



**Putting the Pieces Together:
Preventive Social Services in Edmonton
Final Report**

Submitted to:

Community Services

Submitted by:

The Edmonton Social Planning Council

in partnership with:

Funded Agency Coalition

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Executive Summary

Putting the Pieces Together is the report of a project guided by Edmonton FCSS funded agencies. These agencies came together in support of this project in response to an often-stated opinion by key stakeholders which suggested that the agency infrastructure as a whole had many areas of duplication and/or overlap, both in terms of service delivery and excess administrative capacity.

This report is the result of that proactive response by the funded agencies to, in some reasonably thoughtful way, assess the degree to which the criticism is valid. The report is an expression of the observation and opinions of the people closest to the issues.

Decentralized Community-Based Planning or Centralized Service Planning?

The analysis and review of any system must first be based on a clear understanding of what the system is expected to achieve. In the case of the FCSS funding program, that was not initially clear. The two principles which come up most frequently with respect to this program are community development, which would be reflected by a very decentralized and community-driven system, and a more centralized service planning principle which would be based on clear strategic priorities and anticipated results.

In order to determine which of these two principles should be the primary standard against which the findings would be assessed, three focus groups representing different stakeholders were held.

There was a clear emphasis on the principle of decentralized community-based planning from all focus groups.

Findings

There are five key points to be made from the findings:

- There are more gaps in service than there are duplications and/or overlaps: *interviewees identified 175 service "gaps", while only 29 service "overlaps" were identified and many of those were qualified by key distinctions.*
- There are some benefits to increased administrative collaboration, but there are significant obstacles: *interviewees identified 118 obstacles to increased administrative collaboration, while slightly more than one-half of the agencies (54%) indicated that there were benefits to be gained from increased collaboration, with "savings" as the most frequently cited benefit.*

- There are more benefits to increased service delivery collaboration, but again there are significant obstacles: *interviewees identified 156 obstacles to increased service collaboration, but a vast majority of interviewees (85%) indicated that there are benefits to increased service delivery collaboration.*
- Agencies are already highly active with respect to cooperation and integration: *interviewees identified 216 examples of collaboration, including 41 examples of "program partnership".*
- Agencies themselves identify needs in the community with little clear direction from the City: *there was no clear consensus on the key point as to what makes a service "preventive" and even less clarity as to what the City thought makes a service "preventive".*

In direct response to the question: there are no major overlaps or duplications and no major savings to be gained from a massive reorganization of the agency infrastructure. Viewed from a decentralized community-based planning perspective, the system is exactly what one would expect. It is neither comprehensive nor seamless. The system has developed in response to many factors which may not always be obvious to the casual observer. This apparent lack of a clear strategic template has its benefits: agencies are responsive and creative, particularly about diversifying funding sources and maximizing opportunities for volunteer involvement. Programs are not static, but they evolve over time in response to changing needs.

Greater efficiencies could probably be achieved through a strategic initiative aimed at merging operations and eliminating some services, but such an effort would first require the funder to clearly describe the services it wants in place, and this would then severely limit the ability of agencies to innovate and respond quickly to changing needs in the community.

Next Steps

Based on the significant support expressed for collaboration demonstrated by the responses and the already high levels of collaborative activity, there are potential benefits for an increased effort in this regard, but this would first require the funder to clearly describe the services it wants to see in place and in what parts of the city, and it would require additional resources since most interviewees felt collaborations cost time and energy.

I. Introduction

1. *Background*

In 1996, the Government of Canada replaced the Canada Assistance Plan (CAP) with the Canada Health and Social Transfer (CHST). The most immediate local impact was the loss to the City of Edmonton of \$2,000,000 for funding local preventive social services through the Government of Alberta Family and Community Support Services (FCSS) program.

Faced with the loss of critical funding, Edmonton agencies funded through the FCSS program came together to form an organized voice on the issue. That organized voice, which was successful in resolving that crisis, evolved into what is now called the Funded Agency Coalition (FAC).

Part of the FAC strategy involved establishing a relationship with members of City Council for the purpose of advocating on behalf of funded agencies. One of the key obstacles overcome during the lobbying campaign was the perception that there existed numerous areas of overlap and duplication within the agency infrastructure. Members of the FAC, which more often than not felt great pressure to fill in gaps in the city's services network, resolved to look for ways to address the concerns cited by members of City Council and others and to establish the degree to which the concerns were or were not valid. It was decided that a research project, initiated and guided by representatives of agencies themselves, was the best way to address concerns expressed by key stakeholders.

2. *Origin*

In 1999, the City of Edmonton Community Services Department made available a small fund for the purpose of conducting research. The FAC applied for \$20,000 through the Edmonton Social Planning Council (ESPC) to conduct *Putting the Pieces Together: Preventive Social Services in Edmonton*. The research hypothesis developed for the project was:

The current FCSS agency infrastructure contains inefficiencies as a result of overlap and duplication that result in money spent on administration that could be better utilized funding direct service to clients.

The proposal was approved and funds allotted. This is the final report of that project.

3. *Scope*

The scope of the project is limited to those agencies which are funded by the City of Edmonton with funds provided partially through the Government of Alberta Family and Community Support Services (FCSS) program. There are other agencies which provide services which might be considered preventive, but to include them all would have made the scope of the study too large.

II. Structure

The project research was conducted by staff of the ESPC and guided by an Advisory Committee comprised of nine executive directors of FCSS funded agencies, a representative of the City of Edmonton Community Services Department and ESPC staff (Appendix 1).

III. Methodology

The research was conducted in two phases.

PHASE ONE

There were three major areas of work completed in the first phase.

1. *Advisory Committee*

All executive directors of FCSS funded agencies were invited to participate on the Advisory Committee, nine of whom committed to supporting the project.

The Committee guided the research at each step. This included approving the theoretical questions to be addressed by the focus groups, specifying the elements of the qualitative information to be provided by the agency executive directors in one-on-one interviews and identifying the quantitative information needed to identify service gaps and overlaps.

2. *Focus Groups*

Focus group questions were developed to flesh out the various issues related to the theoretical framework most suitable for use as a basis for the analysis of the FCSS funded agency infrastructure.

There were three focus groups each comprising different stakeholder groups:

- a) social service funders;
- b) board members of FCSS funded agencies; and
- c) citizens, as represented by members of the City of Edmonton Community Services Advisory Board (CSAB).

Researchers were surprised at the relatively minor differences expressed by the three different groups, although there were certainly dissenting opinions on every question within every group. In general, however, the focus groups presented a very clear position. For that reason, the themes from the focus groups are presented on a question-by-question basis with no differentiation between the various stakeholder groups.

Question # 1: Under what circumstances should clients of social service agencies have more than one agency to choose from when seeking a particular service?

All groups were clearly in favour of respecting some degree of choice in the portfolio of services available. There were no strong calls for uniformity or standardization. Participants seemed committed to the idea that services in a community reflect the needs of that community. The concept of diversity was described as one that needed to be respected by funders, planners and service managers.

Question # 2: Are there intrinsic benefits to having agencies which serve only specific communities (e.g. Mill Woods) within the larger community of Edmonton? What are they?

In general, there was support expressed for the idea of smaller community-based agencies. The benefits cited generally had to do more with decentralized community-based planning principles, such as greater responsiveness and openness, than with centralized service planning. Involving local people as volunteers in the governance and management of

agencies was seen as an intrinsic benefit. There was some caution expressed with respect to the possibility that small local agencies can become "inward-looking" and territorial, but this was generally outweighed by the benefits which were described. It was pointed out that large bureaucracies, such as the Government of Alberta Children's Services Ministry, have moved to more decentralized systems.

Question # 3: Would increased service delivery collaboration between agencies result in significant savings? How?

All groups saw very little potential to save much money through increased service collaboration. Collaboration was seen by all as very important, but the benefits were generally described as service-oriented, not budgetary. If collaboration did save money, it would be used to expand services. All groups mentioned that real collaborations cost money and time, they do not save it. There was a strong commitment to collaborations that happen naturally in the community, as opposed to forced collaborations.

Question # 4: Would increased administrative collaboration between agencies result in significant savings? How?

This question did result in some very differing points of view being brought forward, but there was still a clear consensus that the potential savings from more administrative collaboration would be very small and that it would not offset the community development benefits of smaller agencies. There was seen to be some potential for sharing of professional staff resources (e.g. bookkeepers) and for pooling purchasing power to get better pricing. It was repeatedly pointed out that executive directors in small agencies often do more than administer programs: they often perform many direct service functions.

Question # 5: If there are benefits to having community-specific agencies, do those benefits outweigh any savings that might be realized through increased administrative collaboration?

This question asked participants to weigh savings with the community development benefits of smaller community agencies. Although there were varying degrees of opinion expressed, there was little enthusiasm expressed for the any large scale reorganization of the agency infrastructure. The savings were simply not seen to be that significant.

Question # 6: Is it possible to identify preventive social services that should be available throughout the city? How?

This question sought to assess the capacity to identify core services that should be provided through agencies. It was assumed that the decision as to what constitutes a “core service” would be made by the funder. With a few minor qualifications, participants were skeptical of the ability to define a basic array of services. Some of this skepticism had to do with the fact that “preventive” means many different things to many people. Others expressed a strong opinion that it was the responsibility of the agencies to identify needs and the job of the City to fund them.

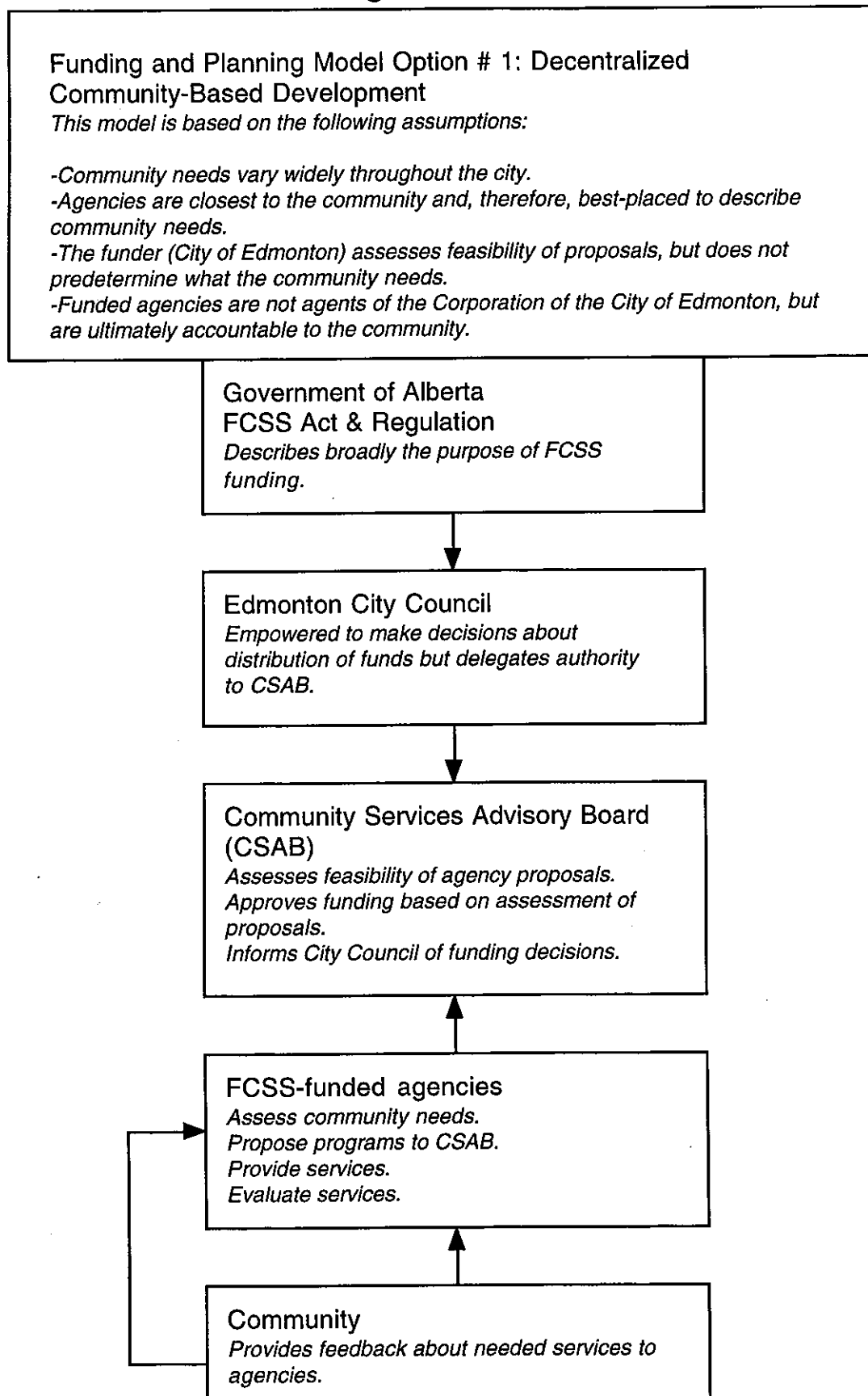
Theoretical Framework Choices

Based on the findings of the focus groups, it was then possible to develop a theoretical framework against which the findings of the project could be assessed. In the course of discussions with the project’s Advisory Committee, planners and project participants, it became clear that in the simplest of terms there were two ways in which the funding and planning of services can be undertaken:

A. Decentralized Community-Based Planning

This model says that large bureaucracies are inherently poorly suited to decentralized community-based planning, which should be the primary goal (Figure # 1). Smaller agencies, the thinking goes, are more responsive and less constrained. Involving local people in the planning, governance, and delivery of services builds capacity and contributes to the empowerment of communities. If occasional and incidental overlaps in service do occur, this is acceptable because it provides a degree of choice for clients.

