



Integrated Human Service System Management

Connecting Need and Resources at the Local Level

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**Ontario Municipal Social Services Association
1 Dundas Street West, Suite 2500
Toronto, Ontario M5G 1Z3
www.omssa.com**

Introduction

Since the signing of the Provincial Municipal Fiscal and Service Delivery Agreement in 2008, the provincial government has provided municipal governments and District Social Services Administration Boards (DSSABs) increased local flexibility and responsibility in a number of areas. This has given the 47 Consolidated Municipal Service System Managers (CMSMs) and DSSABs greater ability to develop local approaches to address local needs.

Changes have included the implementation of the *Housing Services Act (HSA)*, the new child care funding formula, the Community Homelessness Prevention Initiative (CHPI) and the requirement under the HSA to develop and implement 10 year housing and homelessness plans.

The 47 CMSMs and DSSABs, through their councils and Boards, are the service system managers in the areas of affordable housing and homelessness prevention and early learning and child care. CMSMs and DSSABs are also responsible for funding, managing and delivering social assistance and employment programs.

Ontario's municipalities face challenging economic conditions and varying demographic pressures all of which put strain on local resources. The argument for local service system management is to have the flexibility to develop local solutions that address local realities. This includes, integrated long term planning, growing and developing community partnerships, and developing new and innovative approaches to business and service delivery.

Service system management is about organizing the human services and other infrastructure to provide individuals and families with the easiest way to access the levels of support they need to keep themselves or their families at a minimum stable, and at the optimum, thriving. For example, if a family is at risk of homelessness, they know where to go to keep a roof over their head, find and keep work, and support their children to develop and thrive.

CMSMs and DSSABs understand their communities and their local programs and resources, and are best positioned to link and organize these supports in an efficient and effective way. By leveraging relationships and aligning supports within local communities, CMSMs and DSSABs make the best use of available resources, minimize duplication within the service system and optimize outcomes for people in need. As local priorities change, CMSMs and DSSABs are able to act in a timely way to maximize resources where they are needed most. In the end, the goal is to provide the right services, to the right people, at the right time.

People are better served by a service system that is streamlined, coordinated, integrated and locally tailored in this way. In a siloed and fragmented system, those seeking services have difficulty navigating through an uncoordinated array of programs and supports. People are using what little

energy they might have knocking on multiple doors, repeating their story, while getting further removed from solutions to their problems.

Service system management is not simply about being reactive to individual circumstances. It is primarily concerned with creating sustainable and responsive community networks and services, integrating economic development, planning, health care and human services. A goal, for example, is that no family would ever be at risk of losing their home.

This paper describes the service system manager roles and responsibilities from a municipal and DSSAB perspective, and illustrates service system management in action at the local level. The paper is meant to be a resource to use with your council, boards, funders, other orders of government, or community stakeholders in order to explain the role of the service system manager.

The Interconnection of Human Services

Sustainable, cost effective and efficient human services are fundamental to Ontario's prosperity. High quality, affordable childcare, affordable and stable housing, and income and employment supports are integral to healthy local economies and communities.

For example, child care is integral to economic development. High quality, affordable child care attracts talented professionals, and the companies that employ them, to local communities. It is an important employment support for all families. Quality child care contributes to good educational outcomes and lifelong learning, which has a direct impact on employment and earnings, as well as a strong labour force and economy.

Similarly, stable and affordable housing plays an important role in Ontario's economic growth by supporting labour market participation and creating jobs.

The roots of health disparities lie in social and economic inequality and exclusion (see Appendix A). Inadequate childcare, poverty, precarious employment, unequal income distribution, social exclusion, and the lack of affordable housing, play a significant role in population health. This in turn is costly for all orders of government. In 2011-2012, for example, health spending accounted for 41% of all program expenditures by the Government of Ontario (see Appendix B).

We know that the longer people remain in crisis, the longer it takes to connect them with services such as housing, employment supports and affordable child care, and the worse things get.

