%
Municipal 8%
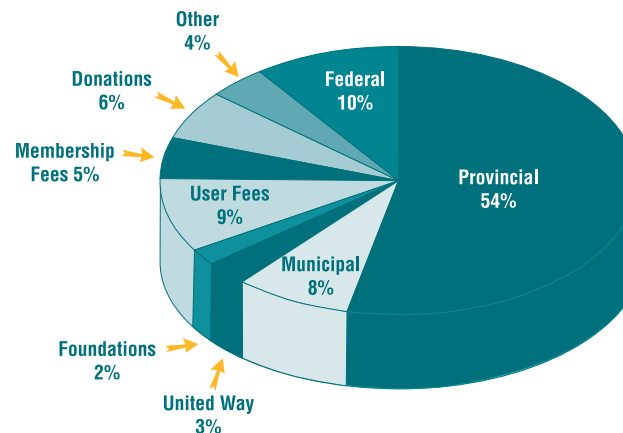
State of funding

The stability of funding for the community-based service sector has historically been an issue, particularly the adequacy of funds available to meet community needs. The 1996 survey documented the impacts of government funding cuts to the sector at that time. Recently, however, funding for some parts of the service sector has increased (for example, for homelessness initiatives).

> **"The community-based sector, which is so central to the service delivery system, requires secure and stable funding to continue its work."**
>
> *– A Social Development Strategy for the City of Toronto, 2001*

"There is an increased need in all program areas. There are also increased costs for operations, for rent, for utilities, etc., and all have an impact on agencies and clients."

– Funders Survey respondent

The majority (63%) of agencies participating in this study reported net budget increases compared with three years previous. This in part reflects the high percentage of large, well-established agencies in the study. Another 24% of agencies said their budgets had stayed the same and 13% had budget decreases during this period.

Budget increases are not necessarily an indication of financial stability. This study did not specifically examine the adequacy of funding levels. However, agencies participating in the study consistently commented on the lack of funding available to meet the high demand for community services. Indeed, agencies with no change in their budget may at first glance appear stable. But, as discussed throughout this report, these agencies are struggling with program and staff fluctuations directly related to a lack of funding to offer permanent positions, competitive wages, and/or meet cost of living increases. In addition, many of the agencies surveyed identified the issue of lack of funds to accommodate rising occupancy costs for items such as rent and utilities. This type of core organizational cost is rarely covered by project funding, which tends to be targeted exclusively to program delivery costs as opposed to general operating costs for the agency delivering the program.

Most agencies (84%) were able to secure new funding over the previous three years. The main source of new revenue was government, followed by private donations and funding from foundations. Agencies unable to secure new funding identified several barriers. Competition for funding was the main barrier, identified by one-third of affected agencies. Lack of resources and time to fundraise was the next most frequently mentioned issue, for 18% of agencies. For very small agencies (budget under $75,000), another key barrier was lack of charitable status (for 22% of these agencies).

While the majority of agencies responding to the survey said they had gained access to new funding, 45% said they had lost funding during this period. The main sources of lost revenues were government (41%) and foundations (11%). Reduced availability of funds was the main reason agencies reported lost funding; 24% of agencies said funders had less to allocate and 15% said the funder cancelled the program. Time-limited funding was the next most common issue; 16% of agencies said project funding had ended and 15% said multi-year funding had come to an end. Finally, administration issues were cited; 19% of agencies lost funding due to changes in eligibility criteria and 11% said the funder was not allocating in that year.

Funding fluctuations

As highlighted throughout this report, fluctuations in funding are the current reality for much of the community-based service sector. The majority of agencies (58%) in this study reported some degree of funding risk (see Chart 5). For most agencies, this volatility comes not from cuts to their overall level of funding, a trend highlighted in the 1996 Community Agency Survey, but rather from the nature of available funding. Funders favour project funding, in particular government funders upon which the community sector is largely dependent. Results of the Funders Survey found that 75% of available funding is project-related, compared with 17% for core funding and 8% for seed funding. As discussed previously, project funding is short-term in nature, often for one year at a time, is more prescriptive in how it can be used and usually cannot be used for core costs needed to operate an agency.

Chart 5
Funding volatility
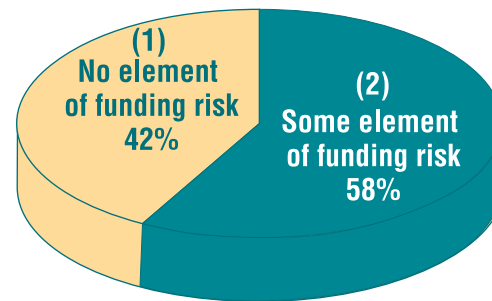
(1) Refers to agencies that "obtained new funding" and "did not lose funding".
(2) Refers to agencies that indicated "no new funding" and /or "lost funding".

Project funding is not without merit. This type of funding helps to test new ideas and initiatives to see if they are viable and worthy of funding over the longer term. In addition, government is well-placed to address broader social needs, to ensure the needs of all communities and not just select groups are being met. Project funding is one way government can target resources to address these needs. The question emerging from this and other studies of its kind is: what are the long-term impacts on the community- based sector of project funding that does not provide for core organizational costs? This issue is discussed further in the next section.

> "Sustainable capacity consists of resources, expertise and infrastructure that allow organizations to manage themselves and carry out their mandate over time."
>
> – A Code of Good Practice on Funding, 2002.