Services may not be uniformly available throughout the city, but this is an inevitable result of communities identifying different needs. Achieving a uniform approach to issues like collaboration and integration are very difficult in this model, because agencies must be free to respond to community needs and conditions which may not always be evident to the casual observer.

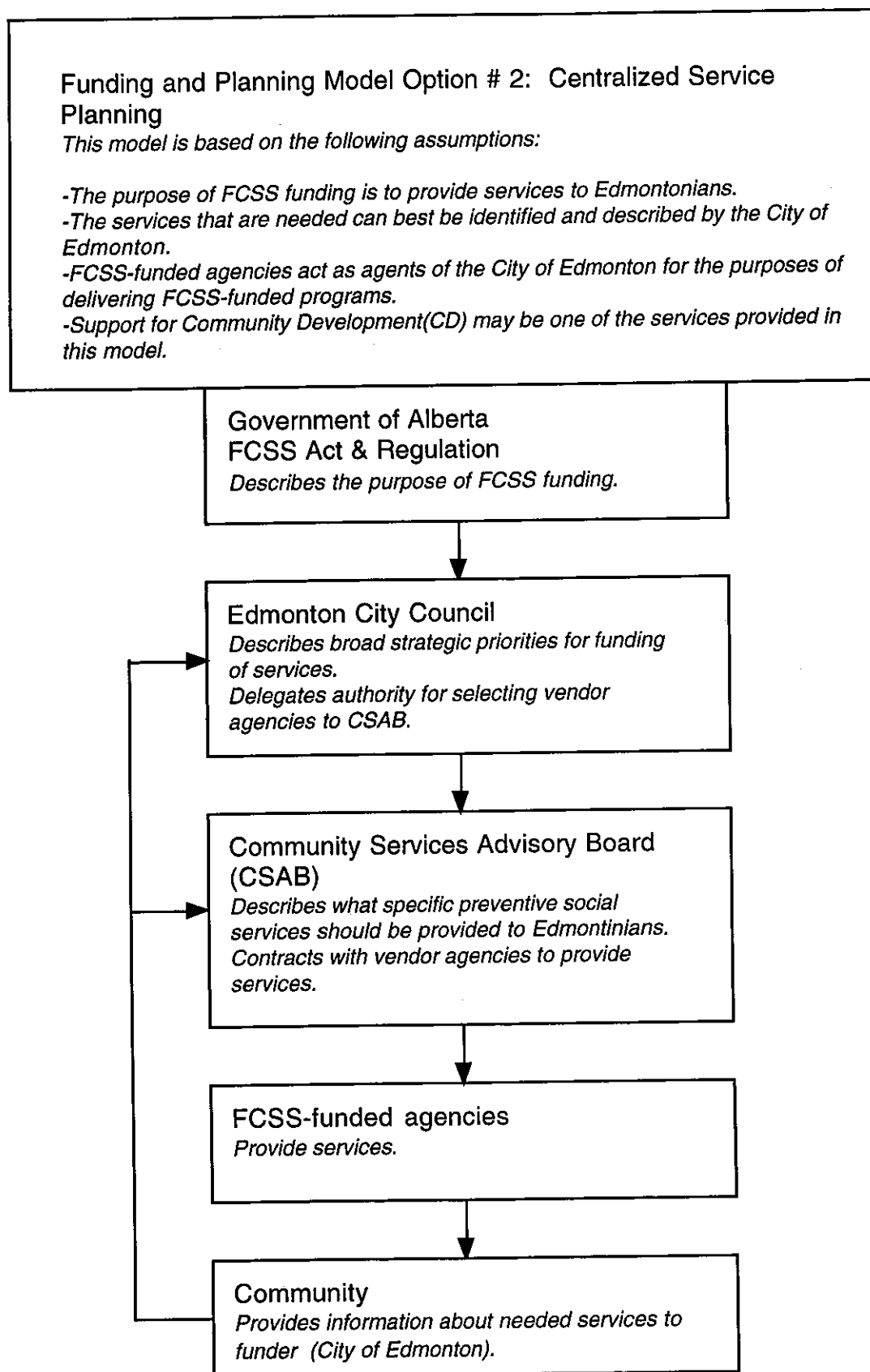
Figure # 1

B. Centralized Service Planning

The thinking in support of this model is that the delivery of services to Edmontonians is the primary goal (Figure # 2). It follows, then, that the most cost-effective means of delivering those services should be sought. If it is cheaper to administer services out of one office, as opposed to having a patchwork of autonomous agencies, then that is the way to go. If savings can be realized through organizational efficiencies, then more money is available for expanded services.

In order for this model to be effective, however, it falls to the funder to be very clear about what services should be available to Edmontonians. City Council and its advisors (Community Services Advisory Board) would gather information from the community about which needs are most pressing. They would then describe the services that are needed to meet those needs.

Once needed services are identified, the method of delivering the service is selected. In the purest version of this model, service delivery contracts would be tendered to the community, allowing the "market" to find the most cost-effective methods. Agencies would then enter what is essentially a business relationship with the funder.

Figure # 2

Focus Group Conclusion

It was clear from the focus group results that there was little support for a more rigorous centralized service planning framework. The responses to all questions clearly favoured an approach to the planning and delivery of services that reflected an emphasis on decentralized community-based planning. Based on this finding, it was decided that the analysis of the data would be based on this approach.

3. *Survey Instrument Testing*

Interview questions were tested to ensure that they were comprehensive and unambiguous. Agencies that were participants in the trial were selected to reflect differences in service area (community specific or city wide), target demographics, agency size and location within the city. Half of the interviews were conducted in person and half were telephone interviews, which established that there were no appreciable differences in the quality of the responses between in-person or telephone interviews. Minor revisions to the questions were made based on the trial.

PHASE TWO

The second phase of the project involved three components:

1. *Quantitative Data*

In an effort to minimize the demand on agencies which already have to respond to many requests for information, it was decided to draw as much information as possible from annual funding application forms filled out every year by agencies. Specifically, the answers to Questions 5 (program activities) and 7 (needs and demographics of people served) on the City's application form were used as the source of data. This information was used primarily to place the agency and/or its programs in a particular category.

Access to this data proved to be more complicated than was originally thought. The City of Edmonton determined that this data was private under the Freedom of Information and Protection of Privacy (FOIPP) Act and refused to release it until specific consent was obtained from each agency.

Unfortunately, three agencies refused to release information for this study. Another three simply refused to respond to the request, so with 54 agencies agreeing to the request, approximately 10% of the agencies are not represented in the quantitative data.

2. *Executive Director Interviews*

Unlike the focus group process undertaken in Phase One, the purpose of Phase Two was the collection of data, not perceptions and opinions, although some of the questions do draw on interviewees' knowledge and experience and, hence, may reflect a degree of bias. For this reason, it was decided to fill in data not obtained from the funding applications through interviews with agency executive directors or equivalent persons most likely to be knowledgeable about the full range of services provided and issues encountered by the agency.

Executive directors were also thought to be the most knowledgeable about service gaps (Question 3), service overlaps (Questions 4 and 5), and collaborations (Questions 6, 7 and 8). Additional questions (Questions 9 and 10) were added based on issues arising from the focus groups and were also addressed by executive directors.

In testing the survey instrument, some interviewees indicated that the interview was an opportunity to discuss preventive services, and they had thoughts they wished to share that were not covered by the interview questions. In response, it was decided that in subsequent interviews, the executive director would be advised that he or she could provide general comments as he or she saw fit.

3. *Service Mapping*

In order for the findings of this project to be useful in testing the hypothesis, it is necessary to do more than simply report the raw numbers of agencies which answer a given question in a particular way. For example, if ten agencies report that they have undertaken no collaborative efforts whatsoever, it is of some interest. If, however, it is found that eight of those ten agencies serve homeless youth, it can help focus the efforts of planners, funders and the agencies themselves on a problem which is clearly related to some dynamic intrinsic to that target population or that type of service.

In order to map the programs and agencies, a classification system for “program types” (Appendix 2) and “agency types” (Appendix 3) was developed. A further refinement on the type of service provided was achieved through the development of a “needs/risk factor” classification method (Appendix 4) and “intervention types” (Appendix 5).

IV. Findings

The findings of the project are presented on two levels:

1. *Primary Analysis: direct responses to questions.*

The answers provided directly by interviewees in response to the question are described in the body of this report. Although the qualitative responses were diverse, clear themes emerged. These themes became the basis for the response categories. Where appropriate, the categories are supplemented by a definition or explanation.

2. *Secondary Analysis: correlation of responses.*

These data are presented in the form of various matrices that are attached in a separate section.

This level of analysis was undertaken to allow for the categorization of responses according to various parameters. So, for example, it is possible to see if the agencies which describe the highest level of collaborative effort are serving one particular client group. It may be that there are characteristics intrinsic to that particular grouping of agencies which support or demand collaborative efforts. It is beyond the scope of this project to identify those characteristics, or even to definitively prove they exist, but it does provide the basis for further analysis and discussion.

Because these data are drawn from the funding application form, and not directly provided by interviewees, it may contain assumptions made by researchers that would not be borne out by a more thorough investigation. The data should be used only to make broad observations about the agency portfolio, not to make decisions about funding any particular agency.

Agency-oriented answers (Questions 1, 2, 3, 6, 7 and 8) are classified by Agency Type.

Program-oriented answers are categorized by program descriptions identified in the funding application, specifically: target demographic, type of intervention and needs/risk factors. Answers to Question 4 were most suited to classification based on type of intervention, whereas answers to Question 5 were such that they permitted classification on all three program parameters.

Question 1: What percentage of your agency budget is FCSS funding?

The purpose of this question was to assess the importance of FCSS funding to the agency as a whole.

<i>FROM ≥</i>	<i>TO <</i>	<i>FREQUENCY</i>	<i>PERCENTAGE</i>
0	10	17	28.3
10	20	15	25.0
20	30	14	23.3
30	40	4	6.7
40	50	5	8.3
50	60	1	1.7
60	70	0	0
70	80	2	3.3
80	90	1	1.7
90	100	1	1.7
TOTAL		60	100.0

Note: Percentages provided in the interview were rounded where applicable. FCSS funding accounts for less than 1% in some agency budgets.

- For about one in four (17 agencies), FCSS funding accounts for less than 10 per cent of the agency budget.
- For another one in four (15 agencies), FCSS funding accounts for between 10 and 20 per cent of the agency budget.
- For slightly less than one in four (14 agencies), FCSS funding accounts for between 20 and 29 percent of the agency budget.
- Only five agencies receive more than one-half of their funding from FCSS, and only one receives more than 90 percent.

It is clear from the responses to this question that agencies have a broadly diversified funding base. Fully three out of every four agencies rely on FCSS funding for less than one-third of their funding base.

This is a significant point for funders and planners to bear in mind. Those who voice concerns about the way the sector is structured may tend to see the sector as something which is an extension of the funder, in this case the City of Edmonton. In actuality, the agency infrastructure has developed in response to a whole range of needs and pressures, of which financial support from the City is but one factor.

This is what one would expect from agencies which have developed in response to a wide range of issues in their communities. Funding is diversified and complicated, which may make amalgamation of agencies impractical. For example, many agencies rely on casino revenues which are limited to one per agency. If agencies merged, that revenue would be lost. Agencies which are solely supported by one funder could very easily merge. Agencies which draw funding from many sources face a much more complicated task.

Question 2: What is the targeted geographic area for the program?

The purpose of this question was to assess the degree to which geographic service areas might overlap or large gaps in service appear.

TARGETED GEOGRAPHIC AREA		NUMBER	PERCENTAGE
Edmonton and surrounding area		6	10%
City of Edmonton		22	37%
One-half of Edmonton		6	10%
East	0		
West	3		
North	1		
South	2		
One quadrant of Edmonton		12	20%
Northeast	7		
Northwest	3		
Southeast	2		
Southwest	0		
Specified Neighbourhood(s)		8	13%
Other		6	10%
TOTAL		60	100%

- About one-half (28 agencies) serve all of Edmonton.
- One in 10 (6 agencies) serve one-half of Edmonton.
- One in five (12 agencies) serve only one quadrant of the city.
- A little more than one in 10 serve specific neighborhoods only.

