

# **A CALL TO MUNICIPAL SERVICE MANAGERS & DISTRICT SOCIAL SERVICES ADMINISTRATIVE BOARDS**

## **ESTABLISHING COLLECTIVE SUPPORT FOR ONTARIO 211**



**When you don't know  
where to turn.™**





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# EXECUTIVE SUMMARY

## Introduction

In Fall 2010, the Urban Commissioner's Group established a Commissioners Advisory Committee to provide strategic advice to the Ontario 211 Services Corporation (O211SC) on how Service Managers and DSSABs can best support 211's delivery of information and referral services.

Human Services Commissioners Janet Menard of Peel, Michael Schuster of Waterloo and Chris Brillinger of Toronto were joined by David Landers, CAO of the Cochrane DSSAB and Vice Chair of OMSSA, as well as four 211 call centre providers from Peel, Halton, Niagara and Windsor.

## Benefits of 211

The Report affirms that we all benefit from 211, whether as a client, taxpayer, community agency or municipality. 211 is a public good that strengthens our families, our communities and our services.

These benefits include:

- **System Navigation:** Helping people access the services they need - 211 acts as a stitch-in-time to prevent small problems from spiralling into a crisis, reducing the need for costlier forms of intervention.
- **Strengthening the Human Services Delivery System:** 211's unique information on the supply and demand for human services will increase the efficiency and effectiveness of human services

- **Emergency & Disaster Support:** 211 protects the integrity of 911, reducing non-emergency calls and allowing first-responders to focus on true emergencies; 211 relieves public authorities by handling inquiries during public health emergencies and disasters such as floods, fires and tornadoes.
- **Call Tracking and Analysis:** analysis of service usage can allow municipalities and community agencies to track trends in demand for human services, resulting in changes to service planning and delivery.

## The Funding Model

The Advisory Committee confirmed the Deloitte funding model, which envisioned financial contributions from all three levels of government and Ontario's United Ways. The Advisory Committee developed five principles to guide the funding model:

1. **Simple:** easy to understand, straightforward with no hidden surprises
2. **Stable:** sustainable and predictable over the long-term
3. **Efficient:** maintained with minimal energy and resources
4. **Transparent:** clear, transparent with details open to all
5. **Equitable:** fairly distribute the costs among Service Managers and DSSABs.

Key features of the proposed funding model include:

- The 47 municipalities and DSSABs, which act as Service Managers for

## A Simpler Mechanism

the delivery of social services, would contribute 20% of total 211 costs, estimated to be \$3 million per year by 2016.

- The distribution of funding contributions by each municipality should be proportional to the population served by each Service Manager and DSSAB.
- The funding agreement would be in effect for five years. In 2017, Service Managers and DSSABs would reassess the methodology and impacts.
- Over this five-year period, Service Managers and DSSABs would transition from current contributions to target levels using a straight-line approach.

## Accountability

In exchange for this funding support, Ontario 211 would be expected to be accountable and transparent to the municipal sector. This would include:

- Regular progress reports on 211 usage patterns and system performance
- Localized reports on call tracking and data analysis
- Provincial and regional reports on service gaps, needs and demand for human services
- O211SC strategic plans, operating budgets and audited financial statements
- Municipal representation in the governance structure of O211SC
- Recognition of municipal support and leadership by 211

The Advisory Committee also concluded that the mechanism for collecting the municipal contribution should meet the same five principles guiding the cost-share model itself: simplicity, stability, efficiency, transparency, and equity. A billing process where O211SC billed the 47 Service Managers who, in turn, billed their constituent municipalities and unorganized areas, would be neither efficient nor simple:

- The 47 DSSABs and Service Managers would need to levy a large number of municipalities for their share of costs, requiring budget approval from a large number of municipal councils – a huge workload for small money.
- At maturity, in 2016, the 20 per cent municipal share of Ontario 211 is only \$3.0 million
- Billing for residents of unincorporated areas and aboriginal populations creates further complexity, for even less money.
- Instead, the Advisory Committee recommended that the province increase its share of Ontario 211 funding through a notional allocation on behalf of municipalities, as part of the uploading of the cost of key human services programs.
- The Provincial share should grow from 60 per cent to 80 per cent of total Ontario 211 costs. This streamlines and simplifies administrative costs for the municipal sector and Ontario 211 Services Corporation.
- The benefits of a 211 system greatly outweigh its costs.

**Ontario 211 Services Corporation is reaching out to the Ontario Municipal Service Managers and District Social Services Boards to assist in establishing consistent, sustainable funding for the province-wide delivery of 211 in Ontario.**

## THE CALL

Ontario 211 Services Corporation is reaching out to the Ontario Municipal Service Managers and District Social Services Boards (DSSABs) to assist in establishing consistent, sustainable funding for the province-wide delivery of 211 in Ontario.

There is significant municipal support for 211 as its value as a complementary service to municipal programs is recognized. As usage of the service increases, it will become necessary for Service Managers & DSSABs to work together to collectively, and in collaboration with other partners, provide a sustainable source of funding for the provincial 211 service.

The purpose of this document is to offer background information to Municipal Service Managers & DSSABs so that they can better understand the value and progress of 211 in Ontario, give thought to possible funding model options, and provide important considerations for the development of a collective funding framework for 211.

## THE CONSULTATION PROCESS

Following a presentation by the Ontario 211 Services Corporation (O211SC) to the Urban Commissioner's Group in the Fall of 2010, a group of Human Services Commissioners, namely Janet Menard

of Peel, Michael Schuster of Waterloo and Chris Brillinger of Toronto agreed to participate on a committee with the Ontario 211 Services Corporation. To ensure effective input from Northern Ontario, David Landers, CAO of the Cochrane DSSAB and Vice Chair of OMSSA, was approached and agreed to participate on the committee. Four 211 call centre providers, namely Carroll Francis of Peel, Kate Johnston of Halton, Rosanna Thoms of Niagara and Valerie Critchley of Windsor, rounded out the Commissioners Advisory Committee.

The purpose of this committee was to provide strategic advice and expertise to O211SC in terms of building the case for Service Managers & DSSABs to embrace 211 as a positive contribution to the Human Services sector, to promote the successes of 211 in the municipal milieu and to consider funding models to ensure a sustainable funding base for 211 over the long term.

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**"Although only recently implemented in Waterloo Region, community agencies are already actively using 211 to refer their clients needing help and also calling for information themselves."**

*Michael Schuster, Commissioner of Social Services, Region of Waterloo*

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## **211 IN THE UNITED STATES**

211 was first launched in Atlanta, Georgia in 1997. Since its inception, it has grown to the point that 82% of Americans or 246 million citizens have access to 211. The service is viewed as a point of first contact for individuals in a community who are in need of help as well as an access point that can help people navigate the maze of human services that exist within a community.

211 has become a vital component of US emergency/disaster response teams in recent years. Hurricane Katrina and the California wildfires are just two recent examples of situations where 211 played a prominent role in navigating the complex issues during and following a significant disaster.

## **211 IN CANADA**

August 9, 2011 marked the 10th anniversary of the Canadian Radio-Television and Telecommunications Commissions' (CRTC) decision to assign the three-digit dialing code 211 for public access to community information and referral services. United Way Canada has taken the lead in promoting 211 in Canada. The country's first 211 telephone helpline was launched in June 2002 in Toronto.

In only 10 short years, 211 has developed in an almost exponential fashion across Canada, with service available or in the planning stages in British Columbia, Alberta, Ontario, Quebec and Nova Scotia. Nearly 20 million Canadians have access to 211 phone service in their communities, a remarkable achievement within a short period of time.

211 helps people find the right community and social services for their situation. 211 is a free public information service, accessible anytime via an easy to remember three-digit phone number (2-1-1) or via the internet at 211Ontario.ca.