The cost of sheltering a family far exceeds the costs of providing stable, safe housing. Distance from the labour market increases the chance of long term unemployment, which in turn impacts mental and physical health. Family stress, addictions, mental health challenges, poor nutrition and housing

instability create generational poverty and disenfranchisement through poor school achievement, impacting long term employment and health outcomes.

The cost implications of homelessness are staggering. Supportive or social housing costs \$25-\$31 a day versus a shelter bed at \$69, jail at \$143 and hospitalization in a psychiatric facility at \$665 a day (Canadian Housing and Renewal Association, n.d.). A conservative estimate of the annual cost of homelessness in Canada in 2013 was \$7 billion, for community organizations, governments and non-profits to provide emergency services (Gaetz, Donaldson, Richter & Gulliver, 2013).

When interventions are not available or timely, more services over a longer period may be needed to repair the human damages. A coordinated, integrated human service system makes economic sense. Through service system management, escalating costs and more importantly social and economic breakdown for families and individuals can be avoided.

CMSMs and DSSABs-Ontario's Service System Managers

CMSMs and DSSABs were established fifteen years ago when the then provincial government decided that a number of programs were best funded and delivered at the local level. These included social housing, child care, social assistance, public health, land ambulance, long term care, and homelessness prevention. It was believed the bodies best positioned to manage these programs in an organized and coordinated manner would be CMSMs and DSSABs.

Service system management has since evolved from its government reorganization roots in Local Services Realignment to a core function in determining, leading and organizing services and resources in local communities. Today, CMSMs and DSSABs plan, manage, fund, and deliver human services including early learning and child care, employment and income supports, affordable housing and homelessness prevention programs.

The understanding that Ontario's diverse communities require local flexibility in how programs are funded and delivered has also evolved since that time. This understanding underscores the importance of service system managers and the lead role they play in developing solutions to local circumstances.

As local governments, CMSMs and DSSABs are accountable to their communities, subject to oversight of locally elected officials, and local taxpayers and residents (see Appendix C). This obligation has a number of implications:

- Accountability goes beyond that established with the province, and CMSMs and DSSABs, in their role as service system managers, are also responsible for meeting local governance

requirements. What this means is making the best decisions on the allocation of finite resources; and,

- CMSMs and DSSABs bring to the decision making and planning tables a sophisticated level of information in terms of data, research, mapping, local economic development, and labour market trends and issues.

The authority of local government is a critical factor in leveraging local interest, partnership, commitments and funding, and for building confidence and buy-in for local projects and activities to address public needs. Local authority also ensures accountability, transparency and a commitment to public value.

The Key Functions of Service System Management

Service system management encompasses a number of key functions:

1. Implementing requirements:

- CMSMs and DSSABs, in collaboration with community stakeholders, establish local policies and approaches as indicated in legislation, regulation and guidelines.
- Based on obligations, CMSMs and DSSABs can determine local approaches to governance, administration, and service delivery.

2. Funding

- System funding is made of contributions from the province, municipalities and DSSABs, and other funders. Funding is also leveraged at the local level by CMSMs and DSSABs.
- Often, provincial legislation or regulations will deem the level and duration of program funding, including cost-sharing and revenue generation. CMSMs and DSSABs determine funding within and beyond established provincial-municipal agreements and funding arrangements. This is done with an understanding of organizational priorities, capacities and an eye towards sustainability and accountability.

3. Local Service System Planning

- CMSMs and DSSABs establish and manage relationships with funders, community agencies, local planning bodies, other orders of government, and stakeholders to establish local priorities and outcomes on what matters to both residents and locally elected officials.
- A collaborative planning process that includes stakeholders, partners and relevant municipal and DSSAB departments takes into consideration unique community circumstances such as need, capacity, assets and resources.