This finding suggests that there is significant under-capacity in the current infrastructure for certain groups. While it should be noted that there was no attempt made to verify the degree to which the service gap did in fact exist, it is clear that some groups are much better served than others, and that there is undoubtedly a need to bolster services in some areas.

It has been noted earlier that in a decentralized community-based planning model, agencies must be free to pursue choices described by the communities they serve. The flip side of this argument is that funders must not necessarily feel compelled to fund the delivery of every service every community identifies. There will, then, always be lists of services that agencies want to provide but for which they cannot secure funding. In a decentralized community-based planning model, it is really impossible to say how much money is enough. That kind of assessment would only be possible in a more rigorous centralized service planning model.

Question 4: Does your program's service delivery overlap with that of another agency's or program's? If yes, please give details.

OVERLAP	TOTAL
Both agencies provide the same service	13
Target clienteles overlap	7
Scopes of service delivery overlap	9
No service delivery overlaps	35

- 29 agencies identified an area of overlap.
- 35 agencies identified no overlaps.
- There were 13 examples cited by respondents where both agencies provided the same service.
- There were seven examples cited where target clienteles overlap.
- There were nine examples cited where the scopes of service delivery overlap.

Although there are many fewer service overlaps than gaps identified by respondents, there are enough overlaps to suggest that there are at least some areas which might be explored for improved efficiencies.

It should also be noted that all but one respondent qualified their answers in some way. In general terms, respondents wanted to emphasize: that overlaps are not necessarily competitive; that overlaps do not necessarily mean that there is excess capacity; and that if the service is available in the marketplace, it may not be affordable or of the same quality.

As mentioned earlier, some degree of overlap is inevitable in a decentralized community-based planning model. These overlaps, while inevitable, should not be ignored. It is incumbent on the agencies themselves, however, to resolve them. It is not the role of the funder to impose solutions.

Question 5: *Are there instances where your program's service delivery might appear to overlap with another's, but the programs are actually quite different? If yes, please explain any differences that make the program distinct.*

The purpose of this question was to allow respondents an opportunity to address questions raised by those who might see the appearance of overlap based on a cursory overview of the agency and its programs. More detailed descriptions of the distinctions identified are in Appendix 7.

<i>DISTINCTION</i>	<i>TOTAL</i>
Delivery Model	21
Eligibility Criteria	3
Financial	9
Goals/Measures of Success	3
Philosophy	24
Range of Service	29
Standards	9
Targeted Clientele	24
Targeted Geographic Area	11
Other	6
No	4

- There were 139 distinctions identified in total.
- All but four respondents stated that there were "appearances" of overlap.
- The largest number of distinctions cited (29) related to the "range of service" offered. In other words, there may be components which are similar, but one agency or the other provided a broader range in addition to the service in question.
- "Philosophy" and "targeted clientele" were both cited 24 times.

The responses to this question suggest that the appearance of overlap can be quite deceiving. What may appear to be an overlap may not be when more research is undertaken. Based on the conceptual model described through the focus group process, this would be an acceptable and indeed key feature of a decentralized community-based system of agencies. However, whether or not the distinctions cited are significant enough to justify their provision through separate agencies in the view of a funder which seeks to provide a comprehensive system of services is another

matter. Whether or not a distinction is significant or not is highly subjective and beyond the scope of this study.

The key point here, however, is that the distinctions do exist in the view of the agencies and, hence we must presume, in the view of the community.

Question 6: Does your program collaborate with other agencies or programs on service delivery? If yes, please give examples.

The purpose of this question is to describe the collaborations being undertaken by agencies. Responses in this category are grouped according to agency type (see Appendix 8 for descriptions of types of collaboration).

SERVICE DELIVERY COLLABORATION	TOTAL
Case Planning	32
Fundraising	6
Information Sharing	17
Joint Problem Solving	19
Program Coordination	32
Program Partnership	41
Program Resources	12
Program Space	15
Promotion/Publicity	4
Special Events	12
Staff Training	15
Student Placement	11

- Agencies identified 216 examples of collaboration.
- There were 32 examples of “program coordination” cited.
- There were 41 examples of “program partnership” cited.
- There were 32 examples of “case planning” cited.

The findings here present a picture of a highly integrated and cooperative agency infrastructure. With 41 examples of full program partnership, the highest level of collaboration, it is clear that the sector as a whole is very active in pursuit of collaborative opportunities. A lack of centralized service planning does not appear to mean that there is lack of effort on the part of agencies to maximize efficiencies and resolve overlap or duplication.

Question 7: Does your program collaborate with other agencies or programs on administration? If yes, please give examples.

Each type of administrative collaboration is described in Appendix 9.

ADMINISTRATIVE COLLABORATION	TOTAL
Employee Benefits	2
Equipment	18
Funding	11
Funds Management	5
Host Administration	4
Information Sharing	8
Promotion/Publicity	3
Space	23
Staff	11
Other	6
Administration for the program is provided by the agency	8
No administrative collaboration	18

- There were 91 examples of administrative collaboration cited.
- The most frequently-cited example was the shared use of "space".
- Only 18 agencies cited no administrative collaboration.

With 91 examples of administrative collaboration cited, it is clear that agencies as a whole do take collaboration very seriously, despite the fact that collaborations can be time-consuming. As a whole, this finding suggest that agencies are highly adaptable and innovative with respect to the development of all collaborative efforts.

In the decentralized community-based planning model, agencies are free to be adaptable and creative. There does not appear to be any evidence of lack of interest in shared effort between agencies.

Question 8: Do you see benefits to increased collaboration, whether in service delivery or administration? If yes, what are the benefits and what are the obstacles to increased collaboration, if any?

See Appendix 10 for additional details of the classifications.

ADMINISTRATIVE COLLABORATION	TOTAL
YES	31
NO	23
DON'T KNOW/POSSIBLY	3
Did not respond	3

- Slightly more than one-half of the agencies (54%) who responded to this question responded in the affirmative.

ADMINISTRATIVE COLLABORATION BENEFITS	TOTAL
Reduced Costs	27
Improved Service	8
Benefit from others' expertise	10
Small agencies can get started	3
Stronger advocacy voice	1
Increased possibilities of service delivery collaboration	2
Other	3

- Of the 54 benefits cited by respondents, 27 related to reduced costs.

ADMINISTRATIVE COLLABORATION OBSTACLES	TOTAL
Compatibility of administrative structure	16
Time	14
Collaborative opportunities already maximized	5
No opportunity due to size of administration	11
Lines of authority	7
Accountability	5
Territoriality	10
Geography/location/transportation	3
History	3
Cost	11
Not being convinced of the benefits	4
Establishing a relationship before collaborating	3
Risk of becoming too bureaucratic	3
Competition for the same funding	4
Organizational culture	5
Other	14

- The 118 obstacles cited in response to this question ranged widely from “time” to “territoriality”.

The responses to this question as it relates to administrative collaborations would seem to suggest that as a whole the sector is somewhat open to the idea of more collaboration, but that there are many obstacles.

<i>SERVICE DELIVERY COLLABORATION</i>	<i>TOTAL</i>
YES	50
NO	9
DON'T KNOW/POSSIBLY	0
Did not respond	1

- A vast majority of respondents who answered this question (85%) responded in the affirmative.

<i>SERVICE DELIVERY COLLABORATION BENEFITS</i>	<i>TOTAL</i>
Reduced costs	30
Improved service	43
Benefit from others' expertise	17
Better exposure	9
Reduced duplication	8
Stronger voice	4
Other	4

- The single largest category of responses to this question relate to the potential for collaboration to "improve" services.
- The second largest category of response related to "reduced costs".

SERVICE DELIVERY COLLABORATION OBSTACLES	TOTAL
Organizational culture	5
Philosophy	12
Compatibility of organizational structure	10
Compatibility of service types	3
Compatibility of target clientele	10
Collaborative compromise against clients' best interest	9
Territoriality	16
Geography/location/transportation	8
Cost	13
Not being convinced of the benefits	6
Establishing a relationship before collaborating	4
Time	17
Collaborative opportunities already maximized	5
Lines of authority	5
Accountability	8
History between organizations	3
Free will/choice of the client	4
Competition for the same clients/funding	11
Other	7

- Like the response to the question relating to obstacles to increased administrative collaboration, the obstacles to increased service delivery collaboration are a mixed bag, with no clear patterns, although "time" did register the most references with 17.

The response to this question as it relates to service collaborations would seem to suggest that as a whole, the sector sees more potential for service collaboration than for administrative collaboration. But the primary benefit identified related to improved service, not major cost savings. While this would suggest that the potential for collaborations is still good, it will not likely result in any major financial resources being freed up.

Clearly, the potential for cost savings do not outweigh the community development benefits in the minds of the interviewees.

Question 9: *Please describe what you think makes a social service preventive.*

This question was added in response to discussions from the focus groups. Focus group participants were asked whether or not they thought it was possible to identify preventive social services that should be available to all Edmontonians. The purpose of this question was to assess whether or not preventive social services should be delivered according to a centralized service planning model that would be described by the funder. In other words: should the funder decide what services are needed and then “purchase” those services from agencies in the community?

The clear message in response was: no. With a few exceptions, focus group participants felt that agencies should identify the needs, and then funding should be requested to deliver a service.

One key point raised by participants was that they were not really clear about what funders meant by “preventive”, so Questions 9 and 10 were added to determine if there was clarity about this key point.

In short, there is no consensus about what makes a service preventive. The responses were so diverse that they defied any thematic analysis or coding.

FCSS legislation requires services to be “preventive” in nature. If the people operating the services funded by FCSS are unclear about what exactly is meant by the term, it is hardly surprising that there is a high degree of differentiation between agencies and programs. This is reflected in the high number of distinctions cited by respondents in response to the question about differences in services. If different agencies are left to develop their own standards with respect to what is preventive and what is not, is it any surprise that the result is differentiation and not standardization?

Question 10: *Do you think that Community Services supports this definition of prevention? If not, what do you think that Community Services considers preventive?*

Most respondents had no idea whether or not their particular view of what makes a social service preventive was supported by the funder. In general terms, they often expressed an assumption that it must be or they would not have received funding. This does not demonstrate a clear, well-articulated vision or plan. The formal definition of prevention offered by Community Services is:

“strengthen and support individuals, families and communities so they can continue to live productive lives and cope positively with change”. This could mean almost anything.

Clearly, respondents felt that they had not been given any clear sense about the fundamental nature of the FCSS program by the funder. This may be appropriate for a decentralized community-based planning model.

General Comments

A sample of the general comments made by respondents can be found in Appendix 11.

V. Implications for Service Delivery

Despite the fact that a decentralized community-based planning model was selected as the best framework against which to analyze the results of the project, the simple fact remains that delivering services is still a big part of what FCSS funding is all about. Is it possible, then, to assess if there are service gaps in the system in Edmonton? The first step must be to decide what services should be available in the first place and to whom. It would be a huge leap to assume that every service currently being offered anywhere in the city should be offered everywhere in the city. For example, if bereavement programs for teens are offered in Northwest Edmonton, does it automatically follow that the rest of the city is under-served because similar programs are not available elsewhere?

The first step in assessing what services should be available would be to review the direction provided by the funders.

Government of Alberta (FCSS Act & Regulation)

The FCSS Regulation Section 1(1) states that a program shall:

- a) promote, encourage, and facilitate voluntarism and the use of volunteers;
- b) be of a preventive nature to:
 - (i) enhance strengthen and stabilize family & community life;
 - (ii) improve the ability of persons to identify and act on their own social needs;
 - (iii) help avert family or community social breakdown;
 - (iv) if early symptoms of social breakdown do appear, help prevent the development of a crisis that may require major intervention or rehabilitative measures.
- c) provide citizens with information of its planning and operation;
- d) provide for the development of services on the basis of clearly identified social needs and effective planning; and
- e) encourage cooperation and coordination with allied service agencies operating within the municipality.

There is a second subsection 1(2) which describes services which *may not* be provided. Services which provide direct financial support, recreational services, or rehabilitative services are proscribed.

Section 2 describes the programs which may be offered. These include a wide range of services from “parent relief services” to “marriage enrichment” to “interagency coordination”. These descriptions are sufficiently broad to allow for the inclusion of almost anything.

The Regulation gives some idea about what must not be provided and what may be provided, but says nothing about what shall be provided. It is of little help, then, in trying to assess what service gaps exist in the city.

City of Edmonton

The City of Edmonton has no plan which says what preventive social services shall be available to Edmontonians. A cursory review of the *Edmonton Social Plan* finds no discussion of preventive social services at all.

To get a sense of what services the City of Edmonton thinks should be provided, a reference was made to the “priority issues” document developed by what was then the Community and Family Services Advisory Committee (CAFSAC) for the 1998 funding cycle.

This document describes the issues which were a priority for funding in that year. The three issues were Poverty, Violence & Safety, and Family Support. Each of the three issues has a statement which describes what programs to address that issue should look like. The “Poverty” description, for example, says:

Preventive programs to address poverty should therefore address the development and strengthening of services to reduce/eliminate conditions of poverty. The goal of these programs is to empower individuals and families to access and benefit from resources and to become and stay healthy.