By dialling 2-1-1, callers are directly connected to certified Information and Referral Specialists, trained to assess each caller's needs, provide accurate information, and advise people about the most appropriate service or program available.

Currently, all Ontarians have access to 211 service through eight delivery hubs positioned across the province. Official launches of 211 service have been held in municipalities representing 91% of the province, while launches are planned for the remaining 9% by year end. At that point, the vision of the Ontario 211 Services Corporation to become **the** source for community information and resources in Ontario will be well on its way to being achieved.

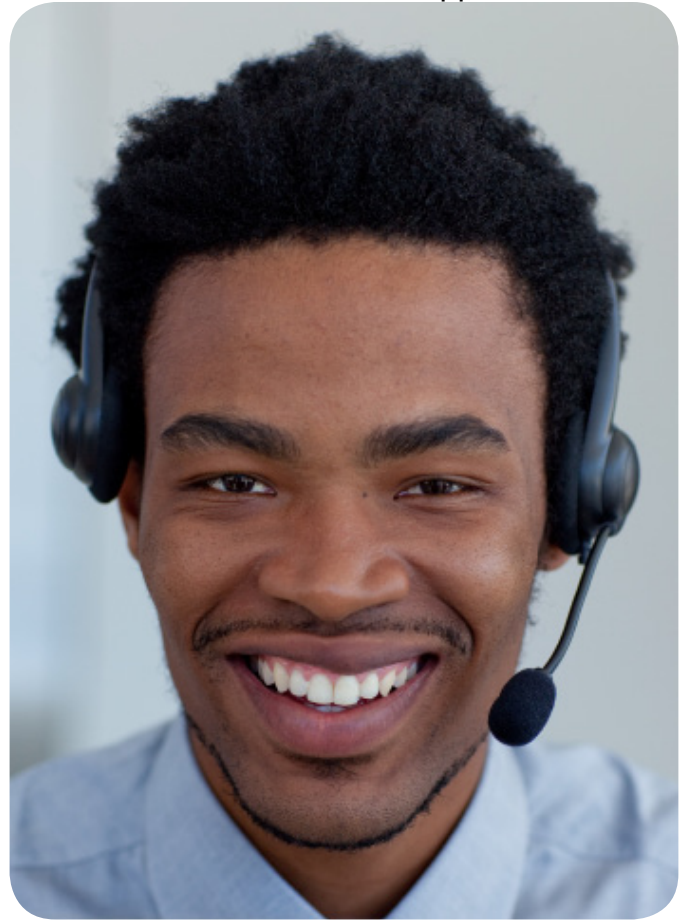
The success of 211 in Ontario has required significant collaboration among United Ways, the information and referral sector, governments and other community partners. The Province of Ontario committed to 211's expansion in the 2008-2009 budget and more recently a further commitment of annualized funding will provide resources post 2012. This funding from the Provincial Government and the consistent support of local municipalities and United Ways has enabled the continued expansion of 211 service across the province. We need a firm and lasting commitment

from both levels of government to ensure this valuable service can be maintained over the long-term.

**“All calls are answered by trained specialists who provide information on those programs or services that best meet callers’ needs.”**

## **ABOUT ONTARIO 211 SERVICES CORPORATION**

Ontario 211 Services Corporation (O211SC), a non-profit organization, was incorporated in 2007 with a mission to develop, sustain and improve an integrated Ontario 211 system. Governed by a volunteer board drawn from across the province, O211SC is the provincial agency responsible for administering on-going provincial funding contributions, licensing sites to deliver 211 service, approvals for switching and branding, and the administration of the 211 service providers.




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**“By connecting people with the service they need, we reduce delays created ‘when you don’t know where to turn.’ 211 acts as a-stitch-in-time to prevent small problems from spiralling into a crisis.”**

*Kent Gillespie, Board President Ontario 211 Services Corporation.*

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## BENEFITS OF 211

We all benefit from 211, whether as a client, taxpayer, community agency, or municipality. 211 is a public good that strengthens our families, our communities and our services.

### System Navigation

A long-standing problem in the community, health and social services sectors is the immense difficulty faced by people in finding out what resources are available to them. 211 improves access to community services such as social housing and child care. It results in an improvement in cost-effectiveness of municipal services and creates an information database that can be used to improve community services.

### Emergency and Disaster Support

Another significant benefit is the ability to partner with the very successful 911 service for the mutual benefit of both entities. A successful 211 service will protect the integrity of 911, while reducing non-emergency calls so that 911 resources can focus on true emergencies. In emergency health situations such as SARS and H1N1, 211

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During the H1N1 outbreak in 2009, Windsor-Essex 211 answered calls for the County Health Unit. Dr. Heimann, MOH said, "211 has been of great assistance to the Health Unit in getting information to the public in a prompt and efficient manner. We couldn't have done it without them."

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can take huge pressure off public health officials by handling public inquiries. Similarly, 211 can be a positive and significant resource to municipalities and 911 call takers in dealing with natural disasters such as floods, fires, and tornadoes.

Recent Ontario emergencies like the Goderich tornado and the Woodstock fire clearly illustrate the value of 211 and the importance of having real people answering the phones to provide advice, support and information to those who are facing significant stress. 211 may also act as a mobilizer of volunteer resources in such situations.

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**"In Toronto, we have used 211 data to map the usage of services against where agencies are located and have been able to use this information to fill gaps in service."**

*Chris Brillinger, Director of Social Policy, Analysis & Research, City of Toronto*

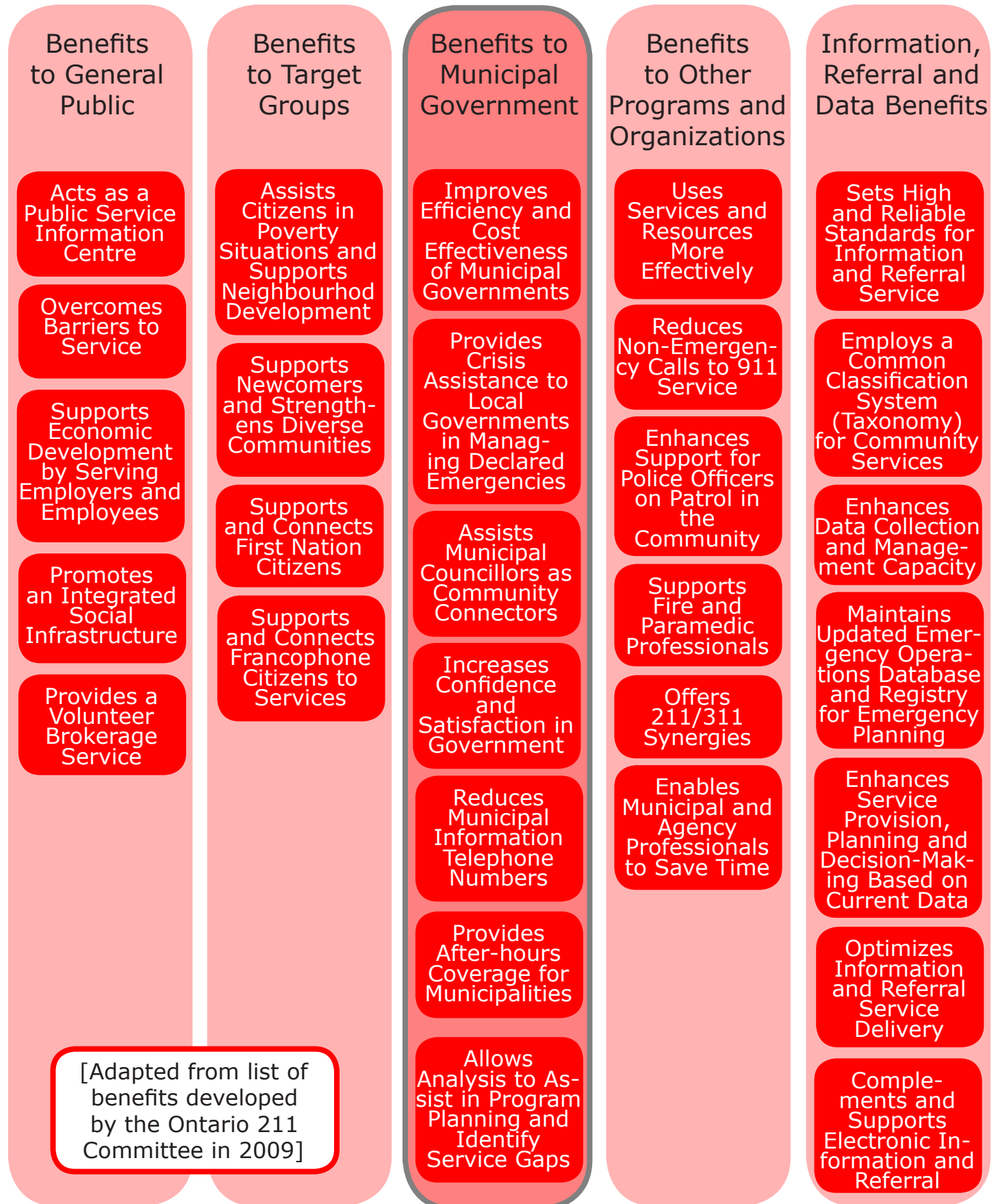
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### Call Tracking and Analysis