- Through planning, CMSMs and DSSABs identify gaps, and look for ways to fill those gaps, as well as any opportunities for better integration, streamlining and coordination between service providers, agencies and resources.
- This may be implemented through strategic and operational plans approved by locally elected officials and provincial ministries.

4. Resource Allocation & Management

- CMSMs and DSSABs allocate resources across the service system in a transparent, accountable, and responsive way that achieves the established outcomes.
- This includes assessing the financial viability of service providers and their ability to carry out obligations absent of risk and liability to CMSMs, DSSABs and local tax payers.

5. Delivery

- Direct client service can be delivered by the municipality or DSSAB or by entering into purchase of service agreements with outside agencies, whichever best enables the provision of needed services across local communities.
- Who does what in terms of service delivery is determined through the local planning process and a plan that works best for individual communities¹. To address resource and capacity pressures, CMSMs and DSSABs draw on integration and better coordination to effectively improve services, access to resources and outcomes of service users.
- Being a provider allows CMSMs and DSSABs to understand how the system functions from the provider perspective, which helps to inform the development of quality programs and fair and balanced local policies.
- However being both a provider and service system manager can be a potential conflict of interest. This tension must be recognized and addressed through transparent accountability structures in the development of local policies.

6. Capacity Building

- CMSMs and DSSABs are in a position to bring together leaders from government and the community to enhance community engagement, organize and integrate services, leverage resources, improve outcomes and align policies and programs and as indicated promote buy in.
- CMSMs and DSSABs through the provision of education and training, including to front-line staff and community service providers, can build the capacity for service provision in the community.

¹ With the exception of financial assistance through Ontario Works which CMSMs and DSSABs are mandated to provide.

- Ontario’s municipalities and DSSABs face challenging economic conditions, for example demographic and population changes all of which place demands on resources. CMSMs and DSSABs are positioned to develop sustainable local solutions to address local realities.

7. Quality Assurance

- CMSMs and DSSABs can ensure all parts of the service system comply with provincial and municipal expectations, including legislation, policies and directives, etc. and ensure that programs are operating within resources.
- CMSMs and DSSABs govern the service delivery organization by setting and implementing accountability structures to manage the service system. This includes local data collection, management and analysis that informs resource allocation, ensures accountability and advances quality.
- CMSMs and DSSABs take the lead in implementing quality assurance programs and shared measurement.

8. Accountability:

- CMSMs and DSSABs govern and manage the local service system to inform resource allocation, ensure accountability and advance quality as well as implementing and reporting on performance measures.

The Benefits of Local Service System Management:

No matter the size and location of a community the basic functions of service system management remain the same. These include:

- Establishing local priorities and outcomes: through building partnerships and managing relationships with other funders, community agencies, employers, local planning bodies, other orders of government.
- Streamlining service provision: identifying gaps in services and resources and determining ways to fill those gaps including aligning, integrating and coordinating resources and service provision.
- Allocating resources: maximizing and ensuring resources are allocated in an accountable manner and in a way that reduces duplications across the service system where it makes administrative sense and achieves the best outcomes.
- Building a client-centred system: streamlining and bundling services for clients to achieve positive outcomes
- Assuring quality: ensuring that all parts of the service system comply with provincial and municipal requirements, expectations and resources.

- Governing the service delivery organization: setting, implementing and overseeing accountability structures.

CMSMs and DSSABs are able to leverage, align and coordinate services and resources on the ground in local communities with the following results:

1. Fiscal Responsibility

- CMSMs and DSSABs ensure that resources go where they are intended and needed, and unnecessary duplication and overlap in the system are eliminated.
- Funds are allocated strategically to support services that best meet long-term planning goals.

2. Outcomes-Based Planning

- Local service system management allows responses that make sense to municipal and DSSAB organizations based on their own capacity and priorities, as well as those of local taxpayers and residents.
- CMSMs and DSSABs understand what is happening in their communities, including from a labour market perspective to housing affordability, transportation, food costs and other critical factors affecting people in their communities. CMSMs and DSSABs take a holistic approach to local planning, funding and service provision to achieve the overall outcomes established by the provincial and municipal governments and local residents.