This statement, while well-meaning, tells us almost nothing about what the actual programs or services would look like. Poverty is defined in the document in terms of a lack of income for basic needs -- the Statistics Canada Low Income Cut Off (LICO) is used as a measurement of poverty. A program to reduce/eliminate the conditions of poverty must somehow, then, seek to increase income or other resources to poor families, yet programs to provide housing and income are clearly not allowed under the FCSS regulation. What would the right program look like?

The City of Edmonton may have a very clear idea of what the programs would look like, but it is not clear from the documents available to funded agencies. The fact that few agency executive

directors knew what the City considers a preventive program to look like reinforces this lack of clarity.

Based on these very vague descriptions of what FCSS programs must and must not be, and the vague "priority issues" identified by the City, it is impossible to develop any clear sense of what programs should be in place and, therefore, impossible to determine if there are any gaps from a strategic service delivery perspective.

If funders want a seamless system of services, they must first decide what services are most needed. To criticize agencies for failing to adequately cooperate in the delivery of services without first offering up a clear vision of what needs to be done is unfair. In the absence of a clear vision, agencies have done what they think best, and this has taken them in many different directions.

VI. Conclusion

The hypothesis to be tested was:

The current FCSS agency infrastructure contains inefficiencies as a result of overlap and duplication that result in money spent on administration that could be better utilized funding direct service to clients.

Before testing the hypothesis, it is important to bear in mind two important points:

1. The focus group portion of the project found no significant support for a centralized service planning model with service delivery as its only goal. Instead, focus group participants expressed support for a decentralized community-based planning model with community development as a goal every bit as important as the delivery of services. It is against that model that the analysis of each response is based; and
2. This report is based on the opinions of key people involved in the day-to-day operation of FCSS funded programs. It is not an objective investigation of the service delivery system and its overlaps and gaps. It relies on the participants to be forthright and honest in their assessments, and there is no reason to think that they were not.

Criticism regarding the lack of planning and collaboration has tended to be directed at funded agencies themselves. Agencies are often charged with being territorial and self-interested and unwilling to undertake actions which would save money and increase services. The hypothesis reflected that criticism.

There are five key points to be made from the findings:

- There are more gaps in service than there are duplications and/or overlaps: *interviewees identified 175 service "gaps", while only 29 service "overlaps" were identified and many of those were qualified by key distinctions.*
- There are some benefits to increased administrative collaboration, but there are significant obstacles: *interviewees identified 118 obstacles to increased administrative collaboration, while slightly more than one-half of the agencies (54%) indicated that there were benefits to be gained from increased collaboration, with "savings" as the most frequently cited benefit.*

- There are more benefits to increased service delivery collaboration, but again there are significant obstacles: *interviewees identified 156 obstacles to increased service collaboration, but a vast majority of interviewees (85%) indicated that there are benefits to increased service delivery collaboration.*
- Agencies are already highly active with respect to cooperation and integration: *interviewees identified 216 examples of collaboration, including 41 examples of “program partnership”.*
- Agencies themselves identify needs in the community with little clear direction from the City: *there was no clear consensus on the key point as to what makes a service “preventive” and even less clarity as to what the City thought makes a service “preventive”.*

The response to the question in the minds of the people who work with the system every day then is: no, there are no major overlaps or duplications and no major savings to be gained from a massive reorganization of the agency infrastructure. Viewed from a decentralized community-based planning perspective, the system is exactly what one would expect. It is neither comprehensive nor seamless. Agencies exist in some neighborhoods which do not appear in others which seem outwardly similar. The system has developed in response to many factors which may not always be obvious to the casual observer. This apparent lack of a clear strategic template has its benefits: agencies are responsive and creative, particularly about diversifying funding sources and maximizing opportunities for volunteer involvement. Programs are not static, but they evolve over time in response to changing needs.

Interviewees on the whole, however, expressed a cautious belief that collaborations, both in service and, to a lesser extent, in administration, had potential for some limited savings and improved service.

Communities may not always develop the way planners, funders, and politicians might like, but to impose “top down” priorities and restructuring initiatives would undermine the sense of ownership and involvement of the community so critical for healthy communities.

Having said that, the consensus from participants was that a decentralized community-based planning model should form the basis for an analysis of the responses and that the agency infrastructure does look much like what one would expect a decentralized community-based planning model to look like. It should be pointed out that there was no effort made to assess the degree to which agencies did, in fact, incorporate key community development principles in their operations. Community development tends to mean many things to many people.

VII. Next Steps

This report is based on the assumption, formed through the stakeholder focus group consultations, that the FCSS funded agency infrastructure should be assessed from a decentralized community-based planning perspective. It also recognizes, however, that the delivery of services is an important part of the reason agencies exist.

In identifying next steps, it may be possible to plan strategically for both community development and service delivery. To that end, the following recommendations are offered:

1. Identify a roster of core preventive social services.

To spend any amount of time and energy forcing, cajoling, encouraging, or otherwise stimulating mergers or enhanced collaborations without first offering a clear vision of the services to be provided is an exercise in frustration.

2. Select one agency or a consortium of agencies to provide each core preventive social service city-wide.

Efficiencies can only realistically be achieved under the direction of one administration. This is the most efficient way to eliminate gaps and overlaps.

3. Establish an envelope of funding to be used for community development programs.

If community development is important, then make secure long term funding available for agencies to do it. True community development requires a fundamentally different approach than comprehensive service delivery.

APPENDICES

APPENDIX 1

FUNDED AGENCY COALITION RESEARCH PROJECT ADVISORY COMMITTEE

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City of Edmonton
Native Seniors' Centre
Edmonton City Centre Church Corporation
Society for the Retired and Semi-Retired
Metis Child and Family Services
Candora 248
Ben Calf Robe Society
Norwood Community Service Centre
The Family Centre
The Support Network
Edmonton Social Planning Council

APPENDIX 2

PROGRAM TYPES

Children

AGENCY

Abbottsfeld Youth Project
Ben Calf Robe
Big Sisters & Big Brothers
Boys' and Girls' Clubs of Edmonton

Edmonton City Centre Church Corporation
Inner City Youth Development Association

PROGRAM

Community Outreach and Living Skills Program
Youth Intervention Program
Matching Program
Caernarvon Youth & Neighbourhood Centre/Youth Leadership Program
Rundle Youth & Neighbourhood Centre
St. Francis Youth & Neighbourhood Centre
West Edmonton Youth & Neighbourhood Centre
Edmonton School Lunch Program
Youth Support Program

Youth

AGENCY

Association for Evergreen Youth
Ben Calf Robe
Big Sisters & Big Brothers
Boys' and Girls' Clubs of Edmonton

Canadian Red Cross
Inner City Youth Development Association
Northeast Youth Project Society

PROGRAM

Evergreen Youth Drop In/Resource Program
Youth Intervention Program
Matching Program
Caernarvon Youth & Neighbourhood Centre/Youth Leadership Program
Rundle Youth & Neighbourhood Centre
St. Francis Youth & Neighbourhood Centre
West Edmonton Youth & Neighbourhood Centre
Child Abuse Prevention Program for Adolescents
Youth Support Program
Northeast Teen Drop In Centre

Families

AGENCY

ABC Headstart
Beverly Daycare
Bissell Centre
Canadian Arab Friendship Centre
Candora 248
Community Options
Dickinsfield Amity House
Franciscan Sisters Benevolent Society
Glengarry Child Care
Jasper Place Child Care
KARA Family Support Centre
Lansdowne Child Care & Family Centre

Families con't

PROGRAM

Family Services Program
Access Enhanced Programs for Disadvantaged Families
Child Care Centre
CAFA Playschool
Community Centre
Enhanced Child and Family Support Program
Dickinsfield Amity House
CAP Headstart
Early Childhood and Community Enrichment
Jasper Place Family Support Services
The KARA Program
Lansdowne Early Intervention and Resource Program

Metis Child and Family Services
Norwood Community Services Centre
Oliver School Centre
Partners for Youth
Primrose Place Family Centre
South Edmonton Child Care Centre
Terra Association
The Family Centre

Unity Centre of Northeast Edmonton
West End Day Care Society
YWCA

Seniors

AGENCY

Calder Seniors' Drop-In Society
Catholic Social Services
Edmonton Self-Starters' Organization
Operation Friendship
SCONA
Seniors Caring About Seniors
Society for the Retired and Semi-Retired
South East Edmonton Seniors Association
Strathcona Place Senior Citizen Centre
West Edmonton Seniors

Women

AGENCY

Changing Together
Elizabeth Fry Society
Native Counselling - Urban Skills

General

AGENCY

Boyle Street Cooperative Society
Catholic Social Services

Edmonton Meals on Wheel
Edmonton Social Planning Council
Millwoods PATCH Place
Planned Parenthood
Sexual Assault Centre
The Support Network
Volunteer Centre of Edmonton
WECPE

Family Services Program
Early Start Program
Early Intervention Head Start for At Risk Preschool Children
Youth and Family Support Program
Primrose Place Family Resource Centre
Preschool Early Intervention Program
Terra Child and Family Support Centre
Family Counselling and Education Program
Roots and Wings
Unity Centre
Community and Pre-School Enrichment Program
Family Relief Service

PROGRAM

Outreach and Wellness Program
Elderly Adult Resource Services
Prevention and Outreach Program
Outreach
Drop In
Transportation of Frail Seniors
Wellbeing Services
Outreach Program
Strathcona Place Senior Citizen Centre
Volunteer, Outreach

PROGRAM

Family Violence Prevention
Aboriginal Women's Program
Urban Skills

PROGRAM

Inner City Outreach and Liaison Program
Cross Cultural Counselling and Community Outreach
Evening Counselling Program
Edmonton Meals on Wheels
Poverty In Action - Public Education
Family Support Program
Planned Parenthood Counselling Program
Public Education Program
Help Lines
Volunteer Recruitment in High Needs Neighbourhoods
Dress for Less

AGENCY TYPES

APPENDIX 3

<u>CHILDREN</u>	<u>YOUTH</u>	<u>FAMILIES</u>	<u>SENIORS</u>	<u>WOMEN</u>	<u>GENERAL</u>
• Big Sisters and Big Brothers	• Abbotsfield Youth	• ABC Headstart	• Adult Day Support Programs	• Changing Together	• Bissell Centre
• Boys' and Girls' Clubs	• Association for Evergreen Youth	• Ben Calf Robe Society	• Calder Seniors' Drop In	• Elizabeth Fry Society	• Boyle Street Co-Op
• Franciscan Sisters (Atonement)	• Big Sisters and Big Brothers	• Beverly Day Care and Family Resource Ctr.	• Edmonton Self-Starters		• Canadian Arab Friendship Assoc.
• Fulton Child Care	• Boys' and Girls' Clubs	• Candora 248	• Native Seniors' Centre		• Canadian Red Cross Society
	• Inner City Youth Development	• Community Day Nursery	• Operation Friendship		• Catholic Social Services
	• North East Youth Project	• Community Options	• S.C.O.N.A.		• Edmonton City Centre Church Corporation
• Partners for Youth		• Dickinsfield Amity House	• Seniors Caring About Seniors		• Edmonton Immigrant Services Association
		• Glengarry Child Care	• Society for the Retired and Semi-Retired		• Edmonton Meals on Wheels
		• GMCC Demonstration Day Care	• South East Edmonton Seniors Assoc.		• Edmonton Social Planning Council
		• Jasper Place Child Care	• Strathcona Place		• Norwood Community Service Centre
		• KARA Family Support Centre	• West Edmonton Seniors		• Planned Parenthood
		• Lansdowne Child Care & Family Support			• Sexual Assault Centre
		• Metis Child and Family Services			• The Family Centre
		• Millwoods PATCH Place			• The Support Network
		• Oliver School Centre for Children			• Unity Centre
		• Primrose Place Family Centre			• Volunteer Centre
		• South Edmonton Child Care Centre			• WECODE
		• TERRA Association			
		• West End Daycare			
		• YWCA			

APPENDIX 4

Needs/Risk Factors

- Addictions/Substance Abuse
- Age
- Behavioural
- Conflict with the law
- Education/Literacy
- Emotional
- Family Instability¹
- Health Problems (chronic)
- Housing Need
- Income
- Isolation²
- Mental Illness
- Single Parent
- Special Needs³
- Unemployed
- Work Experience (little/none)
- Other

¹ Spousal or child abuse/violence, child welfare involvement, trauma, separation, divorce, death, custody issues.

² Includes lack of family support.

³ Developmental delays, disabilities, physical or mental barriers.

APPENDIX 5

Intervention Types

- Advocacy/Referral⁴
- Arts/Cultural
- Community Development
- Counselling
- Crisis Intervention
- Drop In
- Early Childhood Care and Development⁵
- Life Skills⁶
- Meal Program
- Outreach⁷
- Parenting Education
- Personal Development⁸
- Physical Health/Wellness
- Public Education/Awareness
- Resource Centre⁹
- School Liaison
- Social Activities
- Sports/Recreation
- Support Groups
- Volunteer Supports
- Other

⁴ Support in accessing benefits or services related to basic survival; may provide the service or give information on how to access benefits and services.