"There is an overall lack of proper administration support given the amount of programming, degree of multiple funders' reporting requirements, community and individual needs."

– Community agency

"Due to rising costs, especially occupancy costs, our organization recently cut paid positions."

– Community agency

Lack of support for core organizational costs

As noted in the Human Resources section of this report, the majority of agencies involved in this study are in a position of growth — both in budget and programs. However, agencies also reported a lack of accompanying increases for core organizational costs. Only 13% of agencies that received new funding said core costs were covered. These core costs fund essential activities, facilities and supplies that allow an agency to deliver its programs along with the "added value" funders expect from the non-profit sector, such as the social development activities discussed earlier in this report.

At one time, governments did fund core organizational costs, but this has become the exception rather than the rule. There are certain core functions that all organizations must do regardless of their size. These functions increase and become more complex as agencies expand. For example, larger agencies can submit upwards of 60 funding applications every year just to maintain current services. Writing successful funding proposals takes skill and considerable time, but the costs of preparing them are not eligible for funding.

Agencies participating in this study also highlighted the strain produced by annual rather than multi-year funding cycles. It is also difficult to do effective service planning in an environment of constant change.

Fiscal accountability has become a priority for all levels of government, and similar expectations are now made of the groups they fund. Funders are placing tighter restrictions on how money can be used, and require more information on how monies are spent and client outcomes are achieved. Study participants commented frequently on the growing number and different types of funders' reports they must submit. One multi-service agency said they submitted 170 different funding reports in a single year. The issue is not the need for accountability of funds but rather the administrative pressure this type of work creates, which tends not to be funded. Participants also highlighted the lack of consistency in application and funding report information required by funders, which increases the time needed to complete these tasks. There is concern that only the agencies that are "good" at proposal-writing and articulating project outcomes and performance measures will be funded.

Agencies in this study were asked if they could fulfill the administration requirements of funders without diverting program dollars for that purpose. Forty-one percent answered yes to this question, but it is interesting to note that 59% of responding agencies said they could do this sometimes (27%) or not at all (32%). Agencies most affected were very small agencies (budget under $75,000) and agencies with budget decreases (35%).

The need for change in funding practice

The results of this study in large part reflect those of similar studies conducted at the national level. New funding is available for many parts of the community-based human service sector, and the majority of agencies represented in this study were able to gain access to new dollars. The issue is less about the amount of funding that is available than the restrictive nature of that funding. The long-term impact of current funding practices on the community-based sector is therefore of serious concern.

The federal government, through the Voluntary Sector Initiative (VSI), has agreed to a "Code of Good Practice on Funding" for the voluntary (community-based) sector. This code is built on principles that include acknowledging the "value of the voluntary sector" in helping the federal government achieve its public policy objectives and the need for a "strengthened sustainable capacity" for the voluntary sector. Many of the funding practices recommended in the VSI report would help address the issues raised by organizations participating in this study, for example, to:

- allow expenditures for infrastructure-type costs (for example, human resources and financial management obligations) that are integral to successfully implementing eligible initiatives
- use multi-year funding agreements to enhance an organizations' stability and capacity for longer-term planning
- make application and accountability standards and procedures flexible enough to accommodate a variety of approaches and the limited capacity of smaller organizations
- ensure minimum duplication and maximum ease in application and reporting requirements.[8]

> **"With the move to project funding and the tightening of restrictions on administrative costs that can be covered by funders, some organizations are losing their basic infrastructure. They are becoming a series of projects connected to a hollow foundation."**
>
> *– Funding Matters, 2003.*

[8] *A Code of Good Practice on Funding,* 2002.

Conclusion

The results of this study reinforce the important role the community sector plays in providing human services in Toronto. The sector also helps the City of Toronto to further its larger social development goals, such as strengthening neighbourhoods, improving service planning and co-ordination, and promoting civic engagement and participation. The City therefore has a vested interest in the long-term stability and capacity of the community-based sector.

While the majority of agencies in this study were in a position of growth, both in terms of budget and programming, serious concerns emerged about the long-term stability and capacity of the sector due to current funding practices. Issues such as the lack of funding for core organizational costs, annual rather than multi-year funding cycles, and inconsistent and cumbersome reporting requirements must be addressed by funders to ensure the sustainability of this critical part of the service sector in Toronto.

This study primarily reflects the experience of larger, more well-established agencies in Toronto. By their nature, these agencies have a better chance of adapting to change. Future research aimed specifically at small and emerging agencies is needed to improve our understanding of the specific strengths and pressures experienced by these groups. Also, the extent to which priorities set by funders actually meet local and emerging community needs warrants further study.

Appendix A: Detailed methodology

This study is based primarily on a survey of Toronto's community-based human service sector conducted in spring 2003. A census approach was used to ensure that all agencies had an opportunity to respond. A total of 1,342 surveys were distributed to all community-based human service agencies in Toronto, except those that provide predominantly arts and culture, recreation and childcare services. Several sources were used to ensure that as many community human services were captured as possible, and not only those agencies that receive government funding. The "informal" network of agencies that provide human services (e.g., churches, private businesses) are not a part of this study due to the lack of a comprehensive list from which to draw upon. The sources used to develop the sampling frame were as follows:

- 211Toronto (excluding childcare and constituency offices)
- Community Use of School and City Space Survey List
- Arts and Culture Grants List
- Community Services and
  Breaking the Cycle of Violence Grants List
- Recreation Department Grants List
- Access and Equity Grants List.