3. Improved service coordination, access, and efficiency

- By organizing local services, CMSMs and DSSABs can establish easy to negotiate hubs and a one door approach to service access.
- By streamlining services, CMSMs and DSSABs can minimize referrals and service users falling through the cracks.
- Local service system management supports quicker and better access to “wrap-around” services and more flexible and responsive services for individuals and families.
- Alignment can promote broader and deeper knowledge of clients’ needs and thereby better delivery methods and ultimately outcomes and improved life opportunities.
- Local service system management breaks down silos to achieve supports that are coordinated, seamless, and tailored to the needs of people in the community to assist them to maximize their potential and enhance their quality of life.
- Local service system management promotes the simplification of who does what and reduces overlap and inefficiencies.
- By coordinating and integrating services, red tape is reduced.

4. More responsive to local needs

- Local service system management promotes broad-based planning that includes all community leaders, partners, stakeholder and resources in decision making. This in turn supports better outcomes.
- CMSMs and DSSABs use local metrics to drive local priorities.
- Effective and responsive services assist not only the families and individuals requiring support, but also local labour markets, economies, and the overall health and quality of community life.

6. Economic Benefits

- As service system managers, CMSMs and DSSABs are in a position to leverage community assets and do more with tax payer dollars.
- As financial pressures increase at the same time as service demands do, CMSMs and DSSABs are positioned to find creative and innovative ways of addressing service needs and delivery by building partnerships and collaborations.
- Well-coordinated programs and services lead to better outcomes which in turn contribute to stronger communities and local labour markets.

Summary – Service System Management for a Sustainable Tomorrow

The expertise, sophistication, knowledge, and skills that CMSMs and DSSABs have developed since Local Services Realignment are to be taken advantage of. This is particularly true in the current economic context where governments find themselves having to do more with current and shrinking resources. Services are stressed. At the same time public expectations for efficient and quality services, continues to grow.

Local service system management can be utilized to connect the needs of individuals, families and communities to resources that may be isolated from one another, and conceivably could do so in new ways without putting additional pressure on the property tax base. In fact, an integrated, coordinated and streamlined service system is intended to reduce pressure on the tax base and, when savings are realized, to reallocate these to other service pressures or initiatives.

Developing a comprehensive, integrated service system management approach enhances local authority and effectiveness. Not only does this enhance service provision and outcomes but it informs local decision makers on the resources coming into communities and how they can best be allocated. Local flexibility and effective service system planning and management ultimately enhances the ability for taxpayers and local constituents to access the services they need for a better quality of life.

Building on community needs and resources, service system management drives innovation and engagement of government, stakeholders and all others vested in the health, social and economic sustainability of the communities and people of Ontario.

It is clear that governments alone cannot provide all of the solutions to the many issues of today. Engaging local resources and partnerships to collaborate on how to solve problems is an approach that is needed more than ever.

It is important to note that the service system management role does not mean taking on additional program delivery and funding obligations. There is often confusion when OMSSA or its members advocate for service system management. The best example is the consideration of CMSMs and DSSABs taking on a service system management role for employment programs and services. This is often understood as CMSMs and DSSABs wanting to take on additional program delivery and cost sharing of employment programs. This is not a case. There is a big distinction between managing and planning a system of programs and being a service deliverer and funder.

Working with people in the communities where they live remains key to successful outcomes. Understanding needs and connecting people to the supports at hand to best meet challenges that are shaped by local circumstances, such as the economy, labour market, cost of living, housing, and access to transportation are important considerations that must be recognized as contributing to positive long-term outcomes and attachment to the labour market.

The service system management role and expertise of CMSMs and DSSABs can be utilized to build stronger, healthier, and more vibrant communities. CMSMs and DSSABs have the experience to expand possibilities, create opportunities, and enhance the public value of local investment.