Call tracking and analysis of service usage can allow municipalities and community agencies to determine trends and demand for human services, which can result in appropriate changes in local service planning and place-based service delivery.

On the following page is a figure displaying a range of benefits of 211, including benefits to the general public, target groups, government, other programs and organizations as well as benefits created through information, referral and data services.

# IDENTIFIED BENEFITS OF ONTARIO 211



# STATUS OF 211 THROUGHOUT ONTARIO

## Service Delivery Hubs

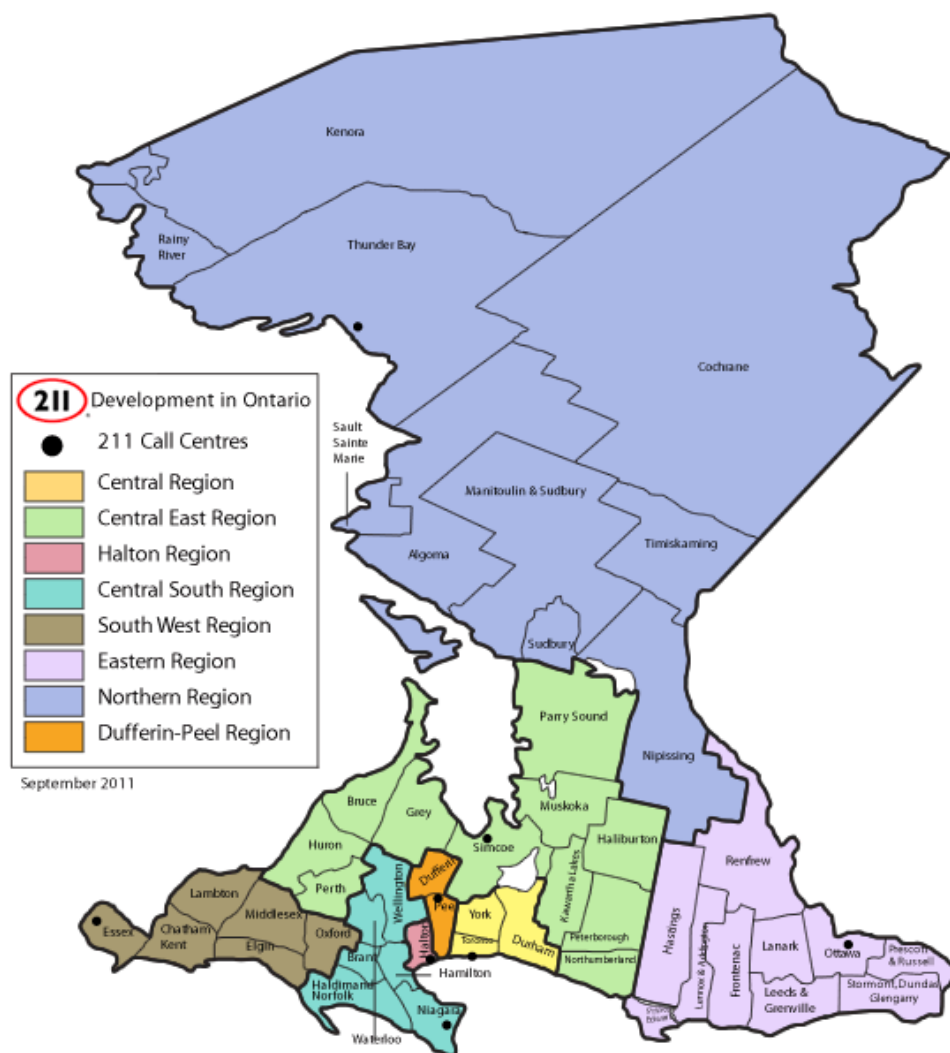
The following map shows the eight call centres or service delivery hubs in Ontario, as well as the 211 Regions that each service delivery hub serves as 211 is expanded. Three of the centres are operated by municipalities (Halton, Peel & Windsor), while the other five are hosted by non-profit agencies.

The eight local sites will be transformed into a seamless, province-wide system in two phases. First, the local sites will reach out to their surrounding regions. Once the regional operations meet the

CSSSJSSC16-004 - Appendix C standards required to deliver a consistent customer experience, the second phase will integrate the regional operations into one virtual call centre.

Virtualization means that if the regional 211 site is unable to handle the local call within a specified time, the call is routed to the next available 211 site. The experience of call centres in the private and public sectors demonstrate that linking together stand alone sites into one seamless system will drive down costs while improving service metrics.

Virtualization brings about service improvements – calls are answered quicker, system operations become more efficient, and the cost per call drops.




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**"A major concern of the Board is to meet funder expectations of 100% coverage of 211 telephone service by 2011/12."**