Once responses were tabulated, responses were analyzed to determine the extent of under-representation. Comparisons were done against the sampling sources by sector, by size and geographically. In terms of sector, it was found that larger multi-service agencies were more likely to respond than smaller agencies. Anecdotal evidence suggests that smaller agencies may lack the resources to respond to or participate in studies of this nature. The following sectors were under-represented (less than 10% of their respective sectors): immigrant settlement, community development, employment and training, and home support services. The City's Community Services Grants Program agency budget figures were used as a proxy to estimate average agency size. Generally, it was found that representation decreased as budget sizes decreased. Smaller agencies (budgets under $75,000) have roughly 50% representation in the survey. Finally, in terms of geographic representation, the responding agencies were geocoded (mapped) against the City's Community and Neighbourhood Services Department's Geographic Information Systems, and compared to the 211Toronto database spatially. The geographic distribution of responding agencies closely mirrors that of the 211Toronto database. Therefore, there were no areas within Toronto that were under-represented, as the map shows in Appendix B.

A rigorous telephone call-back process was used to encourage survey responses, particularly from under-represented sectors. In addition, focus groups were held with 20 agencies (selected randomly) that did not complete the survey, to solicit input from both immigrant and settlement services and employment and training services, the two main areas that were under-represented in the study. Finally, random follow-up telephone interviews were also conducted with agencies that responded to the survey, for further insight into key issue areas.

For details on the methodologies of the Funders Survey or the Community Use of School and City-owned Space Survey, please contact Community and Neighbourhood Services at 416-392-5388.

Appendix B: Map of respondents to community agency survey
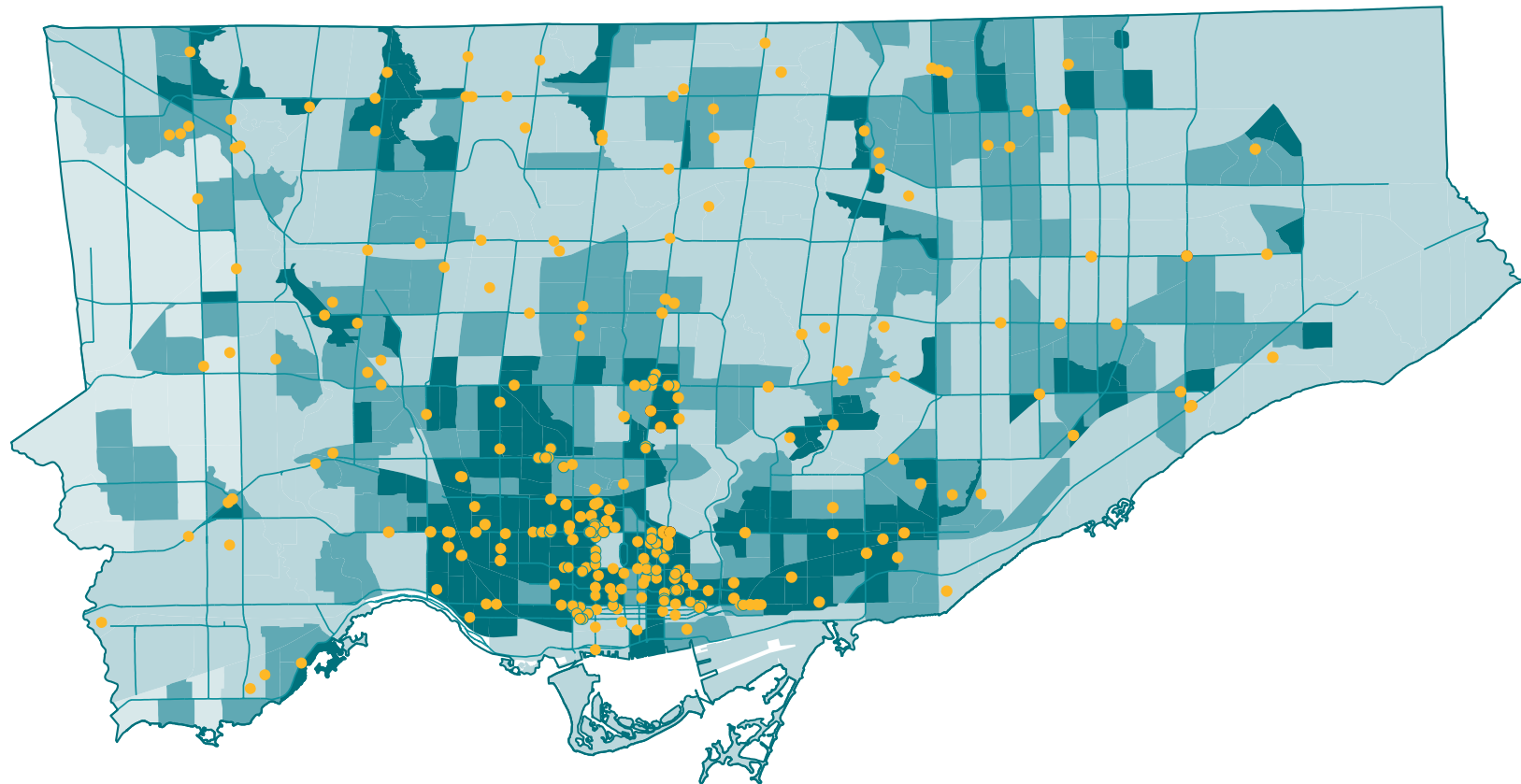
Legend

● Agency
— Major Arterial Street

Population Density
1 - 3,867
3,868 - 7,219
7,220 - 565,000

N W E S

Km
0 1 2 4 6 8

TORONTO

Date of Publication: December 2003
Contact: spar@toronto.ca

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Source: Social Policy Analysis & Research Unit, Social Development & Administration
from the Agency Survey 2003.