⁵ In all cases, this indicates service beyond custodial child care. It includes enriched child care, preschool, Head Start programs, early intervention programs, etc.

⁶ Skills and abilities that are necessary to be self-sufficient; coping strategies, leadership; how people interact with others or react to circumstances.

⁷ Efforts to reduce isolation or increase access to available services.

⁸ How they client feels about him/herself; would include programming to increase self-esteem, etc.

⁹ Access to materials and services that are not within the client's means to access on their own; barriers could be geographic, economic, etc.

APPENDIX 6

The gaps in service delivery fall into five broad categories:

I AGENCY CAPACITY: The shortfall in services exists out of a lack of funding but the needed services are within the scope of service generally provided by the agency.

Types

Hours of operation: A need to expand hours of operation and provide the same service to more clients (opening a youth centre five days a week instead of three days a week), or the need to provide certain services when they are not currently offered (evening child care for parents working shift work).

Waiting Lists: The need to offer a program more often or increase the number of spaces.

Staffing - shortages: The staff composition or skills match the needs, but funded staff time does not meet demand.

Staffing - demographics: A change in staffing would increase a program's sensitivity to client needs. The most common examples were a need for male staff or staff of a particular ethnic or cultural background.

Staffing - special skills: There are gaps in the agency's services because there are gaps in expertise. This includes skills within or closely related to the social work sector (outreach workers, volunteer coordinators) or practitioners from different areas (speech pathologists, ESL teachers).

II SERVICE AREA: Demand from specific demographic groups or for particular services are not being met in the community and are beyond the agency's mandate.

III GEOGRAPHIC: Part of the city identified as not served or under served in some way.

IV CASE PLANNING: A lack of client-centred case planning.

Types

Communications infrastructure: There is no central information source accessible to agencies and/or to the clients to facilitate clients obtaining the most appropriate and needed services.

Integrated service delivery: Programs and services are not planned and coordinated to ensure optimal efficiency in delivery and maximum impact for the clients.

V SYSTEMIC BARRIERS: Barriers that prevent clients from accessing services. Removing or overcoming those barriers is beyond the agency's capacity.

Types

Transportation: Public transportation does not meet client needs.

Financial: The programs available are not within the client's financial means.

Basic Needs: Clients' most basic needs for survival are not being met, including employment, income security and housing.

APPENDIX 7

Classifications and Descriptions

<i>Delivery Model:</i>	The mechanics of service delivery. Examples would be drop-in versus a formal intake process.
<i>Eligibility Criteria:</i>	Clients must meet certain criteria to access services as opposed to a program being geared to an identified sub-population. An example would be 10-year olds not being permitted to participate in programs offered for youth aged 14 - 17.
<i>Financial:</i>	The program does not charge a fee or the program is subsidized.
<i>Goals/Measure of Success:</i>	These differences range from the concrete (making a profit) to the more abstract (improving family function).
<i>Philosophy:</i>	Fundamental differences in agency or program philosophy.
<i>Range of Service:</i>	Typically when this distinction is made, the agency indicated that it offers the broader range of services. A common example is in the child care centres where the services provided to a family are beyond providing basic child care.
<i>Standards:</i>	Most often related to child care centres and is characterized by differences such as low staff/child ratios and staff training requirements beyond that dictated by legislation.
<i>Targeted Clientele:</i>	Programs are modeled to serve a particular sub-clientele.
<i>Targeted Geographic Area:</i>	Serves a different geographic area.

APPENDIX 8

Classifications and Descriptions

- Case Planning:* The interview question distinguished between collaboration and referral. It defined referral as one organization making a client aware of another's services, but not facilitating the relationship any further. It is similar to Program Coordination (see below) in that each organization in the collaboration provides a different service. However, services are coordinated on a client-by-client basis, not on a common larger target clientele.
- Case Planning may include an agency identifying those clients who would benefit from the services of another agency, but a relationship between the organizations allows for more efficient access. Case Planning may also include more formal arrangements, such as when the client's participation is a condition of receiving other benefits or there are financial aspects to the relationship between organizations. Included in this category are those agencies that identified themselves as placement sites for offenders who must complete community service.
- Fundraising:* Includes joint applications for funding for a specific program and involvement in fundraising events.
- Information Sharing:* Usually implies that the need for information sharing is critical enough to warrant regular meetings, but it also refers to less formal information sharing. The central theme is information sharing about current or emerging needs, existing resources and maximizing opportunities with some coordination of activities. The common element between participants could be shared interest in a client group, an issue (e.g. poverty) or a geographic area.
- Joint Problem Solving:* Shared, committee-based endeavours involving multiple agencies, where each member has executive authority. Generally, they revolve more around action than information (see Information Sharing). The committee is frequently an interdisciplinary team focused on addressing a particular problem.
- Program Coordination:* Those efforts to broaden the scope of programs offered or clients served and attempts to reduce service delivery gaps and overlaps. The relationship among those participating is a common target clientele. Each piece of the collaboration is a self-contained program or service, but coordination adds value to each component. Together, agencies work to enhance service delivery overall rather than just contributing a part of a whole. An example would be agencies pooling clients to ensure adequate registration levels so a program can be offered. Another example would be health screens for young children provided on site at a child care centre.
- Program Partnerships:* Each partner contributes an element crucial to the program success. Like Program Coordination, this collaboration is also based on a common target clientele, but two or more partners deliver a service

together. Partnerships may be directed at removing barriers to client participation. An example would be one agency providing child care while another facilitates a parenting workshop.

Program Resources:

Those program components that fall outside physical space or trained staff. For example, shared use of a van, or sharing donated or discounted items provided by a local business.

Program Space:

Joint use of program space may be a secondary part of a more involved collaboration. It is only counted separately when it is the primary nature of the collaboration. The sharing of space may or may not indicate that the program offered in that space is open to clients of both agencies.

Promotion/Publicity:

Examples are shared advertising costs, producing a joint newsletter or including information about another agency in one's own material.

Special Events:

These are events that are distinguished from those events that have a fundraising intent. The events are designed for the clients' benefit, but are outside regular, ongoing programming.

Staff Training:

It could refer to situations where an agency provides training in the community or brings in a trainer from the community or another agency, or where two agencies pool their resources and staff to provide joint training to broaden impact and reduce costs. Collaboration on volunteer training would be included.

Student Placement:

Student placements range from high school students earning credit in work experience to those from the University of Alberta working towards their graduate degrees.

APPENDIX 9

Classifications and Descriptions

<i>Employee Benefits:</i>	Becoming part of a larger group makes employee benefits available and/or affordable.
<i>Equipment:</i>	The use of equipment being free, offered at a reduced cost or several users share equipment costs. This could include regular or specialized equipment.
<i>Funding:</i>	Funding applications, subsidy paperwork, fundraising, proposal writing.
<i>Funds Management:</i>	One agency acting as banker for another, accepting financial responsibility for the program or agency or enhancing funding opportunities by providing the ability to receipt charitable donations.
<i>'Host' Administration:</i>	Collaboration that covers most or all of the specific types of administrative collaboration counted separately elsewhere. This classification is used when one organization provides the administrative structure for another.
<i>Information Sharing:</i>	Benefiting from another's experience. Examples are borrowing from another's policies that have already been developed or exchanging information about how problems were solved.
<i>Promotions/Publicity:</i>	Examples are shared advertising costs, producing a joint newsletter or including information about another agency in one's own material.
<i>Space:</i>	Space being provided to the agency for free, provided at a reduced cost (compared to the open market) or costs are reduced because expenses are shared.
<i>Staff:</i>	Examples that include a shared receptionist, bookkeeper, janitor.

APPENDIX 10

ADMINISTRATION - BENEFITS

- Reduced cost/increased efficiency¹⁰
- Improved/more effective service
- Benefit from others' expertise
- Small agencies can get started
- Stronger/more unified/more effective voice as advocates
- Increases the possibility of service delivery collaboration

ADMINISTRATION - OBSTACLES

- Compatibility of the administrative structure
- Time
- Collaborative opportunities already maximized
- No opportunity because of the size of administration relative to the rest of the organization¹¹
- Lines of authority¹²
- Accountability¹³
- Territoriality¹⁴
- Geography¹⁵
- History between organizations
- Cost
- Not convinced of or understanding the benefits of collaboration
- Establishing a relationship/comfort level/network before collaborating
- Risk of becoming bureaucratic if the agency gets too big
- Competition for the same funding
- Organizational culture¹⁶

¹⁰ Some added that the savings could go into service delivery.

¹¹ Administration is small, the agency is large enough to be self sufficient, current administration levels are well matched to the agency's needs.

¹² Internal accountability.

¹³ External accountability to clients, funders, public, etc.

¹⁴ Inability to give up or share ownership, whether emotional or physical.

¹⁵ Includes issues related to location and transportation.

¹⁶ The character or uniqueness of the organization.

SERVICE DELIVERY - BENEFITS

- Improved/more effective service
- Reduced cost/increased efficiency¹⁷
- Benefit from others' expertise
- Better exposure¹⁸
- Reduced duplication
- Stronger/more unified/more effective voice as advocates

SERVICE DELIVERY - OBSTACLES

- Organizational culture¹⁹
- Philosophy
- Compatibility of the organizational structure²⁰
- Compatibility of service types
- Compatibility of the target clientele
- Collaborative compromise at the cost of clients' best interest
- Territoriality²¹
- Establishing a relationship/comfort level/network before collaborating
- Competition for the same clients/funding²²
- Time
- Collaborative opportunities already maximized
- Lines of authority²³
- Accountability²⁴
- Not convinced of or understanding the benefits of collaboration
- Geography²⁵
- History between organizations
- Cost

Free will/choice of the client

¹⁷ Some specifically indicated that savings would allow for increased levels of service delivery.

¹⁸ Both client groups would know about both agencies.

¹⁹ The character or uniqueness of the organization.

²⁰ The way service delivery is carried out.

²¹ Lack of trust, hidden agendas, reluctance to share information or power, resistance to making oneself vulnerable.

²² The agency wants or needs to maintain client numbers.

²³ Internal accountability.

²⁴ External accountability to clients/funders/the public.

²⁵ Issues related to location or transportation.

APPENDIX 11

General Comments

- A lot of time is spent on scrutiny. The FCSS liaison people have no idea what they're doing, which is wrong because they carry a lot of weight. In the past, the liaison's lack of knowledge resulted in having to go to appeal. The liaison has stated clearly that with their increased knowledge, they can offer the program more support. Also, they made inappropriate comments about newcomers to Canada.
- For those agencies with a good track record, that are known and have been proven effective, Community Services should ease up on the bureaucracy or build in and provide funding to hire someone to deal with the bureaucracy. The liaison's coming out is the best way to know what is going on. Smaller agencies receiving less than \$20,000 should not have to get an audited financial statement, which can cost \$4,000. A board audit should be sufficient. The money saved would go to services and programs. The need for accountability is understood, but it needs to be balanced by logic.
- We need to be able to do more and more of what we do. Our track record has proven that we do it well. Waiting lists are getting bigger every year.
- Frustrated that a proven program has to be proven every year. The applications should be streamlined so only new information has to be submitted. Take the pressure off to come up with a new package for the same program every year.
- Community Services doesn't see themselves as doing front line social work, they see themselves as planners and consultants. Seems like the system is about pitting one against the other. As you continue to underfund services, you disempower the agency, which means the clients can't be empowered. There's a lot of scraping together to make things happen because the funding never covers it.
- If Community Services wants to know what is preventive, they should ask the clients. These programs (Community Services funded) aren't grassroots oriented, they're top-down. For example, they'll develop a youth program but won't ask the youth what they want and what will motivate them.
- A negative outcome can be positive (for example, decreased child welfare involvement), so don't make simple deductions from the numbers. Three-year funding is great. Appreciate the liaison workers; without them, there would be no communication with the department. They give quick honest responses and it feels like we're working together. Having Community Services staff involved in the work in the community has been great.