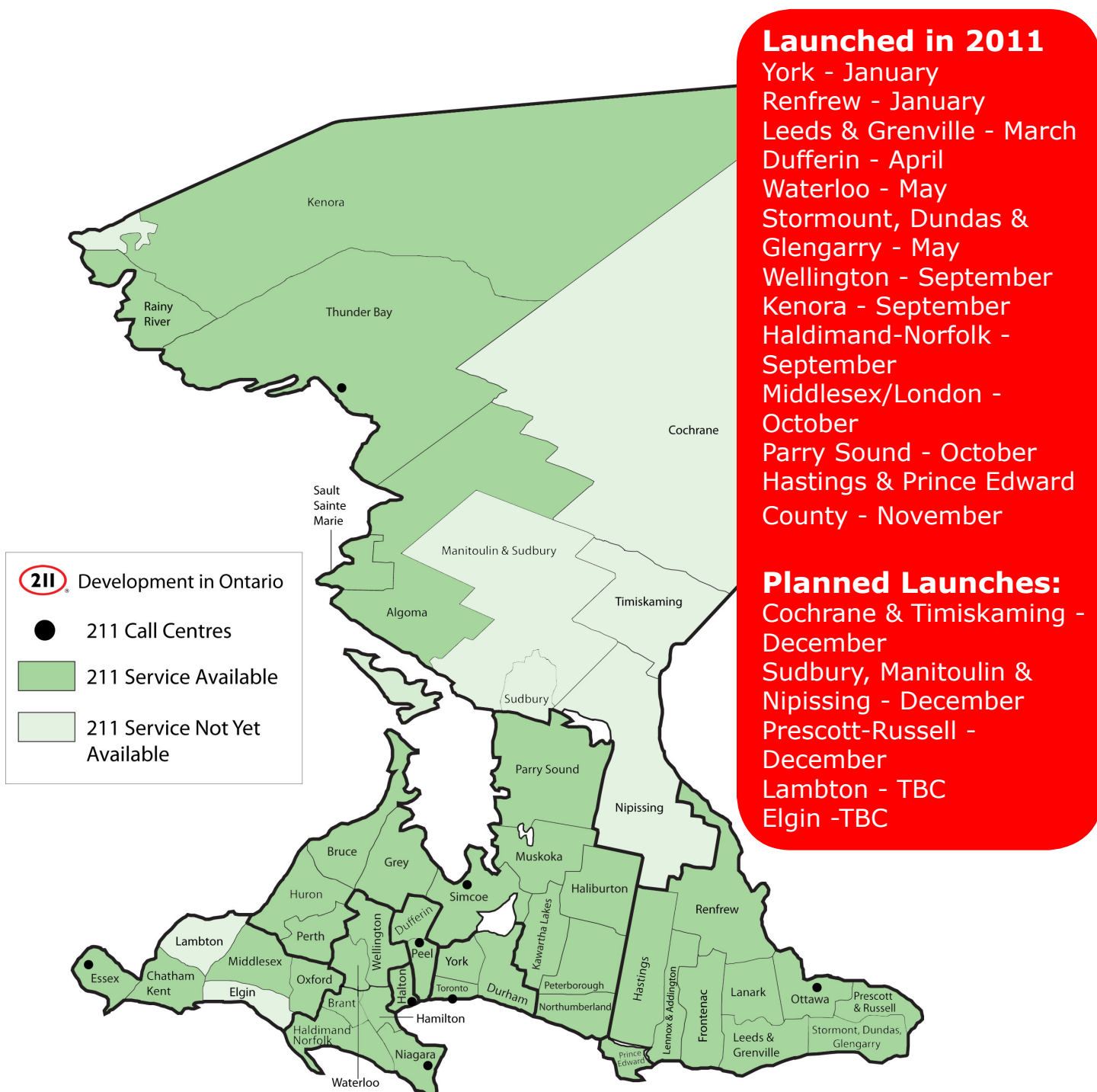
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## Current Service

As previously mentioned, over 91% of Ontarians currently have access to 211's multi-lingual telephone service while all Ontarians will be reached by 2011. In addition, 211Ontario.ca is a reliable,

CSSSJSSC16-004 - Appendix C  
user-friendly resource for anyone who is looking for human services in Ontario, offering a fully searchable, bilingual point of access on-line to over 56,000 community, social, health and related government programs and services in Ontario.

## SERVICE COVERAGE OF 211 IN ONTARIO



# WHY ONTARIANS CALL 211

Each year, Ontario 211's eight call centres report on the reasons callers have turned to 211. By looking at the top five reported reasons for calls, we can clearly see which concerns require the most help.

## The Top Five Kinds of Help Ontario's Residents Needed Most

1. Health
2. Income and Financial Assistance
3. Housing
4. Community Services
5. Legal and Public Safety

In 2010, people called most frequently about health services – they needed information on doctor's offices and clinics, community health centres, assistive devices and support for chronic conditions.

The second most common reason for calls to 211 was for information on income and financial assistance. People had many questions about Employment

CSSSJSSC16-004 - Appendix C  
Insurance, Canada Pension Plan, Old Age Security, Ontario Works, tax clinics, rent and utility assistance, and childcare subsidies.

Housing questions, which represented the third-highest number of referrals, were from people who needed to understand their housing options. 211 referred callers to services for emergency, temporary and permanent housing and for supportive housing and nursing home options.

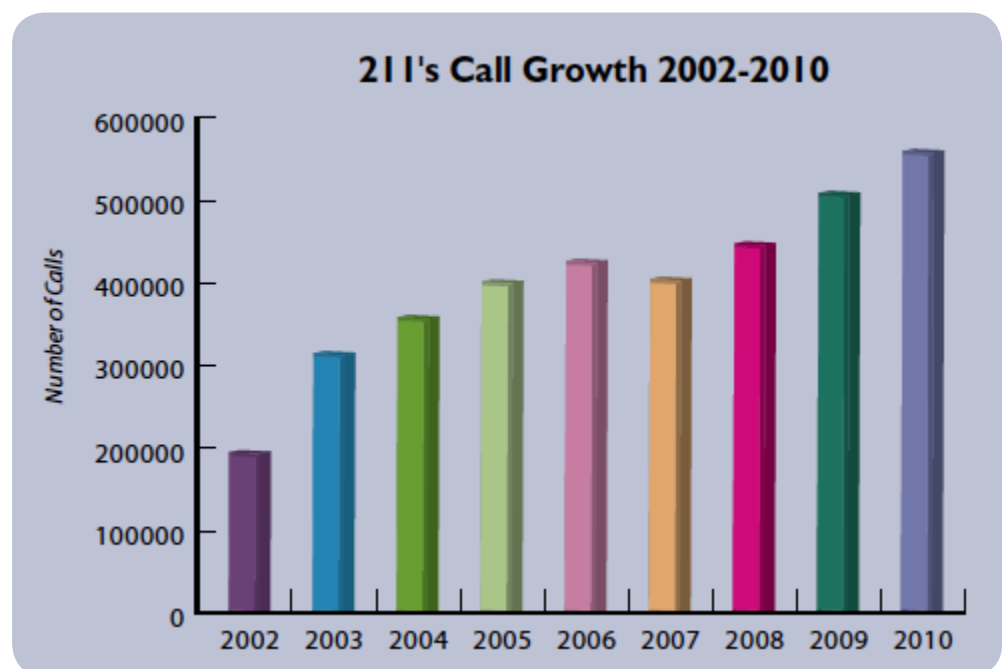
Community services, the fourth reason people called, addressed questions about community groups, agencies and services that were not related to the needs of the individual. Most often people had questions about service clubs such as Kiwanis and Rotary, public officials and places of worship.

The fifth most common reason for calling 211 was about legal and public safety issues. This category covers information related to law enforcement, landlord-tenant issues, fire and police services, legal advice and also includes issues concerning violence and abuse.

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211 calls increased by 10% in 2010 to 560,000 based mainly on strong word-of-mouth referrals – almost half of the callers heard about the service from someone else, while 17% said they would tell 10 or more people about 211.

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The survey results were extremely encouraging with more than 93 percent of respondents reporting they were very satisfied with the 211 call centre, an outcome that SQM terms “world class”. By way of comparison, the average result for a call centre is 70 percent.

Significantly, 17 percent of callers have or would tell 10 or more people about 211, one of the highest word of mouth ratings SQM has ever seen.

Beginning in 2011, a monthly survey process was implemented so that O211SC can measure performance more effectively and continuously monitor the quality of service delivered.