Appendix C: 2003 Community Agency Survey Tool

Section A: Profile of the Organization

Name of Organization:

Contact Name & Title:

Address: *(Please provide your full mailing address.)*

City: _____ **Province:** _____ **P. C.:** _____

E-mail: _____ **Web site address:** _____

Phone: _____ **Fax:** _____

1. Organization Type:
(Please indicate your organization's primary function. Please check only one category and see Appendix A pg. 16 for definitions.)

- ❏ Adult Day Services
- ❏ Community Development & Planning
- ❏ Education & Employment Training
- ❏ Health Services
- ❏ Legal Services
- ❏ Supportive Housing
- ❏ Childcare Services
- ❏ Community Information & Referral Services
- ❏ Homeless Services
- ❏ Housing Stability/Eviction Prevention

- ❏ Abused Women's Shelter
- ❏ Home Support Services
- ❏ Long-term Care Facility
- ❏ Children/Youth Services
- ❏ Counselling & Crisis Services
- ❏ Food & Clothing
- ❏ Immigration & Settlement Services
- ❏ Multi-Service Agency
- ❏ Other, please explain: _____

2. What types of program(s) or service(s) does your organization offer?
(Please check all that apply. See Appendix B p. 18 for definitions.)

- ❏ Adult Day Services
- ❏ Childcare
- ❏ Clothing
- ❏ Community & Economic Development
- ❏ Counselling/Crisis Intervention
- ❏ Drop-in
- ❏ Education
- ❏ Emergency Shelter
- ❏ Employment/Skills Training
- ❏ Food/Meal Program
- ❏ General Community Services
- ❏ Health & Rehabilitation
- ❏ Home Care
- ❏ Hotline: Distress Centre
- ❏ Hotline: Information/Referral
- ❏ Early Childhood Development
- ❏ Other:

- ❏ Long-term Care
- ❏ Information Centre/Referral
- ❏ Language and Literacy
- ❏ Legal
- ❏ Nurseries
- ❏ Outreach
- ❏ Street Outreach
- ❏ Drop-in Homeless
- ❏ Health – Acute Care
- ❏ Health – Primary Care
- ❏ Housing Access
- ❏ Supportive Housing
- ❏ Social Housing
- ❏ Eviction Prevention
- ❏ Recreation
- ❏ Settlement

3. In what year was your organization founded? _____

2

4. Are you incorporated? ❏ Yes ❏ No   If yes, in what year? _____

5. Do you have a charitable registration number? ❏ Yes ❏ No ❏ Not applicable
  (a) If no, have you ever applied for charitable status? ❏ Yes ❏ No ❏ Not applicable
  (b) If you have been denied, please elaborate on why:
  _____

6. Are you a United Way Member Agency? ❏ Yes ❏ No

7. Do you have any of the following:
  (a) access & equity policy ❏ Yes ❏ No ❏ Pending
  (b) access & equity implementation strategy ❏ Yes ❏ No ❏ Pending
  (c) access & equity complaints procedure ❏ Yes ❏ No ❏ Pending

8. Please identify your primary service areas.
  ❏ Community Council(s) *(Please circle all that apply on the map below.)*
  ❏ All of the city
  ❏ Outside of Toronto, in the Greater Toronto Area (GTA)

City of Toronto
COMMUNITY COUNCILS

3

Appendix C: 2003 Community Agency Survey Tool

9. How many years has your organization been serving the area(s) identified in question number 8?

Community Council Areas	Number of Years Serving this Area
(See map in question 8)	
Etobicoke Community Council	
Humber-York Community Council	
North York Community Council	
Midtown Community Council	
Toronto-East York Community Council	
Scarborough Community Council	
All of the City of Toronto	
Greater Toronto Area *(Outside Toronto)*	

10. Have your service location(s) or boundaries changed in the past three years? ❑ Yes ❑ No ❑ Not applicable

(a) If yes, please check all that apply:

❑ Expanded service boundaries ❑ Decreased service boundaries
❑ Added new service locations ❑ Decreased service locations
❑ Other (please specify): _____

11. Since the changes in permit and/or user fees, has your organization had difficulty securing program space in schools? ❑ Yes ❑ No ❑ Not applicable

(a) If yes, please identify any related impacts to your program(s) or service(s)?

❑ No financial impact ❑ Need to introduce user fees
❑ Increased user fees ❑ Need to increase fundraising efforts
❑ Reduced programs ❑ Cancelled programs
❑ Need to limit registration ❑ Need to limit expansion of program
❑ Relocation of program ❑ Other (please specify): _____

12. Since the changes in permit and/or user fees, has your organization had difficulty securing program space in City-owned space? ❑ Yes ❑ No ❑ Not applicable

(a) If yes, please identify any related impacts to your program(s) or service(s)?