BACKGROUND RESOURCES:

Service Manager Roles & Responsibilities Charts

Child Care:	Service Manager Roles & Responsibilities		Provincial Roles & Responsibilities
	In Legislation, Guidelines, etc.	Additional	
Policy-Making	<p>Set local policies (e.g. user fee policies).</p> <p>Determine local approaches to governance, administration and service delivery.</p> <p>Influence provincial policy directions through advisory committees, working groups, etc.</p>		<p>Provide policies and guidelines for CMSMs/DSSABs to work including eligibility criteria, levels of services, allowable services, and benefits levels.</p> <p>Set minimum health and safety standards.</p>
Funding	<p>In accordance with legislation and regulation: 50% of administration costs; 20% of costs of prescribed services.</p> <p>Collect fees.</p>	<p>Fund beyond the established provincial-municipal agreements and funding arrangements.</p>	<p>Set cost-sharing ratio between the province and CMSMs/DSSABs.</p> <p>Fund in accordance with legislation and regulation.</p>
Local Service System Planning	<p>Identify and engage with potential partners.</p> <p>Co-ordinate child care planning with community partners.</p> <p>Develop local child care plans.</p>	<p>Coordinate with the planning and provision of other human services delivered by the service manager.</p>	<p>Develop service planning tools.</p> <p>Promote linkages with other children’s services.</p>
Resource Allocation & Management	<p>Determine budget and local funding formula.</p> <p>Allocate resources according to provincial and municipal expectations/standards.</p> <p>Negotiate and develop service contracts with local service providers.</p> <p>Monitor and enforce agreements.</p> <p>Assess the economic viability of the child care</p>		<p>Approve allocations and flows funds to CMSMs/DSSABs.</p>

Child Care:	Service Manager Roles & Responsibilities		Provincial Roles & Responsibilities
	In Legislation, Guidelines, etc.	Additional	
	and early years programs and services and, if necessary, make or facilitate changes to help make such programs economically viable.		
Service Delivery	Directly, or through third parties, establish, administer, and operate child care programs and services. Administer financial assistance.	Provide input into the development of tools and technology to support service delivery (e.g. OCCMS).	License child care agencies.
Capacity Building	Provide assistance to child care programs and services to improve their capabilities in relation to matters such as governance, financial management and the planning and delivery of programs and services.	Provide education and training, to promote quality in service provision.	
Quality Assurance	Monitors service provider compliance with provincial standards and expectations. Program evaluation (e.g. satisfaction surveys).		Monitor compliance with provincial policies and standards. Provide directives to clarify standards.
Oversight/ Accountability	Ensure community needs are met by a mix of child care services and service levels are maintained. Ensure services are delivered in accordance with legislation. Establish management and accountability structures for the service system. Implement and report on performance measures.		Ensure system operating in accordance with policy principles and desired outcomes (e.g. affordable). Ensures that child care services are safe. Ensure compliance with provincial legislations and standards. Develops and monitors performance measures.

Housing & Homelessness:	Service Manager Roles & Responsibilities		Provincial Roles & Responsibilities
	In Legislation, Guidelines, etc.	Additional	
Policy-Making	<p>Set local policies (e.g. affordable housing) and local housing rules (e.g. notification of changes).</p> <p>Determine local approaches to governance, administration and service delivery (e.g. governance of Local Housing Corporations).</p> <p>Influence provincial policy directions through advisory committees, working groups etc.</p>		<p>Provide policy and guidelines for CMSMs/DSSABs to work within, including levels of services, eligibility criteria and benefit levels, etc.</p> <p>Approves overall operating framework including funding model, key program features, etc.</p>
Funding	<p>Fund, in accordance with legislation and regulation, 100% of Social Housing operating subsidies.</p>	<p>Fund beyond the established provincial-municipal agreements and funding arrangements.</p>	<p>Fund some units/activities related to supportive housing</p> <p>Community Homelessness Prevention Initiative.</p>
Local Service System Planning	<p>Assess current and future housing needs within the service area.</p> <p>Develop housing and homelessness plans, in consultation with community partners and public.</p>	<p>Coordinate with the planning and provision of other human services delivered by the service manager.</p>	
Resource Allocation & Management	<p>Allocate resources according to provincial and municipal expectations/standards.</p> <p>Negotiate and develop operating agreements with local service providers.</p> <p>Monitor and enforce agreements.</p> <p>Mitigate risks of projects in difficulty.</p>		<p>Allocates resources to service managers pursuant to Federal-Provincial agreement.</p>