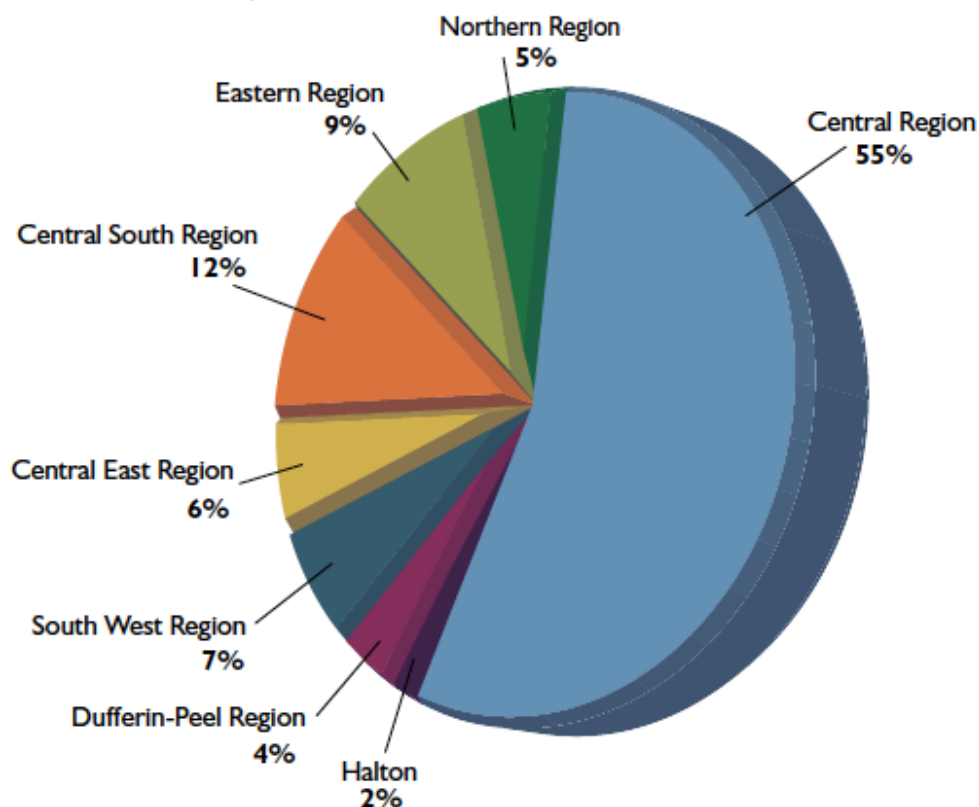
## ACHIEVING WORLD CLASS QUALITY OF CUSTOMER SATISFACTION

The Service Quality Management (SQM) Group, a respected consulting firm that specializes in performance assessments for call centres, conducts a survey every year of actual 211 callers to benchmark 211’s performance against more than 400 leading call centres in the U.S. and Canada.

The 2010 survey, which took place between March and August 2010, involved 625 households in Ontario.

### Total Number of Calls to 211 Across Ontario

Total calls = 559,641



Ontario 211 is being awarded SQM’s most prestigious North American Call Centre Industry Award for 2011 Service Quality Excellence for the Government Industry having achieved a 92% rating.

“I was really pleased to talk to a live person answering the phone who sensitively answered my questions and directed me to agencies that could help me.”

*Ontario 211 Caller*

## **COST-BENEFIT OF 211 IN ONTARIO**

In the business case prepared for the national 211 system, Deloitte estimated a ratio of costs to benefits of 1 to 2.4 for the 211 system. In its first ten years, a national 211 system would generate \$202 million in value for Canadians after inflation. It was determined that benefits of a national 211 system surpass the initial investments required within 2.53 years.

Deloitte's updated estimate is that it will cost about \$15 million to reach the almost 14 million Ontario residents. That is about \$1 per year per resident, or less than 3 cents per day. Each call costs approximately \$6 with some differences depending on the location. Costs will be brought down by integrating the eight sites into one system, and of course as call volumes go up the cost per call will go down.

For every dollar spent  
on 211, \$2.40 worth  
of benefits are  
created in  
communities.

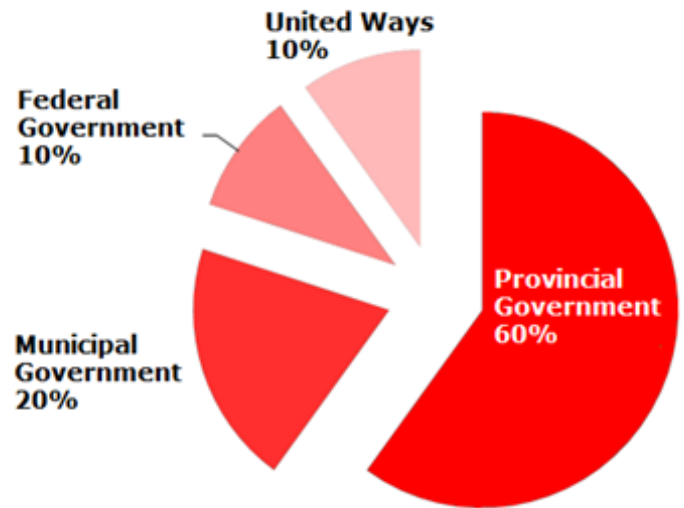
**Cost-Benefit Ratio 1:2.4**

**Cost**

**Benefit**

Deloitte was asked to analyze jurisdictional responsibility for human services and existing funding patterns for information and referral services, and recommend a sustainable funding formula.

In 2007 Deloitte recommended the following funding mix for Ontario 211:



Estimated cost of  
operating Ontario 211:  
**\$15 million annually**

## THE ONTARIO MILIEU

The proposed Deloitte funding model for Ontario envisioned financial contributions from all three levels of government and Ontario's United Ways which was a sound strategy in 2007.

It must be recognized that the municipal landscape in Ontario is quite different than that in other provinces. In 1998, the government of the day in Ontario undertook a Local Service Realignment process through the Service Improvement Act. This resulted in the downloading of the responsibility and cost for many human services programs to the municipal sector. Ontario designated 47 of about the 440 municipalities and DSSAB's as Consolidated Municipal Service Managers. These entities are responsible for the funding and delivery of programs such as social housing, child care and Ontario Works.

The municipal sector through its advocacy association, the Association of Municipalities of Ontario (AMO), has put forward a strong and convincing case that the cost for social programs should be allocated to the income tax based system of senior governments rather than the limited municipal tax system.

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**"Peel has been providing 211 service since 2009 with great success. There remains much untapped potential that we are anxious to access in partnership with other 211 providers."**

*Janet Menard, Commissioner, Human Services, Region of Peel*

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As a result, in the last couple of years, the current Ontario government has committed to the uploading of certain human services costs, such as Ontario Works and the Ontario Disabilities Support Program (ODSP) on a phased approach in an effort to provide financial relief to the stressed municipal tax base. However, not all municipalities will benefit from this specifically the DSSAB's who receive funding from the Ontario Municipal Partnership Fund (OMPF).



## CURRENT FUNDING FLOW

Currently, 211 sites are supported through piece-meal funding arrangements with some service delivery hubs relying exclusively on municipal funding, others on funding from municipalities, United Ways and the Provincial Government and still others relying purely on money allocated from Provincial Government funding.

Deloitte's review of the eight 211 sites revealed that there are no consistent funding arrangements. Simcoe and Niagara, for example, are dependent on United Way funding, internal revenue generation and private donations – there is no sustained municipal funding. In contrast, Peel and Halton are 100% funded by the Regional Government.

Given the current economic climate, transforming the current state of funding into a sustainable provincial funding framework is a significant but critical task to realize province-wide delivery and ensure appropriate accountability for 211.

The diagram on the following page depicts the transition from the current flow of funding to the desired flow of funding where the Ontario 211 Services Corporation acts as central administrator for all services across the province. The 'as-is' funding flow shows funds being distributed to multiple parties in the 211 system by a variety of parties. The 'to-be' funding shows the Ontario 211 Services Corporation consolidating funding arrangements whereby it receives the funds and then redistributes them. This target funding flow places Ontario 211 Services Corporation in the best position to determine how

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best to allocate and distribute funds to optimize the overall system and ensure accountability to funders.

## ROLE OF LOCAL UNITED WAYS IN FUNDING 211



Currently, the level of financial contributions for 211 from Local United Ways varies dramatically between communities. Some local United Ways have been active funding partners since 211's inception, while others do not currently fund the service. Presently, the funding burden is disproportionately spread among United Ways. A collective funding model for the contribution of its 10% was recently agreed to in principle by the United Way community at its recent 2011 National Conference.