❑ No financial impact ❑ Need to introduce user fees
❑ Increased user fees ❑ Need to increase fundraising efforts
❑ Reduced programs ❑ Cancelled programs
❑ Need to limit registration ❑ Need to limit expansion of program
❑ Relocation of program ❑ Other (please specify): _____

Section B: Profile of Programs and Services

13. Please indicate all of the population groups that your organization serves.

❑ General Population ❑ Homeless – on the street
❑ Men ❑ Homeless – in a shelter
❑ Women ❑ Homeless – marginally housed
❑ Transgendered/Transsexual ❑ Lesbian, Gay, Bisexual & Two-Spirited
❑ Seniors ❑ Persons in conflict with the law
❑ Adult ❑ Persons with Physical Disabilities
❑ Children (0-4) ❑ Persons with Psychiatric Disabilities
❑ Children (5-14) ❑ Cognitive/Development Disabilities
❑ Youth (15-24) ❑ Socially Isolated
❑ Aboriginal ❑ Low income families and individuals
❑ Ethno-Cultural/Racial ❑ Service Agencies and their staff
❑ Immigrant and Refugees ❑ Victims of Abuse
❑ Parents/Caregiver ❑ Persons with HIV/AIDS
❑ Substance Use/Addictions ❑ Tenants
❑ Underemployed ❑ Unemployed
❑ Other, please explain: _____

14. What is the total number of client interactions your organization made in the past year? (#): _____

> **HELPFUL HINT:** Client is defined an individual, couple or family. Please estimate the total number of interactions with clients where you communicate with a client and/or provide a service to the client. Interactions include activities related to providing information, referrals, counselling, advocacy, accompaniment to meetings, etc. More than one service provided during an interaction should be recorded as a single interaction. Each interaction during the past year should be recorded, even if it is with the same client. For example, if you worked with the same client four times a month for three months, it should be recorded as 12 interactions.

15. What is the total number of separate individuals your organization served in the past year? (#): _____

(a) If you collect information on the different types of individuals served, please list this information in the chart below:

Type of Individual	Number Served
Child (0–4)	
Child (5–14)	
Youth (15–24)	
Adults (25–64)	
Seniors (65+)	

Appendix C: 2003 Community Agency Survey Tool

16. Briefly list *up to three* key community activities that your organization does for clients and/or the community related to *any or all* of the following areas.

> **HELPFUL HINT:** Please be specific about the type of activity. For example, "partner with another agency to deliver a program," as opposed to "partner with other groups."

(a) Types of activities to identify local and/or city-wide needs

1. _____
2. _____
3. _____

> **HELPFUL HINT:** Such activities could include needs assessment, planning or research initiatives.

(b) Types of activities to reduce social isolation/promote social connections

1. _____
2. _____
3. _____

> **HELPFUL HINT:** Refers to activities that help to engage people who are alone or marginalized in the community. For example, providing a community meal.

(c) Types of activities to encourage community participation and education

1. _____
2. _____
3. _____

> **HELPFUL HINT:** Refers to activities, not including government activities, that help people become active in all aspects of community life, both locally and in the larger city. For example, volunteer opportunities.

(d) Types of activities to promote civic participation

1. _____
2. _____
3. _____

> **HELPFUL HINT:** Refers to activities that encourage participation in government decision-making processes, and effective dialogue that invites people to contribute their ideas, opinions and energy to the well-being of the city. For example, making a deputation at a City of Toronto committee.

(e) Types of activities to foster community leadership and/or skills development

1. _____
2. _____
3. _____

(f) Types of activities to develop partnerships with other service providers/networks

1. _____
2. _____
3. _____

(g) Types of activities to promote a sense of community safety and well being

1. _____
2. _____
3. _____

(h) Types of activities related to advocacy

1. _____
2. _____
3. _____

(i) Other (please list):

_____
_____
_____

17. Please estimate the percentage of your clients that need services in a language other than English? _____ %

(a) How has this percentage changed in the past three years? ❑ Increased   ❑ Decreased   ❑ Stayed the Same

(b) If your organization was able to provide services in languages other than English, what were the three most common languages?

1. _____
2. _____
3. _____

18. What supports/services does your organization provide in an effort to respond to ethno-cultural needs in the community? *(Please check all that apply.)*

(a) Language

❑ None   ❑ Bi-lingual/Multi-lingual staff
❑ Braille   ❑ American Sign Language
❑ Programs/services in multiple languages   ❑ Translation and interpretation services
❑ Written material in multiple languages   ❑ Other: _____

(b) Program(s)/Service(s)

❑ None
❑ Targeted ethno-cultural programs
❑ Work in partnership with other ethno-cultural organizations
❑ Work in partnership with other mainstream organizations
❑ Work in partnership with community leaders
❑ Modification and expansion of program to meet ethno-cultural needs
❑ Research that targets ethno-cultural groups or issues
❑ Advocacy for specific ethno-cultural groups or issues
❑ Community planning initiatives for specific ethno-cultural groups or issues
❑ Other: _____

Appendix C: 2003 Community Agency Survey Tool

Section C: Human Resources

19. Please specify below the number of staff working in your organization.

(a) Program or Service Delivery Staff

Full-time paid (#): _____ Part-time paid (#): _____ Full-time equivalents (#): _____

HELPFUL HINT: To calculate FTEs, or full-time equivalents, add up the hours of your part time staff and divide by the number of hours in your work week. For example, one person working full-time and three people working half time = 2.5 FTE.