Housing & Homelessness:	Service Manager Roles & Responsibilities		Provincial Roles & Responsibilities
	In Legislation, Guidelines, etc.	Additional	
Service Delivery	<p>Carry out directly or through third parties eligibility and rent calculations.</p> <p>Distribute funds to housing providers.</p> <p>Manage public housing properties.</p> <p>Operate a coordinated access system.</p> <p>Negotiate, monitor and enforce rent supplement and loan contracts.</p>		
Capacity Building		<p>Provide education and training to promote quality in service provision.</p>	
Quality Assurance	<p>Report to province as required.</p>	<p>Develop system of report outcomes to community on local goals e.g. Housing and Homeless Plan updates.</p>	<p>Monitor compliance with standards.</p> <p>Conduct program reviews.</p>
Accountability	<p>Ensure housing system responds to local needs and priorities and service levels are maintained.</p> <p>Establish management and accountability structures for the service system.</p> <p>Ensure that providers operate in accordance with federal and provincial standards.</p> <p>Implement and report on performance data.</p>		<p>Ensure compliance with federal and</p> <p>Monitors and reports on compliance with service level expectations.</p> <p>Monitors projects in difficulty.</p> <p>Reports on federal performance data.</p>

Ontario Works:	Service Manager Roles & Responsibilities		Provincial Roles & Responsibilities
	In Legislation, Guidelines, etc.	Additional	
Policy-Making	<p>Set local policies (e.g. discretionary benefits).</p> <p>Determine local approaches to governance, administration and service delivery.</p> <p>Influence provincial policy directions through advisory committees, working groups, etc.</p>		<p>Provide policies and guidelines for CMSMs/DSSABs to work within (e.g. eligibility criteria, service level targets).</p> <p>Determine overall approach to service delivery.</p>
Funding	<p>In accordance with legislation and regulation: 50% of administration costs; a percentage of program costs until 2018.</p>	<p>Fund beyond the established provincial-municipal agreements and funding arrangements.</p>	<p>Set cost-sharing ratio between the province and CMSMs/DSSABs.</p> <p>Fund in accordance with legislation and regulation.</p>
Local Service System Planning	<p>Identify and engage with potential partners.</p> <p>Co-ordinate employment support system planning with community partners.</p> <p>Develop strategic and operational plans.</p>	<p>Coordinate with the planning and provision of other human services delivered by the service manager.</p>	<p>Negotiate service level targets with CMSMs.</p>
Resource Allocation & Management	<p>Determine budget.</p> <p>Allocate resources according to provincial and municipal expectations/standards.</p> <p>Negotiate and develop service contracts with local service providers.</p> <p>Monitor and enforce agreements.</p>		<p>Approve allocations and flows funds to CMSMs/DSSABs.</p>