Over the past decade the United Way movement has been the primary proponent for the implementation of 211. This leadership has positioned Ontario to become the first province to achieve province-wide service coverage by the end of 2011.

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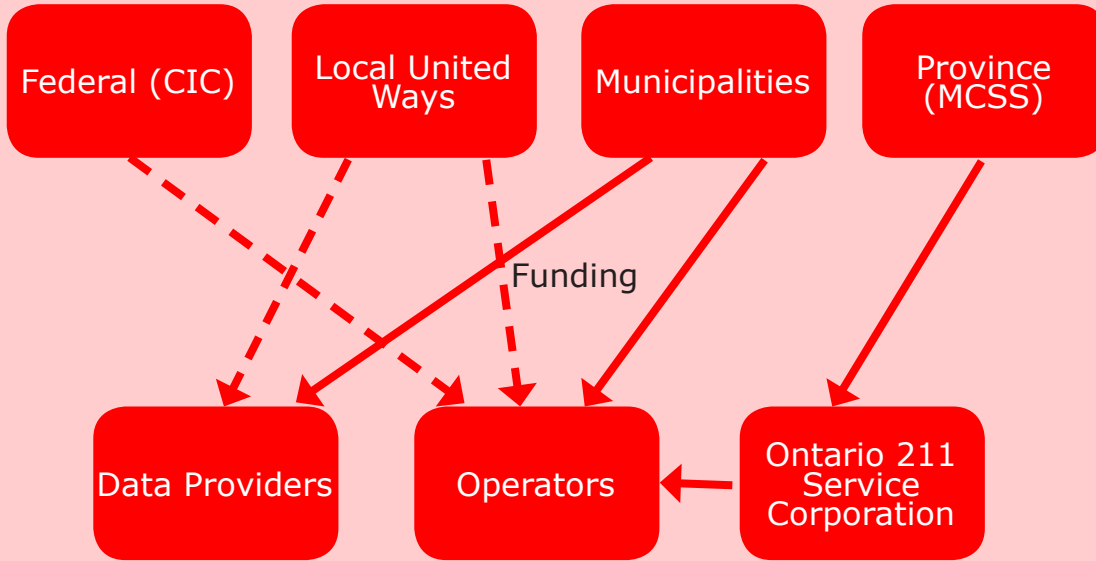
**"Not only have the United Ways provided funding to the 211 service across Ontario and Canada, but they have been our greatest champions. Without their involvement, there would be no 211."**

*Bill Morris, Executive Director, O211SC*

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# FUNDING FLOW TRANSITION

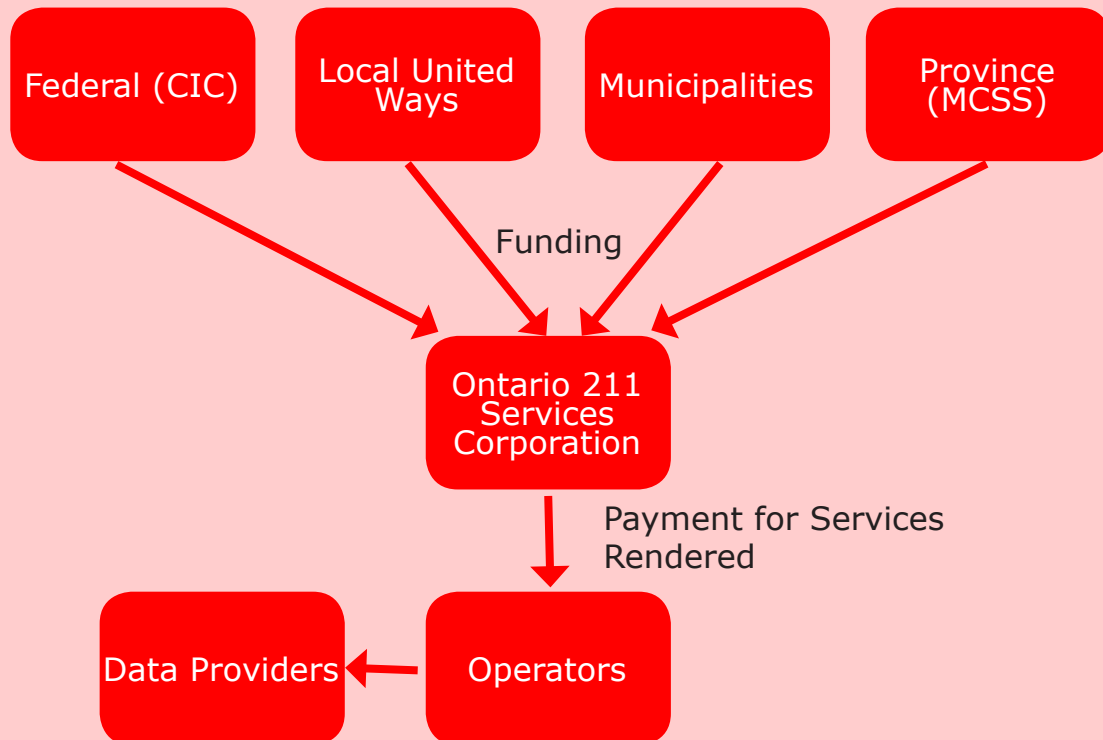
## "As-Is" Funding



→  
Existing  
Funding

- - - →  
Some of the  
Organizations  
are Funded

## "To-Be" Funding



Note: "As-Is" Funding represents the current state of funding. "To-Be" Funding represents the planned state at maturity in 2015.

## EXPLORATION OF FUNDING OPTIONS

Working from the assumptions of the Deloitte model and given that the Province delegated responsibility for the delivery of human services programs to 47 Municipal Service Managers & DSSAB's, the Commissioner's Advisory Committee concluded that it was logical from a Provincial perspective for 211 costs to be allocated to these 47 entities.

Numerous iterations as to how this allocation process could be implemented were reviewed by the Committee. Several key questions were also explored, such as:

- Should on-reserve populations be included or excluded given the limitations in obtaining accurate data?
- What is the financial impact on smaller municipalities?
- Is there a simple way to deal with DSSAB's and those Service Managers who have to levy local municipalities for their revenue and programs?  
The funding of DSSAB's and whether they qualify for OMPF funding further complicates this issue.

In the end, the Committee concluded that the model that best met the principles (see next page) was to attribute the cost of 211 to the 47 Service Managers and DSSAB's based on population.

## CONSIDERATION OF POTENTIAL FUNDING MODELS

To explore potential options for Service Managers and DSSAB's funding models for 211 in Ontario, the following three options were investigated:



**PROPORTIONAL TO POPULATION**



**PROPORTIONAL TO NUMBER OF CALLS**



**PROPORTIONAL TO COST OF SERVICE DELIVERY**

After analysis of the benefits and limitations of each model, the Commissioner Advisory Committee decided to focus further attention on the exploration of the proportional to population funding model as it was most in line with the decision-making principles that follow.

# DECISION-MAKING PRINCIPLES

In evaluating potential funding models, the Commissioners Advisory Committee identified the following decision-making principles:

## 1) SIMPLE

The funding model should be easy to understand and straight-forward, with no hidden surprises.

## 2) STABLE

The funding model should be sustainable and predictable over the long-term.