(b) Administration Staff

Full-time paid (#): _____ Part-time paid (#): _____ Full-time equivalents (#): _____

HELPFUL HINT: Administrative staff refers to the executive director, co-ordinator or bookkeeper, volunteer co-ordinator, clerical, IT and maintenance positions.

20. Please indicate any changes over the last three years in the number of paid staff?

(a) Program or Service Delivery Staff

Full-time staff:	❏ Increased	❏ Decreased	❏ No Change
Part-time staff:	❏ Increased	❏ Decreased	❏ No Change
Full-time equivalents:	❏ Increased	❏ Decreased	❏ No Change

(b) Administrative Staff

Full-time staff:	❏ Increased	❏ Decreased	❏ No Change
Part-time staff:	❏ Increased	❏ Decreased	❏ No Change
Full-time equivalents:	❏ Increased	❏ Decreased	❏ No Change

21. Given your level of resources, is your organization:

	Yes	Sometimes	No	N/A
Able to attract skilled staff?	❏	❏	❏	❏
Able to provide staff training and development?	❏	❏	❏	❏
Able to retain skilled staff?	❏	❏	❏	❏
Able to provide adequate supervision to staff?	❏	❏	❏	❏

Other (please specify): _____

(a) If you answered no to any of the above, please indicate any reasons:

❏ Not required in our context
❏ Inability to provide competitive wages/benefits
❏ Demands of heavy workload
❏ Other (please specify):
❏ Budget restrictions
❏ Limited supervisory resources
❏ Competes with service delivery demands

22. Please specify below the number of volunteers working in your organization.

(a) Service Volunteers: Total #: _____ Average # of hours per week (total of all volunteers): _____
(b) Committee Volunteers: Total #: _____ Average # of hours per week (total of all volunteers): _____
(c) Board Members: Total #: _____ Average # of hours per week (total of all volunteers): _____

HELPFUL HINT: Service volunteers are unpaid people who: work directly with service users, give administrative support, helps with special events and include placement students and Community Service Orders. Board Volunteers include official members of the Board of Directors. Committee Volunteers may or may not be board members, but do participate in various organizational Committee(s) work. Committee and Board Volunteers should be counted separately and only include those individuals who are currently active.

23. Please indicate any changes over the last three years in the number of volunteers.

(a) Service Volunteers:	❏ Increased	❏ Decreased	❏ No Change
(b) Committee Volunteers:	❏ Increased	❏ Decreased	❏ No Change
(c) Board of Directors:	❏ Increased	❏ Decreased	❏ No Change

24. Given your level of resources, is your organization able to do the following:

	Yes	Sometimes	No	N/A
Able to attract volunteers?	❏	❏	❏	❏
Able to provide training and development?	❏	❏	❏	❏
Able to retain volunteers?	❏	❏	❏	❏
Able to provide adequate supervision to volunteers?	❏	❏	❏	❏

Other (please specify): _____

(a) If you answered no to any of the above, please indicate any reasons:

❏ Not required in our context
❏ Limited supervisory resources
❏ Limited resources to attract and manage volunteers
❏ Challenges of client work
❏ Competition for available volunteers
❏ Reduced availability of volunteers' time/energy
❏ Limited resources to offer compensation for expenses
❏ Unclear job description of roles and responsibilities
❏ Other (please specify): _____

25. Do you have client peers volunteering in your organization? ❏ Yes ❏ No ❏ N/A

If no, proceed to question #28. If yes, please proceed.

(a) Client Peers Total #: _____ Average # of hours per week (total of all client peers): _____

HELPFUL HINT: Client peers are persons who may receive services from your project/program, but also contribute to the project/program by volunteering to carry out certain activities.

Appendix C: 2003 Community Agency Survey Tool

26. Please indicate any changes over the last three years in the number of client peers.
    ☐ Increased   ☐ Decreased   ☐ No Change

27. Given your level of resources, is your organization able to do the following:

	Yes	Sometimes	No
Able to recruit client peers?	☐	☐	☐
Able to provide training and development?	☐	☐	☐
Able to retain skilled client peers?	☐	☐	☐
Able to provide adequate supervision to client peers?	☐	☐	☐

Other (please specify):

(a) If you answered no to any of the above, please indicate any reasons:
- ☐ Not required in our context
- ☐ Budget restrictions
- ☐ Limited supervisory resources
- ☐ Competes with service delivery demands
- ☐ Reduced availability of client peer(s) time/energy
- ☐ Limited resources to offer compensation for expenses
- ☐ Other (please specify):

28. Please describe any other impact(s) changes in staffing or volunteers have had on your organization.

_____

10

Section E: Financial Resources

29. In your last financial year (2001 or 2001/2002), roughly what percentage of your budget came from the following sources?