Ontario Works:	Service Manager Roles & Responsibilities		Provincial Roles & Responsibilities
	In Legislation, Guidelines, etc.	Additional	
Service Delivery	<p>Directly deliver OW financial benefits.</p> <p>Directly, or through third parties, deliver employment supports.</p> <p>Manage local administration and delivery of services, contracts and relationships with other providers.</p> <p>Advise on the development of tools and technology to support service delivery.</p>	<p>Maintain relationships with Employers for Job Placement and Planning connected to local labour market needs.</p>	<p>Develop tools and technology to support service delivery (e.g. SAMS).</p>
Capacity Building		<p>Provide education and training to promote quality service provision.</p> <p>Provide administrative /infrastructure /leadership skills to community collaboratives.</p>	
Quality Assurance	<p>Ensure compliance with provincial standards and expectations.</p>	<p>Gather client feedback and report on program outcomes and services through mechanisms such as websites/newsletters, council reports.</p>	<p>Monitor/enforce standards compliance.</p> <p>Promote best practices.</p> <p>Develop information sharing agreements with other jurisdictions.</p> <p>Provides directives to clarify standards.</p>
Oversight/ Accountability	<p>Establish management and accountability structures for the service system.</p> <p>Ensures that service levels are achieved.</p> <p>Ensure that services are delivered in accordance with legislation.</p>		<p>Ensure compliance with provincial legislations and standards.</p> <p>Ensure system operating in accordance with policy principles and desired outcomes (e.g. encourage (re)entry into labour force).</p>

<u>Ontario Works:</u>	Service Manager Roles & Responsibilities		Provincial Roles & Responsibilities
	In Legislation, Guidelines, etc.	Additional	
	Implement and report on performance measures.		Develop and monitor results through municipal benchmarking, performance measures, audit framework and review.

Legislative and programmatic definition of service system management:

The management of service delivery activities of governments and organizations with the necessary authority to implement and oversee services that are delivered through a network of organizations and/or departments. These activities differ from programmatic/linear management in that they are conducted using a ‘systems’ approach. Such an approach aims to achieve a system of services that effectively meets the needs of client groups through partnership and collaboration among organizations within the network [from “Roles and Responsibilities – 2001: The Provincial-Municipal Relationship in Human Services,”].

Legislative Framework

Establishing Consolidated Municipal Service Managers

- Local Services Realignment, announced by the government in 1997, outlined a vision for a more integrated system of social and community health services under municipal leadership.
- Authority to require consolidation of municipal services management was provided by the *Services Improvement Act, 1997* and the *Social Assistance Reform Act, 1997*.
- As a result of the proclamation of Schedule C of the *Social Assistance Reform Act*, the *District Welfare Administration Boards Act* was renamed the *District Social Services Administration Boards Act*. The DSSAB Act created a legislative mechanism for the creation of consolidated DSSABS.
- CMSMs and DSSABs are designated as ‘service delivery agents’ for social assistance and childcare under the *Ontario Works Act, 1997* and the *Day Nurseries Act*, respectively.

Roles and Responsibilities of Municipal Service Managers

- No one comprehensive legislative provision that delineates the powers and authorities of Service System Managers (SSMs).
- The powers and authorities of SSMs are established in legislation through various service-specific Acts:
 - *Day Nurseries Act* (DNA)
 - *Ontario Works Act* (OWA)
 - *Housing Services Act* (HSA) (preceded by the Social Housing Reform Act, 2000)
- The legislative authority afforded to SSMs is varied:
- In the OWA and DNA, SSMs are given very little scope for independent exercise of power and authority.
 - E.g. they are considered “service delivery agents” under the OWA – “responsible for the administration of this Act and the provision of employment assistance and basic financial assistance in the delivery agent’s geographic area.”
- CMSMs and DSSABs are considered “service managers” under the *Social Housing Reform Act, 2000*, but legislated responsibilities for service system management are narrowly defined.

- Instead, the SSMS function is created or evolved in the various Program Administration Agreements between SSMSs and the Ontario Government, which agreements also delineate the powers and authority of the SSMSs, including:
 - The division of responsibilities in terms of the authority each level of government has to direct an activity in a specific way, as provided by legislation, regulation, policy or guidelines is shown in *Roles and Responsibilities – 2001: The Provincial-Municipal Relationship in Human Services*. (note the legislated role of the service manager in the housing section have since evolved, see section below).
- Provincial Municipal Fiscal and Service Delivery Review (2008)
 - Reinforced the importance of municipalities and local orders of government as requiring greater flexibility and autonomy in responding to local needs and issues based on local capacity.
 - Supported the value of local, flexible service system management.