## 3) EFFICIENT

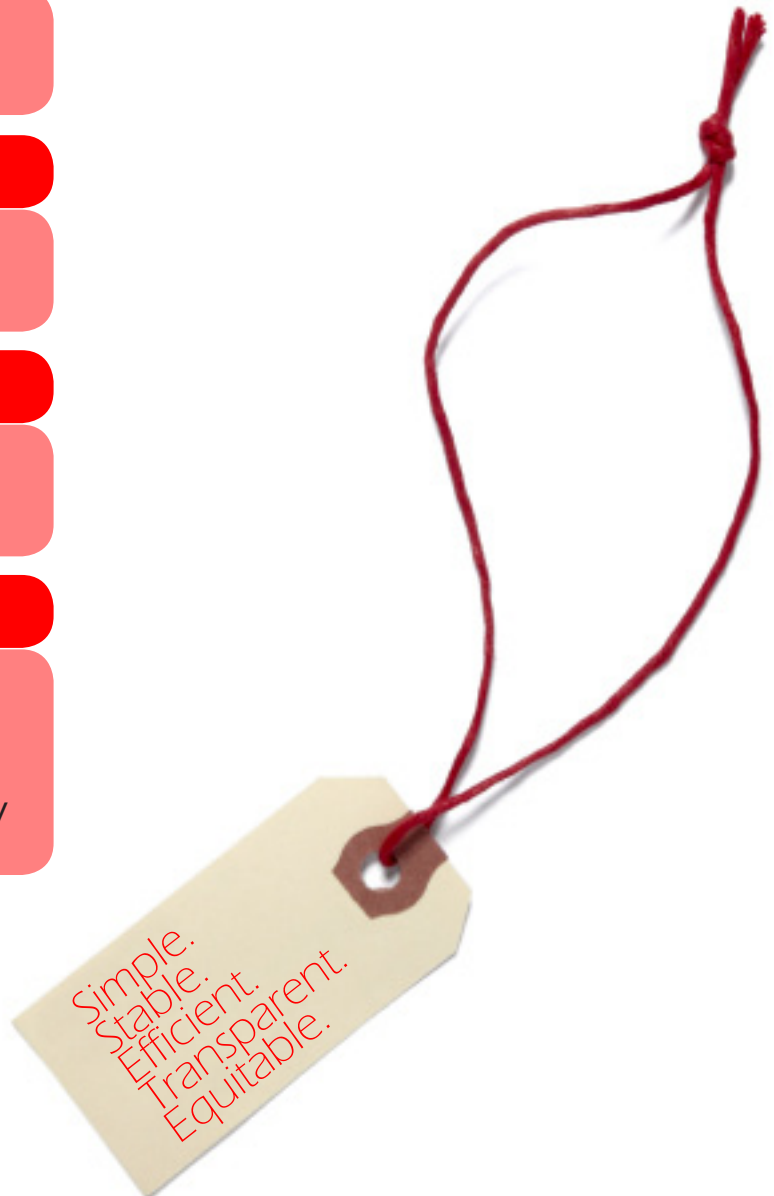
The funding model should be able to be maintained with minimal energy and resources.

## 4) TRANSPARENT

The funding model should be clear, transparent with details open to all Service Managers & DSSAB's.

## 5) EQUITABLE

The funding model should ensure funding distribution between Service Managers and DSSAB's is as fair as possible. It should also promote full use and participation and remove any disincentives for its use.



## SNAPSHOT OF ONTARIO SERVICE MANAGER & DSSAB ESTIMATES

Although the Commissioner's Advisory Committee feels that the Province should cover the municipal share of 211 costs, the Committee believed it needed to be diligent in considering the options as to how the municipal share could best be allocated to the municipal sector if need be.

This chart lists the 47 Municipal Service Managers & DSSAB's designated as Consolidated Municipal Service Managers by the Province of Ontario. These entities are responsible for the delivery of human services programs across Ontario.

The chart also shows the projected population in 2016 (based on Ministry of Finance Population Projections) and the estimated contribution for each in 2016, the mature state of Ontario 211.

Service Managers	Projected 2016 Population	Contribution in 2016
City of Toronto	2,854,600	\$605,147
Regional Municipality of Peel	1,532,800	\$324,939
Regional Municipality of York	1,176,100	\$249,322
City of Ottawa	971,100	\$205,864
Regional Municipality of Durham	691,100	\$146,506
Regional Municipality of Halton	589,100	\$124,883
Regional Municipality of Waterloo	583,300	\$123,654
City of Hamilton	548,900	\$116,361
County of Simcoe	508,200	\$107,733
City of London	487,300	\$103,303
Regional Municipality of Niagara	463,200	\$98,194
City of Windsor	411,400	\$87,213
County of Wellington	231,200	\$49,012
City of Greater Sudbury	170,700	\$36,187
City of Kingston	160,900	\$34,109
City of Brantford	148,900	\$31,572
Thunder Bay DSSAB	148,500	\$31,481
City of Peterborough	147,900	\$31,353
County of Hastings	141,200	\$29,933
County of Lambton	134,100	\$28,428
City of Cornwall	113,200	\$23,997
County of Norfolk	113,100	\$23,976
Municipality of Chatham-Kent	111,600	\$23,658
County of Oxford	109,700	\$23,255
County of Renfrew	105,800	\$22,429
UC of Leeds & Grenville	105,700	\$22,407
County of Grey	100,100	\$21,220
City of St. Thomas	96,700	\$20,499
UC of Prescott & Russell	90,500	\$19,185
Nippissing DSSAB	88,200	\$18,698
County of Northumberland	87,200	\$18,486
Cochrane DSSAB	83,300	\$17,659
Sault Ste. Marie	81,352	\$17,246
City of Kawartha Lakes	80,500	\$17,065
City of Stratford	76,700	\$16,260
Kenora DSSAB	69,100	\$14,649
County of Bruce	68,300	\$14,479
County of Lanark	66,500	\$14,097
District Municipality of Muskoka	64,900	\$13,758
County of Dufferin	63,400	\$13,440
County of Huron	60,400	\$12,804
Parry Sound DSSAB	43,900	\$9,306
County of Lennox & Addington	43,300	\$9,179
Algoma DSSAB	37,948	\$8,045
Manitoulin-Sudbury DSSAB	34,800	\$7,377
Timiskaming DSSAB	33,600	\$7,123
Rainy River DSSAB	21,300	\$4,515
Total	14,151,600	\$3,000,000

## KEY FEATURES

Based on the work of the Commissioners Advisory Committee, key features of the proposed funding model are as follows:

### 20% of Total Cost



Based on the work of Deloitte, municipalities contribute 20% of the total cost of Ontario 211 with the remaining cost covered by Federal, Provincial and United Way contributions. The total cost of Ontario 211 is estimated to be \$15 million annually by 2016.

### Proportional to Population



The distribution of funding contributions for municipalities is proportional to the population served by each of the 47 Service Managers and DSSAB's based on the percentage of the total Ontario population each jurisdiction serves.

### Five Year Duration



The funding agreement would start in 2012 and be in effect for a term of 5 years. At the end of this term the methodology and impacts could be reassessed by Service Managers and DSSAB's.

### Straight-line Transition



There is a five year transition where Service Managers and DSSAB's phase out of their current contributions to their target contributions under the model using a straight-line approach (i.e. contributions would change by the same amount each year over 5 years).

## ACCOUNTABILITY

There will be an increased need for transparency and accountability as Service Managers & DSSAB's move toward a funding agreement to support 211. An agreement will include provisions to:

- Provide regular progress on measurable outcomes like 211 usage patterns and system performance
- Provide ad hoc reports for Service Managers & DSSAB's based on call tracking and data analysis
- Deliver provincial and regional reports regarding service gaps and needs and the demand for human services
- Make available strategic plans, operating budgets and audited

financial statements for the Ontario 211 Services Corporation

- Ensure municipal representation in the governance structure of Ontario 211

## RECOGNITION, MARKETING & CO-BRANDING

The Ontario 211 Services Corporation will ensure appropriate recognition for Service Managers & DSSAB's leadership and funding supports on its website, print and other promotional materials. Service Managers & DSSAB's will actively promote 211 in their regular activities and through their websites, community outreach, and via other means. Service

### 3. Aboriginal Areas

A further complication would surface if it became necessary to allocate 211 costs that are attributable to aboriginal populations which are found only in specific areas within the province.