- If I don't play the funding game and schmooze the inner city agencies, I lose opportunities. I'm frustrated with how much the inner city gets in terms of funding. Our needs are minimized when they're compared to other neighbourhoods and the bigger agencies. The funding application has become a competition in writing. It becomes exasperating to sustain funding. Neighbourhood centres can add stability to the community.
- If FCSS wants to support a volunteerism infrastructure, a new approach needs to be adopted. They are funding concepts, not the application. The three-year funding was a farce because agencies had to apply annually even though the funding was guaranteed for three years. The FCSS liaison could be better used to facilitate relationships, not to support the process.
- Why aren't Community Services and MaMoWe working more closely together? If they did, they could save a lot. It seems that there are two hierarchies emerging. If we're going to collaborate, you need to set the example. The Aboriginal population needs to be identified in the city. All children deserve the same care and to be treated the same way, but Aboriginals use services disproportionately and that needs to be recognized when delivering services and how the service is delivered.
- All of the cuts that have been made mean that people have to work more hours to make ends meet, leaving no time for programs. It seems like Community Services doesn't want to fund new agencies. They need to be patient with new groups as they learn to become more organized and efficient. We would like to be independent of FCSS funding because there are too many strings attached. We're never sure if the liaison is on our side or the City's, so we don't know how much to tell them.
- All the turmoil of the last four to five years hasn't diminished our sense of mission and satisfaction in our tasks. The tasks are done in spite of navel-gazing and funding reductions. Non-profits have persevered and prevailed because we're too important to succumb. It's been a penalty to prevail; there isn't any recognition by way of funding. In fact, it's been the opposite. If you do something well at one funding level, you run the risk of having your funding cut and being expected to do it for much less.
- Too much paperwork.
- We would like to advertise for funding and donors, but that will increase the number of clients. Right now we are full and have waiting lists. This area (of the city) in general has a lack of services.
- Community Services could do more to facilitate networking and collaboration between the agencies. This may be the only place families feel safe so they come here for help so we need to know how and where they can get it.

- It's frustrating to justify our program annually. The extreme levels of demand on the community agencies are not well known because society as a whole doesn't value the service that they provide.
- Corporations and government have gone through massive restructuring. The only sector that hasn't gone through the same realignment is the social services sector. One reason for that is isolated pods of self-interest. We're not funded to look beyond our agency, nor is there anyone to do it for us. The system is designed to increase competition between agencies for the funding dollars. Rarely do they say, "give that funding to an established agency", so there is an increase in the number of new agencies and programs, which increases the infrastructure. Therefore, even if we did collaborate, we'd still have new agencies springing up. There is nothing that provides an incentive or systemic reason to negotiate with others to establish real, sustainable collaboration. We look out for each other's best interest. It costs money to put collaboration in place. Collaboration can take months. There isn't a system-wide culture to make it happen. Seniors are not well served by a multitude of seniors' agencies; they would be better served by a system of seniors' agencies. Taking funding away won't make us talk (a threat) but adding some funding with expectations (leadership) would facilitate collaboration, cooperation, etc. There is a feeling that CSAB would like to see certain things, but they don't tell us what it is.
- How do I help FCSS be the best it can be and how can FCSS help me be the best I can be, or in other words, now what? What about Community Services' role in public education, etc. (all the things that FAC is doing). The two roles for the stakeholders (in this project) shouldn't have been split. Both should have the same expectations and targets. A key role for funders is the facilitation of relationship-building among agencies of like clients, then agencies could more easily take up their collaborative role with clients.
- When people call it duplication of services, until we meet the needs of every person there is no duplication. There are a few areas where a larger organization could administer a smaller agency, reducing the smaller agency's costs. There is a need for service, not the organization. Have to ensure that we support the work of the sector so it is done in an effective way.
- We are happy with the funding from Community Services. They have been flexible, supportive and informative. Multi-year funding facilitates long term planning.
- We're grateful for the FCSS' investment in our goals. They've made the difference between project and program. We now have time to grow the program. Our worry is that we won't be able to make the link between what we do and the impact on the community. Our partnership will lead to a fundamental social change we'll all be proud of.

- One of the advantages a truly market-driven system has over our system is that the market will over time weed out the most serious inefficiencies. A challenge in our sector is how do we do that? Observers of our sector are prone to getting agitated about issues of duplication. Because it's not a market-driven system, the potential for inefficiencies is there and they jump to the conclusion that there must be duplication. How can our sector be as efficient as possible if it doesn't have the market's discipline forced upon us? Rather than market discipline, funders decide to keep us underfunded to ensure resources are maximized. The question about inefficiencies is legitimate, but can it be dealt with more directly?
- It's important that there is more than one approach or philosophy. It's in the citizens' best interests to have diversity among social programs that address various social issues. Collaboration should be meaningful and fit the purpose and not be forced for funding purposes.
- The amount of time and volume of information they expect is too much to ask from an agency on a yearly basis. Three-year funding will solve a lot of this problem. The time and energy spent on the applications could go into centralized service delivery. Happy to spend time on the applications, but getting the information that is needed could probably be gathered in a more efficient way, e.g. reporting throughout the year would result in better reporting and would be less taxing of our time resources.
- The issues identified (duplication, overlap) in the objective (of the project) are non-issues and only exist in the minds of funders. Lack of support for the concept of providing sustenance funding to an organization to allow it to continue to be innovative and have more social impact. Funders love to fund innovative programs, but they forget they need to be administered and they fail to provide core organizational funding. The situation is really the opposite of the hypothesis, i.e. there should be more service delivery spent on administration. It shouldn't be about serving more people, but giving better service to the clients you have now.
- Not collaborating is not an option. You can no longer put any application in without there being collaboration in it even if some of the collaboration is superficial. The mechanisms for working in partnership can be cumbersome especially if there are multiple partners. This is compounded by there being no more administrative support which make things less efficient.
- Questions around duplication are disturbing because similar or identical service provision gives the client choice which is important. We shouldn't have to justify why we're different. We should be identifying the level of need, which is a more client-focused approach.
- There may be a place for a pot of money for generic, community-based social service funding. If that's what FCSS funding is then we need to call it that. It'll never add to better or strategic

planning for preventive social services. FCSS funding has basically been accessible to agencies to do what ever work they need to. To give that funding a strategic direction will shift the focus from community development to service delivery.

MATRICES

Question 1: What percentage of your agency budget is FCSS funding?

AGENCY TYPE							
BUDGET %		CHILDREN	YOUTH	FAMILIES	SENIORS	WOMEN	GENERAL
FROM ≥	TO <						
0	10	40	56	2, 15, 21, 26, 52, 54, 59		46	6, 20, 39, 44, 47, 50, 55
10	20	3, 4, 42	3, 13, 30, 42	7, 16, 24, 27, 31, 34, 60	51		32, 58
20	30			8, 11, 14, 35, 38	5, 23, 41, 48, 49		9, 25, 43, 57
30	40			18, 33	12	45	
40	50		1		19, 28		36, 53
50	60						37
60	70						
70	80				17		22
80	90		10				
90	100				29		

Question 2: What is the targeted geographic area for the program?

TARGETED GEOGRAPHIC AREA	AGENCY TYPE					
	CHILDREN	YOUTH	FAMILIES	SENIORS	WOMEN	GENERAL
Edmonton and Surrounding Area	42	42	2, 54	17, 23, 41, 51	45, 46	32, 53
City of Edmonton			15, 21, 26, 27, 35, 52, 59	6, 20, 25, 36, 39, 44, 47, 50, 55, 58		
One half of Edmonton						
East						
West			8, 11			22
North			38			
South			60	5		
One quadrant of Edmonton						
Northeast		1, 10, 30	14, 31			9, 37
Northwest		13		12, 19		
Southeast	4			49		
Southwest						
Specified Neighbourhood(s)	3, 40	3	16, 24, 33, 34	29		43
Other		56	7, 18	28, 48		57

Question 3: Are there any gaps in service delivery that you are aware of? If there are, please identify (top three).

	CHILDREN	YOUTH	FAMILIES	Agency Type SENIORS	WOMEN	GENERAL
I AGENCY CAPACITY						
Hours of Operation		1, 30	38, 59			37, 50
Waiting Lists	40	10, 13, 30, 56, 56	2, 2, 2, 8, 11, 14, 15, 15, 16, 16, 18, 24, 26, 27, 33, 33, 33, 34, 34, 34, 38, 54, 54, 54, 54, 60	5, 12, 12, 28, 49, 49, 51, 51	45, 45, 46	6, 6, 9, 9, 20, 20, 37, 37, 39, 43, 43, 43, 44, 47, 50, 50, 50, 53, 53, 55, 57, 57, 58, 58
Staffing - Shortages	42	42	8, 24, 60	17, 28, 48		22, 32, 36
Staffing- Demographics			16		46	9, 9, 53, 53
Staffing - Special Skills			26	48		36, 53
II SERVICE AREA	42	10, 13, 13, 42	7, 15, 16, 18, 21, 21, 52, 54, 59, 59	12, 17, 23, 28, 28, 29	45	6, 37, 39, 39, 58
III GEOGRAPHIC	3, 3, 3	3, 3, 3	14, 18, 31, 31, 33, 52	5, 5		22, 37, 39, 44, 44
IV CASE PLANNING						
Communications	4		35, 38	23, 23, 41, 51		6
Infrastructure				29		47
Integrated Service Delivery	4		11			
V SYSTEMIC BARRIERS						
Transportation	42	42	15	17, 29		22
Financial	42	42	7, 21, 26, 27, 54			22, 50
Basic Needs	42	42, 56	2, 21, 54		46, 46	32, 39
NO				19		25

Question 4: Does your program's service delivery overlap with that of another agency's or program's? If yes, please give details.

Service delivery overlap by INTERVENTION TYPE:

	Advocacy/ Referral	Arts/ Cultural	Community Develop.	Counseling	Crisis Intervention	Drop In	Early Child. Care & Dev.	Life Skills	Meal Program	Outreach	Parent Education
Both agencies provide the same service				47, 53, 54B			2, 26, 43, 60			39, 43	16
Target clienteles overlap	28, 32, 41	15			32			28	25	28, 41	
Scopes of service delivery overlap	28, 32, 41				32		14	28	25	28, 41	59

	Personal Develop.	Phys. Health & Wellness	Pub. Educ./ Awareness	Resource Centre	School Liaison	Social Activities	Sports/ Recreation	Support Groups	Volunteer Supports	Other
Both agencies provide the same service	3		53				3		20	54A
Target clienteles overlap	28, 41	28, 41	6			28, 41	15		20, 28, 41	28, 41
Scopes of service delivery overlap	28, 41	28, 41	6, 55			28, 41			20, 28, 41	28, 41

Question 5: Are there instances where your program's service delivery might appear to overlap with another's but the programs are actually quite different? If yes, please explain any differences that make the program distinct.

Service delivery distinction by TARGET DEMOGRAPHIC:

	Children 6 - 12	General	Youth 12 - 14	15 - 17	18 - 24	General
Delivery Model	10, 15, 56		1, 30	1, 30		15, 56
Eligibility Criteria			30	30		
Financial	3		3	3		
Goals/Measures of Success	3		3	3		
Philosophy	3, 56		3, 6	3		42, 56
Range of Service	3, 10, 10	42	3, 30	3, 30		
Standards						
Targeted Clientele	10, 15, 44, 56	42	1, 6, 30	1, 30		15, 42, 56
Targeted Geographic Area						
Other			1	1		
No service delivery distinctions						

	Families w/Presch. Kids	General	Seniors 55 - 64	65 - 74	75+	General	Women	General
Delivery Model	9, 58	2, 13, 31, 37, 54A, 54B	12, 41	12, 23, 41	12, 23, 41	28, 29	59	22, 39, 55
Eligibility Criteria		47A, 47B				5		
Financial	8, 58	31, 47A, 47B	12, 41	12, 41	12, 41	29		25
Goals/Measures of Success	38	18						
Philosophy	24	7, 11, 13, 16, 18, 21, 54A, 54B	12	12, 23	12, 23	28, 29, 50A	46, 59	20, 22, 25, 39, 50B, 50C, 53
Range of Service	8, 9, 24, 26, 27, 38, 40	7, 11, 31, 37, 54A, 54B	19, 41	19, 41	19, 41	29, 50A	46	20, 25, 32, 32, 36, 39, 50B, 50C, 53, 55
Standards	26, 27, 40, 60	7, 11, 31	12	12	12			25
Targeted Clientele	8, 26, 26, 40	18, 21, 31, 37	12	12	12	29, 48, 50A	46, 59	50B, 50C, 53, 55
Targeted Geographic Area	40, 58, 60, 43	16, 18	12, 19, 41	12, 19, 41	12, 19, 41			25, 39
Other	60							
No service delivery distinctions	14	52		23, 23	23, 23	28, 49	45	33

Service delivery distinctions by NEEDS/RISK FACTORS:

	Addictions/ Sub. Abuse	Age	Behavioural	Conflict with the law	Education/ Literacy	Emotional	Family Instability	Health Probs. (chronic)	Housing Need
Delivery Model	2, 31	2, 58	10, 31, 54A	2, 10	2, 31, 56	9, 10, 31, 58, 54B	2, 10, 39, 58, 54B		39, 58
Eligibility Criteria	47B				47B	47A	47A		
Financial	3, 8, 31, 47B	58	31	3	31, 47B	3, 31, 47A, 58	3, 8, 47A, 58	25	3, 58
Goals/Measures of Success	3, 18	18		3	18	3, 18	3, 18, 38	18	3, 18
Philosophy	3, 16, 18, 21, 24, 42, 50C, 53	16, 18, 53	21, 42, 50C, 54A	3, 46, 53	11, 16, 18, 21, 24, 56	3, 16, 18, 21, 29, 42, 50B, 54B	3, 7, 16, 18, 21, 24, 39, 42, 50A, 50C, 53, 54B	18, 25, 50A	3, 7, 16, 18, 39, 42
Range of Service	3, 8, 24, 26, 31, 40, 50C, 53	53	10, 10, 26, 31, 50C, 54A	3, 10, 10, 46, 53	11, 24, 26, 31, 40	3, 9, 10, 10, 24, 26, 31, 32, 32, 50B, 54B	3, 7, 8, 10, 10, 24, 26, 27, 32, 32, 38, 39, 40, 50A, 50C, 53, 54B	25, 26, 50A	3, 7, 32, 32, 39
Standards	26, 31, 40	60	26, 31		11, 26, 31, 40	26, 31	7, 26, 27, 40, 60	23, 25, 26	7
Targeted Clientele	8, 18, 21, 26, 26, 31, 40, 42, 50C, 53	18, 53	10, 21, 26, 26, 31, 42, 50C	10, 46, 53	18, 21, 26, 26, 31, 40, 56	10, 18, 21, 26, 26, 31, 42, 50B	8, 10, 18, 21, 26, 26, 40, 42, 44, 50A, 50C, 53	18, 26, 26, 48, 50A	18, 42, 48
Targeted Geog. Area	16, 18, 40	16, 18, 38, 60			16, 18, 40, 43, 48	16, 18, 58	16, 18, 39, 40, 43, 58, 60	18, 25	16, 18, 39, 58
Other		60				49	49, 60		
No			33, 52		14, 33	33	33, 45, 52		14, 52

	Income	Isolation	Language	Mental Illness	Single Parent	Special Needs	Unemployed	Work Exp. (little/none)	Other
Delivery Model	1, 2, 9, 12, 13, 15, 22, 23, 37, 39, 41, 54A, 55, 58, 54B	1, 2, 10, 23, 29, 58		2, 37, 54A	2, 10, 15, 37, 39, 54A, 56, 58, 59	9, 29, 54A, 58	1, 39, 58	39	12, 29, 56, 56
Eligibility Criteria	47B	47B			47B	5	47B		
Financial	3, 12, 41, 47B, 58	3, 8, 29, 47B, 58			3, 8, 47B, 58	25, 29, 38	3, 47B, 58		12, 29
Goals/Measures of Success	3, 18, 38	3, 18	18	18	3, 18, 38	38	3, 18	18	
Philosophy	3, 7, 12, 13, 16, 18, 21, 22, 23, 24, 39, 42, 50B, 50C, 54A, 55, 54B	3, 7, 11, 16, 18, 23, 24, 29, 50A, 50B, 53	18, 50B	18, 21, 54A	3, 16, 18, 24, 39, 42, 50C, 54A, 56, 59	11, 21, 24, 25, 29, 42, 54A	3, 11, 16, 18, 21, 39, 50B, 50C	16, 18, 21, 24, 39	12, 21, 29, 42, 56, 56
Range of Service	3, 7, 9, 24, 26, 27, 32, 32, 37, 38, 39, 40, 41, 50B, 50C, 54A, 54B, 55	3, 7, 8, 10, 10, 11, 24, 29, 50A, 50B, 53	40, 50B	37, 54A	3, 8, 10, 10, 24, 26, 27, 37, 38, 39, 40, 50C, 54A	9, 11, 19, 24, 25, 26, 29, 32, 32, 38, 54A	3, 11, 39, 40, 50B, 50C	24, 26, 39	29, 32, 32, 32, 32
Standards	7, 12, 26, 27, 40, 60	7, 11, 60	40		26, 27, 40	11, 25, 26	11, 40	26	12, 60
Targeted Clientele	1, 12, 15, 18, 21, 26, 26, 37, 40, 42, 44, 48, 50B, 50C, 55	1, 8, 10, 18, 29, 48, 50A, 50B, 53	18, 40, 50B	18, 21, 37, 48	8, 10, 15, 18, 26, 26, 37, 40, 42, 44, 50C, 56, 59	21, 26, 26, 29, 42	1, 18, 21, 40, 44, 48, 50B, 50C	18, 21, 26, 26	12, 21, 29, 42, 56, 56
Targeted Geog. Area	12, 16, 18, 39, 40, 41, 43, 58, 60	16, 18, 43, 58, 60	18, 40, 43	18	16, 18, 39, 40, 43, 58	19, 25, 58	16, 18, 39, 40, 43, 58	16, 19, 39	12, 60
Other	1, 23, 23, 60	1, 23, 23, 49, 50A, 60		49		49	1		60
No	14, 33, 45, 52	52	52	33, 52	14, 33, 52	14, 33, 52	14, 33, 45, 52	14	14

Service delivery distinctions by INTERVENTION TYPE:

	Advocacy/ Referral	Arts/ Cultural	Community Develop.	Counseling	Crisis Intervention	Drop In	Early Ch. Care&Dev.	Life Skills	Meal Program	Outreach	Parent Education
Delivery Model	12, 12, 13, 22, 23, 28, 30, 31, 39, 41, 54B	1, 10, 15, 30, 39, 59	30	30, 39, 54B, 58	23	1, 12, 39	2, 9, 54B, 58	10, 13, 28, 29, 30, 31, 37, 56, 59		2, 12, 23, 28, 31, 39, 41	2, 13, 31, 58
Eligibility Criteria	5, 30, 47B	30	30	30, 47A, 47B				30, 47B		5	47A, 47B
Financial	8, 12, 31, 41, 47B	3		8, 47A, 47B, 58		12	8, 58	3, 8, 29, 31, 47B	25	8, 12, 31, 41	8, 31, 47A, 47B, 58
Goals/Measure s of Success	18, 38	3		18			38	3		18	18, 38
Philosophy	7, 11, 12, 13, 16, 18, 21, 22, 23, 28, 39, 46, 50A, 50B, 54B	3, 39, 42, 46, 59	7, 11, 16, 20	7, 11, 18, 39, 46, 50A, 50B, 50C, 53, 54B	28, 50A, 50C	12, 16, 39	7, 16, 24, 54B	3, 13, 16, 21, 28, 29, 42, 56, 59	25	7, 11, 12, 16, 18, 23, 24, 28, 39, 46, 50A, 50B	7, 11, 13, 16, 18, 21, 24, 50C
Range of Service	7, 8, 11, 19, 26, 30, 31, 32, 32, 38, 39, 41, 46, 50A, 50B, 54B	3, 10, 10, 30, 39, 46	7, 11, 20, 30	7, 8, 11, 30, 38, 39, 46, 50A, 50B, 50C, 53, 54B	27, 32, 32, 36, 50A, 50C	19, 39	7, 8, 9, 24, 26, 27, 38, 54B	3, 8, 10, 10, 26, 29, 30, 31, 37	25	7, 8, 11, 19, 24, 26, 31, 39, 40, 41, 46, 50A, 50B	7, 8, 11, 24, 26, 27, 31, 36, 38, 40, 50C
Standards	7, 11, 12, 26, 31, 60		7, 11	7, 11	27	12	7, 26, 27, 60	26, 31	25	7, 11, 12, 26, 31, 40	7, 11, 26, 27, 31, 40, 60
Targeted Clientele	1, 8, 12, 18, 21, 26, 26, 30, 31, 46, 48, 50A, 50B	1, 10, 15, 30, 42, 46, 59	30	8, 18, 30, 46, 50A, 50B, 50C, 53	50A, 50C	1, 12	8, 26, 26	8, 10, 21, 26, 26, 29, 30, 31, 37, 42, 48, 56, 59	44	8, 12, 18, 26, 26, 31, 40, 46, 48, 50A, 50B	8, 18, 21, 26, 26, 31, 40, 50C
Targeted Geog. Area	12, 16, 18, 19, 39, 41, 60	39	16	18, 39, 58		12, 16, 19, 39	16, 43, 58, 60	16	25	12, 16, 18, 19, 39, 40, 41, 58, 60	16, 18, 40, 58, 60
Other	1, 23, 23, 28, 49, 60	1			23, 23	1	60	28, 49		23, 23, 28, 49	60
No	14, 33, 52	33	52	14	14	33	14, 33	14		52	14, 33, 45

	Personal Develop.	Phys. Health & Wellness	Pub. Educ./ Awareness	Resource Centre	School Liaison	Social Activities	Sports/ Recreation	Support Groups	Volunteer Supports	Other
Delivery Model	9, 10, 12, 13, 28, 30, 41, 56, 59	2, 12, 23, 28, 29, 30, 41	12, 30, 55	1, 2, 23, 30, 39	10, 13	1, 12, 23, 28, 41, 58	1, 2, 9, 10, 12, 15, 30	13, 54B	12, 28, 30, 41	9, 13, 39, 41, 54A
Eligibility Criteria	30	30	30	30			30	47A, 47B	30	
Financial	3, 8, 12, 41	12, 25, 29, 41	12			3, 12, 41, 58	3, 12	47A, 47B	12, 41	3, 41
Goals/Measure s of Success	3, 38	18				3, 38	3	18, 38		3
Philosophy	3, 12, 13, 16, 21, 28, 42, 56, 59	11, 12, 18, 21, 23, 25, 28, 29, 50B, 53	6, 7, 11, 12, 21, 50A, 50B, 53	23, 39	13, 21	3, 11, 12, 16, 23, 28	3, 7, 12, 42	11, 13, 16, 18, 21, 46, 50B, 54B	12, 20, 21, 28, 42, 50A	3, 13, 39, 46, 50B, 54A
Range of Service	3, 8, 9, 10, 10, 19, 30, 38, 41	11, 19, 25, 27, 29, 30, 40, 41, 50B, 53	7, 11, 19, 30, 32, 32, 36, 50A, 50B, 53, 55	27, 30, 36, 39	10, 10, 27	3, 11, 19, 27, 38, 41	3, 7, 9, 10, 10, 27, 30	11, 26, 38, 46, 50B, 54B	19, 20, 30, 41, 50A	3, 9, 27, 39, 41, 46, 50B, 54A
Standards	12	11, 12, 25, 27, 40	7, 11, 12	27	27	11, 12, 27	7, 12, 27	11, 26	12	27
Targeted Clientele	8, 10, 12, 21, 30, 42, 56, 59	12, 18, 21, 29, 30, 40, 48, 50B, 53	6, 12, 21, 30, 50A, 50B, 53, 55	1, 30	10, 21, 44	1, 12	1, 10, 12, 15, 30, 42	18, 21, 26, 26, 46, 50B	12, 21, 30, 42, 50A	42, 46, 50B
Targeted Geog. Area	12, 16, 19, 41	12, 18, 19, 25, 40, 41	12, 19	39		12, 16, 19, 41, 58	12	16, 18	12, 19, 41	39, 41
Other	28	23, 23, 28, 29		1, 23, 23		1, 23, 23, 28, 49	1	49	28	49
No		33, 45	45			33	14	14, 33, 45		

Question 6: Does your program collaborate with other agencies or programs on service delivery? If yes, please give examples.

Service Delivery Collaboration	Agency Type				
	CHILDREN	YOUTH	FAMILIES	SENIORS	WOMEN
Case Planning	4, 40	10, 30, 56	2, 7, 15, 16, 21, 24, 26, 27, 31, 33, 34, 35, 38, 54, 59, 60	28, 29, 48, 51	9, 32, 37, 39, 50, 57, 58
Fundraising		30	18, 33		20, 22, 57
Information Sharing		10	2, 24, 26, 33, 34	17, 19, 23, 41, 49, 51	37, 50, 53, 57
Joint Problem Solving			16, 21, 26, 33, 34, 52	5, 28, 51	45, 46
Program Coordination	4, 40, 42	13, 30, 42	2, 8, 11, 15, 16, 24, 26, 27, 35, 52	5, 12, 23, 28, 29, 48, 49	20, 22, 36, 39, 44, 50, 53, 55
Program Partnership	3, 40, 42	3, 13, 42	2, 7, 11, 14, 16, 18, 21, 24, 26, 27, 33, 34, 38, 52, 59	5, 17, 28, 29, 41, 51	6, 9, 22, 25, 32, 36, 43, 44, 47, 50, 53, 55, 57, 58
Program Resources	3	3, 30, 56	7, 8, 18, 34, 38, 52	28	25, 35, 37
Program Space		1, 10, 13, 30, 56	11, 15, 26	41, 51	20, 22, 25, 39, 57
Promotion/Publicity			33, 38		20, 32
Special Events		1, 30, 56	11	17, 19, 28, 29	20, 22, 37, 57
Staff Training		1, 30	8, 26, 34	19, 49, 51	20, 36, 50, 53, 57
Student Placement		56	7, 11, 21, 24, 27, 34, 60	12, 17, 28	6

Question 7: Does your program collaborate with other agencies or programs on administration? If yes, please give examples.