SOURCES OF INCOME	(Approximate % of Agency Income)
GOVERNMENT:	
Federal	
Provincial	
Municipal	
OTHER SOURCES OF INCOME:	
United Way Grant	
Foundations	
Fees From Users	
Membership Fees	
Fund Raising, Donations and Bequests	
Other Source:	
TOTAL PERCENTAGE: (Must add to 100%)	**100%**

30. What is your organization's total budget as indicated in your last financial year? (2001 or 2001/2002)
    $ _____

31. What is your organization(s) total administrative budget as indicated in your last financial year?
    (2001 or 2001/2002) $ _____
    (a) Roughly, what percentage of your total core administrative budget is covered by government funding? ____ %

    HELPFUL HINT: Administration costs refer to administrative salaries such as those of an executive director, co-ordinator or bookkeeper, an annual financial audit, volunteer co-ordination and recruitment costs, building occupancy costs (not mortgage costs), general office expenses and activities that build the capacity of the organization in governance, membership and volunteer development.

32. Over the past three years, has your organization been successful in obtaining new funds? ☐ Yes ☐ No ☐ N/A
    (a) If yes, please indicate all source(s) of new funding?
    - ☐ Government (☐ Federal ☐ Provincial ☐ Municipal)   ☐ United Way
    - ☐ Foundation   ☐ Private Sector
    - ☐ Membership Fees   ☐ User Fees
    - ☐ Private Donations   ☐ Other: _____

    (b) Please indicate how this new funding met your organizational need(s)? (Please check all that apply.)
    - ☐ Funding fit with program need   ☐ Funding did not fit with program need
    - ☐ Funding covered administration costs   ☐ Funding did not cover administration costs
    - ☐ Received less than applied for   ☐ Other: _____
    - ☐ Unplanned funding (e.g., end of year funders surplus) _____

11

Appendix C: 2003 Community Agency Survey Tool

(c) If you applied for new funds in the last three years and were not successful, please indicate any barriers you experienced?

❑ Did not have charitable status
❑ Lack of resources and time to fundraise
❑ Competition for funding
❑ Level of proposal writing experience
❑ Disconnect between funding criteria and program need

❑ Did not have matching funds
❑ Eligibility restrictions
❑ Prohibits new applicant(s)
❑ Other: _____

33. Over the past three years, has your organization lost funding?   ❑ Yes   ❑ No   ❑ N/A

(a) Please indicate all source(s) of lost funding? (either partial or entire funds)

❑ Government (❑ Federal ❑ Provincial ❑ Municipal)
❑ Foundation
❑ Membership Fees
❑ Private Donations

❑ United Way
❑ Private Sector
❑ User Fees
❑ Other: _____

(b) Please indicate any reasons why this funding was lost?

❑ Unknown
❑ Funder cancelled or ended program
❑ End of multi-year program/project funding
❑ End of project or pilot funding

❑ Funder changed eligibility criteria
❑ Funder not allocating in current financial year
❑ Funder had less available funds for allocation
❑ Other: _____

34. Compared with three years ago, has your organization's overall net budget:

❑ Increased   ❑ Decreased   ❑ Stayed the Same

35. Given your current resources, are you able to fulfill the administrative requirements of funders without using program resources for this purpose?   ❑ Yes   ❑ No   ❑ Sometimes

36. Please describe any other funding impacts/issues for your organization.

_____
_____
_____
_____
_____
_____
_____
_____

37. Have you added any new programs or services in the past three years?   ❑ Yes   ❑ No

(a) If yes, please specify the number of:

Ongoing programs (#): _____   Short-term projects/programs (#): _____
Other (#): _____   Please specify type of program: _____

38. Over the past 3 years, have you eliminated or ended any of your programs or services?   ❑ Yes   ❑ No

(a) If yes, please specify the number of:

Ongoing programs (#): _____   Short-term projects/programs (#): _____
Other (#): _____   Please specify type of program: _____

(b) If yes, please indicate any reasons that apply:

❑ Decreased client or community demand
❑ Withdrawal of funding
❑ Completion of pilot project
❑ One time funding
❑ Insufficient staff resources
❑ Insufficient volunteer resources
❑ Loss of partnership or alliance with other organization
❑ Loss of program space
❑ Other: _____

39. Of your current programs/services, are any at risk of cancellation?   ❑ Yes   ❑ No

(a) If yes, please indicate any reasons that apply:

❑ Decreased client or community demand
❑ Withdrawal of funding
❑ One time funding
❑ Insufficient staff resources
❑ Insufficient volunteer resources
❑ Loss of partnership or alliance with other organization
❑ Loss of program space
❑ Other: _____

40. Compared with three years ago, has your overall level of programming:

❑ Increased   ❑ Decreased   ❑ Stayed the Same

Appendix C: 2003 Community Agency Survey Tool

Section F: Funding Issues

41. Using the following scale, please indicate your level of agreement with each of the following statements as they relate to funding for your part of the community-based service sector.

Strongly Agree (1)   Agree (2)   Disagree (3)   Strongly Disagree (4)

_____ The amount of core funding available is adequate.
_____ The amount of project funding available is adequate.
_____ The amount of seed funding available for new initiatives is adequate.
_____ The amount of capital funding available is adequate.
_____ The amount of funding for replacement reserves is adequate.
_____ The amount of funding available to meet emerging community needs is adequate.
_____ The amount of funding for administration costs is adequate.
_____ The amount of funding for staff, volunteer and board training is adequate.
_____ The amount of multi-year funding is adequate.
_____ Other (please explain): _____

(a) Based on the areas identified in question #41, please list what you consider to be the top three funding issues impacting your part of the service sector.