### 4. Memorandum of Understanding (MOU) Tables

The Commissioners Advisory Committee recognizes and respects the fact that MOU processes are in place between the Province and AMO and the Province and the City of Toronto whereby changes to programs and funding agreements are discussed in advance of implementation. Again, this presents a challenge to an equitable funding solution unless the three partners enter into a joint discussion regarding a 211 funding model.

The foregoing issues with this funding model option highlight the onerous and complex challenges required to collect a relatively small amount of funding (\$3M) from the municipal sector. The Commissioners Advisory Committee deemed this approach to be fraught with overly cumbersome and complex bureaucratic processes that would not only be difficult to implement but also difficult to explain.

## THE MUNICIPAL PROPOSAL – PREFERRED APPROACH TO FUNDING 211

211 is viewed as a broad program that will be accessible by all Ontarians shortly and all Canadians in time.

Given the provincial decision to upload the cost of key human services programs, the strong consensus of the Commissioner

Managers and DSSAB's will explore ways for funding agencies and other community partners to leverage co-branding and marketing strategies.

## CHALLENGES WITH THE FUNDING MODEL OPTION

In keeping with the Deloitte funding model, the Commissioners Advisory Committee wrestled with the idea of how to allocate the municipal 20% share across the municipal sector. Even though the Committee came to the conclusion that the costs would most appropriately be levied against the 47 Service Managers and DSSAB's, who are responsible for the delivery of the human services programs, it was recognized that this would present a number of significant challenges that are outlined below:

### 1. DSSAB's Levying Member Municipalities

The DSSAB's and smaller Service Managers would in turn have to levy their share of 211 costs to member municipalities who share the cost of human services programs in their jurisdictions. This would necessitate seeking budget approval on a non mandatory program from a significant number of municipal councils. This would create a huge workload on its own for a relatively small amount of money.

### 2. Unincorporated Areas and Territories without Municipal Organization (TWOMO)

Given that DSSAB's must bill the Province for its levy share for Unincorporated Areas and TWOMO, this creates a further complex challenge to the allocation of 211 costs.

Advisory Committee is that the province should pick up the municipal share (20%/\$3 million) of the cost to operate the 211 system. The Committee believes it has done diligent work in considering options as to how the municipal share could best be allocated to the municipal sector if need be and the chart on page 18 reflects this.

The thinking is that if the Province agrees to the Municipal Funding Proposal, it will want to have a notional allocation to the municipal sector. This would allow for a determination of the cost value of the service from an uploading perspective so that it can receive the credit due for such a decision.

In light of the United Ways lead role as the sponsoring agency, its 10% contribution is deemed reasonable and was agreed to in principle at their most recent annual national conference. As well, given Federal responsibility for aboriginals and newcomers to Canada the federal share of the 10% funding seems reasonable and work is being done at the national level to secure this contribution.

**Thus, the Commissioners Advisory Committee proposes the funding formula for 211 in Ontario should be 80% Provincial, 10% Federal and 10% United Ways, while the municipal sector will be key partners in marketing and promoting 211 in cities, towns and rural communities throughout Ontario.**

### Deloitte's Proposed Funding Model

Deloitte estimated the annual cost of operating a mature 211 system to be \$15 million in 2015/2016. The initial funding model called for contributions from the funding partners in 2015/2016 as follows:

<b>Province</b>	<b>60%</b>	<b>\$9.0 M</b>
<b>Federal</b>	<b>10%</b>	<b>\$1.5 M</b>
<b>Municipal</b>	<b>20%</b>	<b>\$3.0 M</b>
<b>United Ways</b>	<b>10%</b>	<b>\$1.5 M</b>
<b>Total</b>	<b>100%</b>	<b>\$15.0 M</b>

### The Preferred Approach

The Municipal Proposal calls for a revised contribution model as outlined below:

<b>Province</b>	<b>80%</b>	<b>\$12.0 M</b>
<b>Federal</b>	<b>10%</b>	<b>\$1.5 M</b>
<b>United Ways</b>	<b>10%</b>	<b>\$1.5 M</b>
<b>Total</b>	<b>100%</b>	<b>\$15.0 M</b>

Given the current economic climate, it is proposed that the Province use a phase-in approach to incrementally increase its contribution to the 211 funding base as follows:

- Current base funding - \$4.0 million per year (Poverty Reduction Strategy)
- 2011/2012 - \$5.5 million
- 2012/2013 - \$7.0 million
- 2013/2014 - \$8.5 million
- 2014/2015 - \$10.0 million
- 2015/2016 - \$12.0 million

In conclusion, the Province is seen as the prime funder of 211 as it has been to date with the Federal government and United Ways as funding partners.

**211/311 Integration****NEXT STEPS**

It is recommended that this paper be tabled with the Urban Commissioner's Group and the Ontario Municipal Social Services Association (OMSSA) for endorsement. Assuming approval of both bodies, the CAC then proposes that the paper be tabled with the Association of Municipalities of Ontario (AMO), the City of Toronto and the Province with the request that it be discussed at the Memorandum of Understanding (MOU) Tables.

The Commissioner's Advisory Committee respects the fact that the Province, AMO and the City of Toronto follow an MOU process whereby changes to programs and funding agreements are discussed in advance of implementation at the two MOU tables.

The CAC also recognizes that the 211 Ontario Services Corporation has a direct relationship with its prime funder and home Ministry, Community & Social Services, and will table this report with the Minister.

**211 FUTURE OPPORTUNITIES**

Once the 211 service reaches a mature state in 2015/2016, all eight regional 211 centres will be linked into one virtual call centre. This will provide a powerful broad based system that can be utilized for other like initiatives. The following are some initial suggested activities which can be pursued and might bring additional revenue to 211 operations and offset some of the operational costs of the system.

Many small municipalities are interested in offering a 311 service to their citizens. Only a handful of municipalities (Windsor, Ottawa, Toronto, Halton, Greater Sudbury, and Peel) have launched this service due to the high upfront costs entailed in setting up a consolidated local call centre. O211SC will have the technology and operating platform to be able to offer to partner with interested municipalities on a fee for service basis. The existing models in place in Windsor, Halton and Peel can provide instructive advice for moving such an initiative forward.

**Partnerships with Provincial Ministries**

The provincial government is undergoing an intensive review of its programs with a view to finding new streamlined and efficient ways to deliver its services to Ontario citizens. Many Ministries have small in-house call centres and/or 1-800 phone numbers that could readily be rolled into the 211 service. The O211SC has the capability of becoming a key data partner of the Province and could provide the required reporting to the Province. Examples already exist where 211 Central Region provides this type of service to several Ministry units on a fee for service basis. We believe that this relationship could be expanded significantly and would lead to efficiencies and cost savings for the Province.

**After-Hours Service**

O211SC, through its 211 service providers, currently provides a 24/7/365 service throughout Ontario. Many agencies, municipalities and service providers such as housing entities must provide after-

hours service for their client/customers. 211 in Ontario is well positioned to offer such services on a fee for service basis. Any revenues raised through such for profit ventures can help to fund the core 211 service.

### Integrated Service Offerings

O211SC is open to exploring partnerships with other bodies such as Service Ontario, Service Canada and municipalities to offer integrated service to the public through common kiosks, linked websites and connected call centre options.

The foregoing ideas are initial examples of how a mature 211 system could be expanded to take advantage of the sophisticated technological operational platform and the excellent accredited call centre work force.

## CONTACT INFORMATION

If you need any further information please contact:

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**When you don't know  
where to turn.™**