Administrative Collaboration	Agency Type				
	CHILDREN	YOUTH	FAMILIES	SENIORS	WOMEN
Agency Provides	40		15, 21, 27, 38, 52		
Employee Benefits				41	
Equipment	4	10, 56	2, 7, 11, 16, 18, 33	5, 28, 29	
Funding	3, 4, 42	3, 42	7, 11, 21, 24, 26, 34	48	
Funds Management		56	26	19	
'Host' Administration		13	34	28	
Information Sharing	40	30	24	19, 29,	
Promotion/Publicity			7	48	
Space	3	3, 10, 56	7, 14, 16, 18, 26, 27, 52	5, 17, 19, 28	46
Staff	3	3	2, 14, 16	5, 28, 41	
Other		13	14, 34	28	
No Collaboration		1	8, 31, 35, 54, 59, 60	12, 23, 49, 51	45
					6, 9, 25, 36, 37, 47

Question 8: Do you see the benefits to increased collaboration, whether in service delivery or administration? If yes, what are the benefits and what are the obstacles to increased collaboration, if any?

Administrative Collaboration	Agency Type					
	CHILDREN	YOUTH	FAMILIES	SENIORS	WOMEN	GENERAL
No		1, 56	8, 15, 18, 21, 27, 31, 35, 59	23, 28, 29, 48	45	6, 9, 22, 37, 39, 44, 50, 55
Yes	3, 4, 40, 42	3, 30, 42	11, 16, 24, 26, 33, 34, 38, 52, 54, 60	5, 17, 19, 41, 49, 51	46	20, 25, 32, 36, 43, 47, 53, 57, 58
No Answer		13	2, 7			
Don't Know		10	14			
Possibly				12		
BENEFITS						
Reduced costs	4, 40, 42	30, 42	11, 16, 24, 26, 34, 38, 52, 54, 60	12, 17, 19, 41, 49, 51	46	20, 25, 32, 43, 47, 53, 57
Improved service	40		33, 34	12, 49		32, 36, 43
Benefit from others' expertise		30	11, 33, 38, 54	12, 41	46	20, 36
Small agencies can get started	3	3	33			20
Stronger voice				41		
Inc. possibility of serv. del. collab.	42	42	54			
Other	42	42				25, 58

Administrative Collaboration	Agency Type					
	CHILDREN	YOUTH	FAMILIES	SENIORS	WOMEN	GENERAL
OBSTACLES						
Compatibility of admin. structure		30	14, 16, 33, 35, 38, 52, 54	41	46	20, 36, 47, 50, 53, 58
Time	40, 42	30, 42	24, 27, 33	29, 48		37, 39, 43, 47, 53, 58
Collab. opportunities maxed		56	18, 52	28		55
No opp. Due to admin. size		1	18, 21, 52, 59	19, 29, 48		39, 43, 44
Lines of authority			33, 54	51	45, 46	53, 57
Accountability			16		46	22, 39, 50
Territoriality	3, 42	3, 42	26, 34, 60	12, 19, 41		20, 36
Geography/location/ transportation		1	54			32
History			16	41		44
Cost			16, 38	17, 41	45, 46	20, 22, 47, 53, 58
Not convinced of benefits			16	29, 49		53
Est. a relationship before collab.	3	3	16	51		
Risk of becoming bureaucratic			60			32, 39
Competition for the same funding	40		33	29, 41		
Organizational			14, 26	23		25, 32
Culture						
Other			14, 18, 26, 34, 34, 38, 38, 54, 54		46, 46, 46	25, 58

Question 8: Do you see the benefits to increased collaboration, whether in service delivery or administration? If yes, what are the benefits and what are the obstacles to increased collaboration, if any?

Service Delivery Collaboration	Agency Type				
	CHILDREN	YOUTH	FAMILIES	SENIORS	WOMEN
No			21, 31	17, 19, 23, 28, 29	37, 44
Yes	4, 40, 42	1, 10, 13, 30, 42, 56	2, 7, 8, 11, 14, 15, 16, 18, 24, 26, 27, 33, 34, 35, 38, 52, 54, 59, 60	5, 12, 41, 48, 49, 51	45, 46
No Answer	3	3			
BENEFITS					
Reduced costs	42	13, 30, 42	7, 8, 11, 14, 15, 18, 24, 26, 52, 54, 60	12, 41, 48, 49, 51	46
Improved service	40, 42	1, 10, 13, 30, 42, 56	2, 7, 8, 11, 15, 16, 18, 24, 26, 27, 33, 34, 35, 38, 52, 54, 59, 60	41, 48, 49, 51	45, 46
Benefit from others' expertise	4, 42	30, 42	8, 11, 16, 33, 59, 60	48, 51	45
Better exposure	42	13, 42	15, 34, 54, 59		46
Reduced duplication			16, 18, 33, 52, 54	48	25, 57
Stronger voice			54	51	45
Other	40				46

Question 8: Do you see the benefits to increased collaboration, whether in service delivery or administration? If yes, what are the benefits and what are the obstacles to increased collaboration, if any?

Service Delivery Collaboration	CHILDREN	YOUTH	FAMILIES	Agency Type	SENIORS	WOMEN	GENERAL
OBSTACLES							
Organizational culture			14		17, 23		6, 9
Philosophy	3	3, 13, 56	16, 31, 35, 52, 54		19		36, 39, 50
Compatibility of org. structure		30, 56	8, 16, 31, 35, 52, 54		23, 28		
Compatibility of service types	4		31		5		
Compatibility of target clientele			15, 38, 59		5, 17, 19, 29	46	9, 53
Collab. compromise against clients' inter		30	54		23, 51		9, 22, 36, 44, 55
Territoriality	42	13, 42	2, 18, 34, 54, 60		12, 51	46	6, 25, 32, 39, 50, 57
Geography		1, 30	14, 15		19, 28, 29		37
Cost	42	42	11, 16, 18		19, 51	45	20, 32, 39, 47, 50, 58
Not convinced of benefits		13	7		49, 51	46	25
Est. a relationship before collab.	42	42	34, 52				53
Time	40		2, 7, 11, 16, 24, 26, 27, 31, 60		19, 48	46	20, 32, 39, 43

Question 8: Do you see the benefits to increased collaboration, whether in service delivery or administration? If yes, what are the benefits and what are the obstacles to increased collaboration, if any?

Service Delivery Collaboration	Agency Type				
	CHILDREN	YOUTH	FAMILIES	SENIORS	WOMEN
OBSTACLES					
Collab. Opp. Maxed		21	28		37, 43, 47
Lines of authority		11, 33			6, 36, 39
Accountability	40	10	33, 34	41, 51	25, 39
History bet. Orgs.		16			6, 53
Free will/choice of the client		15	19, 28		32
Competition for same clients/funding	4, 40, 42	42	21, 34	12	46
Other		13, 13	15, 26, 35		45
					39

Service Mapping - NEEDS/RISK FACTORS

	Children 6 - 12	General	Youth 12 - 14	15 - 17	18 - 24	General
Additions/Sub.	3	42	3	3		42
Abuse						
Age						
Behavioural	10	42				42
Conflict with the law	3, 10		3	3		
Education/Literacy	56					56
Emotional	3, 10	42	3	3		42
Family Instability	3, 10, 44	42	3	3		42
Health Problems (chronic)						
Housing Need	3	42	3	3		42
Income	3, 15, 44	42	1, 3	1, 3		15, 42
Isolation	3, 10		1, 3	1, 3		
Language						
Mental Illness						
Single Parent	3, 10, 15, 44, 56	42	3	3		15, 42, 56
Special Needs		42				42
Unemployed	3, 44		1, 3, 33	1, 3, 33		
Work Experience (little/none)						
Other	56, 56	42				42, 56, 56

Service Mapping - NEEDS/RISK FACTORS

	Families w/Presch. Kids	General	Seniors 55 - 64	65 - 74	75+	General	Women	General
Addictions/Sub. Abuse	8, 24, 26, 40	2, 16, 18, 21, 31, 47B						50C, 53
Age	58, 60	2, 16, 18						53
Behavioural	26	21, 31, 52, 54A						33, 50C
Conflict with the law		2					46	53
Education/Literacy	14, 24, 26, 40, 43	2, 11, 16, 18, 21, 31, 47B				48		33
Emotional	9, 24, 26, 58	16, 18, 21, 31, 47A, 54B				49		32, 33, 50B
Family Instability	8, 24, 26, 27, 38, 40, 43, 58, 60	2, 7, 16, 18, 21, 47A, 52, 54B				49, 50A	45	32, 33, 39, 50C, 53
Health Problems (chronic)	26	18				48, 50A		25
Housing Need	14, 58	7, 16, 18, 52				48		32, 39
Income	9, 14, 24, 26, 27, 38, 40, 43, 58, 60	2, 7, 13, 16, 18, 21, 37, 47B, 52, 54A, 54B	12, 41	12, 23, 41	12, 23, 41	48	45	22, 32, 33, 39, 50B, 50C, 55
Isolation	8, 24, 43, 58, 60	2, 7, 11, 16, 18, 47B, 52		23	23	29, 48, 49, 50A		50B, 53
Language	40	18, 52						50B
Mental Illness		2, 18, 21, 37, 52, 54A				48, 49		33
Single Parent	8, 14, 24, 26, 27, 38, 40, 43, 58	2, 16, 18, 37, 47B, 52, 54A					59	33, 39, 50C
Special Needs	9, 14, 24, 26, 38, 58	11, 21, 52, 54A	19	19	19	5, 29, 49		25, 32, 33
Unemployed	14, 40, 43, 58	11, 16, 18, 21, 47B, 52				48	45	33, 39, 50B, 50C
Work Experience (little/none)	24, 26	16, 18						39
Other	14, 43, 60	21	12	12	12	29, 50A		32, 32

Service Mapping - INTERVENTION TYPES

	Children 6 - 12	General	Youth 12 - 14	15 - 17	18 - 24	General
Advocacy/Referral			1, 30	1, 30		
Arts/Cultural	3, 10, 15	42	1, 3, 30	1, 3, 30		15, 42
Comm. Dev.			30	30		
Counselling			30	30		
Crisis Intervention						
Drop In			1	1		
Early Ch. Care & Dev.						
Life Skills	3, 10, 56	42	3, 30	3, 30		42, 56
Meal Program	44					
Outreach						
Parent Education						
Personal	3, 10, 56	42	3, 30	3, 30		42, 56
Development						
Physical Health/Wellness			30	30		
Public Education/Awareness			6, 30	30		
Resource Centre						
School Liaison	10, 44		1, 30	1, 30		
Social Activities	3		1, 3	1, 3		
Sports/Recreation	3, 10, 15	42	1, 3, 30	1, 3, 30		15, 42
Support Groups						
Volunteer Supports		42	30	30		42
Other	3		3	3		

Service Mapping - INTERVENTION TYPES

	Families	General	Seniors	65 - 74	75+	General	Women	General
	w/Presch. Kids 8, 14, 26, 38, 60	General 2, 7, 11, 13, 16, 18, 21, 31, 47B, 52, 54B	55 - 64 12, 19, 41	65 - 74 12, 19, 23, 41	75+ 12, 19, 23, 41	General 5, 28, 48, 49, 50A	46	22, 32, 33, 39, 50B
Advocacy/Referral							46, 59	33, 39
Arts/Cultural		7, 11, 16, 52						20
Comm. Dev.								
Counselling	8, 14, 58	7, 11, 18, 47A, 47B, 54B				50A	46	39, 50B, 50C, 53
Crisis Intervention	14, 27			23	23	50A		32, 36, 50C
Drop In		16	12, 19	12, 19	12, 19			33, 39
Early Ch. Care & Dev.	8, 9, 14, 24, 26, 27, 38, 40, 43, 58, 60	2, 7, 16, 54B						33
Life Skills	8, 14, 26	13, 16, 21, 31, 37, 47B				28, 29, 48, 49	59	
Meal Program								25
Outreach	8, 24, 26, 40	2, 7, 11, 16, 18, 31, 52	12, 19, 41	12, 19, 23, 41	12, 19, 23, 41	5, 28, 48, 49, 50A	46	39, 50B
Parent Education	8, 14, 24, 26, 27, 38, 40, 58, 60	2, 7, 11, 13, 16, 18, 21, 31, 47A, 47B					45	33, 36, 50C
Personal	8, 9, 38	13, 16, 21	12, 19, 41	12, 19, 41	12, 19, 41	28	59	
Development								
Physical Health/ Wellness	27, 40	2, 11, 18, 21	12, 19, 41	12, 19, 23, 41	12, 19, 23, 41	28, 29, 48, 49	45	25, 33, 50B, 53
Public Education/ Awareness		7, 11, 21	12, 19	12, 19	12, 19	50A	45	32, 36, 50B, 53, 55
Resource Centre	27	2		23	23			36, 39
School Liaison	27	13, 21						
Social Activities	27, 38, 58	11, 16	12, 19, 41	12, 19, 23, 41	12, 19, 23, 41	28, 29, 49		33
Sports/Recreation	9, 14, 27	7	12	12	12			
Support Groups	14, 26, 38	2, 11, 13, 16, 18, 21, 47A, 47B, 54B				49	45, 46	33, 50B
Volunteer Supports		21	12, 19, 41	12, 19, 41	12, 19, 41	28, 50A		20
Other	9, 27	13, 54A	41	41	41	29, 49	46	39, 50B, 50C