1) _____
2) _____
3) _____

42. In your opinion, are there any program(s) or service needs that are not being met by you or other local community organizations in your service area?   ☐ Yes   ☐ No

If yes, please specify:

Client Group in Need	Type of Program
	(Please list the type of program, e.g., eviction prevention)

43. Please provide any additional comments:

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Thank you very much for taking the time to complete this survey.
A copy of the final report will be sent to you.

14

15

Appendix D: Classifications List

Lists A and B were references for the 2003 Community Agency Survey

List A

Organization Type Classification List

Organization type classifies agencies by the primary function they serve. In many cases, the type of program or service that is predominately offered by an agency will determine that organization's type. In the case of agencies that provide a variety of different programs and services, these agencies can be classified as "multi-service agencies." An agency may also have only one organization type.

Adult Day Services

Agencies that provide day care services to adults, seniors, persons with disabilities, etc. For example, transportation services and centres for elderly people.

Child Care

Agencies that provide day care services to children. For example, day care centres and nurseries.

Children/Youth Services

Agencies that provide services and programs for children and youth (note: excludes childcare centres and nurseries). For example, children's aid societies, boys/girls clubs, summer camps, early learning centres and parent/child drop-ins.

Community Development and Planning

Agencies that engage in community development conduct planning and social research, public awareness programs. For example, local planning organizations, advocacy groups and economic development agencies.

Community Information Services

Agencies that provide information and referral services (note: excludes distress and crisis hotlines — see Counselling and Crisis Services). For example, community information centres, telephone referral services and housing help centres.

Counselling and Crisis Services

Agencies that provide family and individual counselling on non-health related subjects. For example, budget and credit counselling services, family counselling, gay/lesbian counselling, crisis intervention and distress centres.

Education and Employment Training

Agencies that provide education, upgrading and training services (note: excludes public/private schools and continuing education courses offered by colleges and universities). For example, adult literacy programs, ESL courses and community-based job/vocational training programs.

Emergency Shelter Services

Agencies that provide emergency shelter services. For example, hostels, women's shelters, and youth shelters.

Food/Clothing Services

Agencies that provide food or clothing services (note: excludes Out-of-the-Cold programs). For example, meals-on-wheels programs, food banks and clothing distribution centres.

Appendix D: Classifications List

Health Services

Agencies that provide community-based health care services. For example, community health centres, "disease specific" public education and research (Cancer Society), detox centres and services for persons with HIV/AIDS, etc. (note: excludes hospitals).

Home Support Services

Agencies that provide support services to people in their home. For example, home care and homemaker services.

Immigrant and Settlement Services

Agencies that provide settlement and integration services to new immigrants and refugees. For example, immigrant aid services.

Legal Services

Agencies that provide legal services. For example, community legal clinics and bail programs.

Long-term Care Facilities

Agencies that provide housing specifically for seniors with a variety of support needs. For example, homes for the aged, nursing homes, and others such as supportive housing sites.

Multi-Service Agency

Agencies that provide a multitude of different programs and/or services under "one roof."

Supportive Housing

Housing with on-site support services for persons with disabilities, substance addictions, hospices, etc.

List B

Program Type Classification List

The following information offers further classification, by assigning a program type based on the specific purpose of that program. This classification is used to identify programs by the specific function they serve.

Adult Day Services

For example, services for people with disabilities and centres for elderly people.

Childcare

For example, infant, toddler, pre-school, school-age and nursery schools.

Clothing

For example, clothing exchanges.

Community Development and Planning

For example, community planning and research initiatives.

Counselling/Crisis Intervention

For example, family violence program, follow-up services for abused women, child and family crisis intervention and client intervention assistance.

Drop-In

For example, parent/children drop-ins and drop-ins for homeless people.

Appendix D: Classifications List

Education

For example, workshops and seminars exclusive of school board activities.

Emergency Shelter

For example, hostels and Out-of-the-Cold programs.

Employment/Skills training

For example, employment services, apprenticeship-training programs and job readiness training.

Food

For example, nutrition programs, meal programs, congregate dining and meals on wheels.

General Community Services

For example, cultural programs and community social programs.

Health and Rehabilitation

For example, community-based mental health services and health promotion programs.

Homecare

For example, transportation services for seniors, family visitors programs, homecare services, home helper programs and friendly visiting.

Hotline: Distress Centre

For example, crisis intervention and befriending services.

Hotline: Information & Referral

For example, telephone information hotlines.

Long-term Care Facilities

For example, seniors' nursing homes and homes for the aged.

Information Centre/Referral Services

For example, community information centres.

Language and Literacy

For example, English-as-a-Second-Language (ESL) courses and literacy services.

Legal Services

For example, legal advice, parole services and volunteer income tax clinics.

Nurseries

For example, half-day nursery school programs.

Outreach/Support Services

For example, community and family support programs.

Recreation

For example, summer camps, pool and aquatic programs, fitness program (excluding municipal recreation centres) and mah-jong clubs.

Settlement

For example, community integration program and settlement and integration services.

Supportive Housing

For example, housing with support services attached for people with psychiatric and other disabilities.

Appendix E: References

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Acknowledgements

![Toronto Community & Neighbourhood Services]

Community Agency Survey 2003:
A study of Toronto's community-based human service sector