The Housing Services Act and the Proposed Child Care Modernization Act, 2013

- *The Housing Services Act, 2011* placed greater decision-making powers and autonomy in the hands of CMSMs/DSSABs.
- The Act requires service managers to create local housing and homeless plans, and allows them to create local rules for areas prescribed in the Act and regulations.
- The Ontario Government has introduced new legislation, *The Child Care Modernization Act, 2013* that will, if passed, fully repeal and replace the *Day Nurseries Act* with the *Child Care and Early Years Act, 2013*.
- The *Child Care Modernization Act, 2013*, recognizes CMSMs/DSSABs as service managers in legislation (as opposed to service delivery agents) and defines the role of the service management with respect to the child care system.
- The proposed legislated duties of a service manager are:
 - Develop and administer local policies respecting the operation of child care and early years programs and services;
 - Administer the delivery of financial assistance;
 - Coordinate the planning and operation of child care and early years programs and services with the planning and provision of other human services delivered by the service manager;
 - Assess the economic viability of the child care and early years programs and services in the service area and, if necessary, make or facilitate changes to help make such programs and services economically viable.
- The general powers afforded to the service manager in the legislation are to:
 - Establish, administer, operate and fund child care and early years programs and services;
 - Provide financial assistance for person who are charged fees for the receipt of childcare;
 - Fund and provide financial assistance for other programs or services that provide of support temporary care for or supervision of children;

- Provide assistance to persons who operate child care and early years programs and services to improve their capabilities in relation to matters such as governance, financial management and the planning and delivery of programs and services;
- Evaluate and assess the impact of public funding.

SSM Roles in Relation to Service Providers

- Stewards – e.g. Council is steward of housing providers
- Custodian – e.g. Council is the custodian of Region of Peel owned housing
- Shareholder – e.g. Councillors serve as shareholder and Board of Directors of Peel Living.

Service Delivery Approaches

- Stewardship approach – e.g. early learning and child care (recognizing municipally owned and operated centres continue to exist)
- Mixed delivery approach – e.g. housing services

Timeline of the Emergence of the Service System Management Role

- **January 1997** – Local Services Realignment (LSR), a comprehensive reform of the provincial-municipal relationship is first announced by the Government of Ontario.
- **September 1997** – Municipalities are asked to develop locally agreed plans to consolidate management of social and community health services. Authority to require consolidation is provided by the *Services Improvement Act, 1997* and the *Social Assistance Reform Act, 1997*.
- **January 1998** – the Ontario government transferred its financial responsibility for social housing to municipalities, as part of LSR.
- **June 1998** – local and provincial decisions regarding service management consolidation are finalized, resulting in 37 Consolidated Municipal Service Managers (CMSMs) and 10 District Social Service Administration Boards (DSSABs) for a total of 47 service managers across the province, for Ontario Works, child care, and social housing.
- **July 1998** – the *District Welfare Administration Boards Act* was renamed the *District Social Services Administration Boards Act*. The DSSAB Act created a legislative mechanism for the creation of consolidated DSSABS.
- **February 1999** – newly consolidated CMSMs & DSSABs are designated as service delivery agents under the *Ontario Works Act, 1997*. Designations are completed by April 1999.
- **April 1999** – The first designations of CMSMs as child care agents under the *Day Nurseries Act* occur, transferring the responsibility for the management of child care services to CMSMs. Designations are completed by January 2000.
- **January 2001** – Responsibility for the administration of all public housing, including rent supplement programs is transferred to CMSMs/DSSABs, under the authority of the *Social Housing Reform Act, 2000*. Municipalities now have flexibility to determine the governance structure for public housing, and to develop new funding and administrative systems.

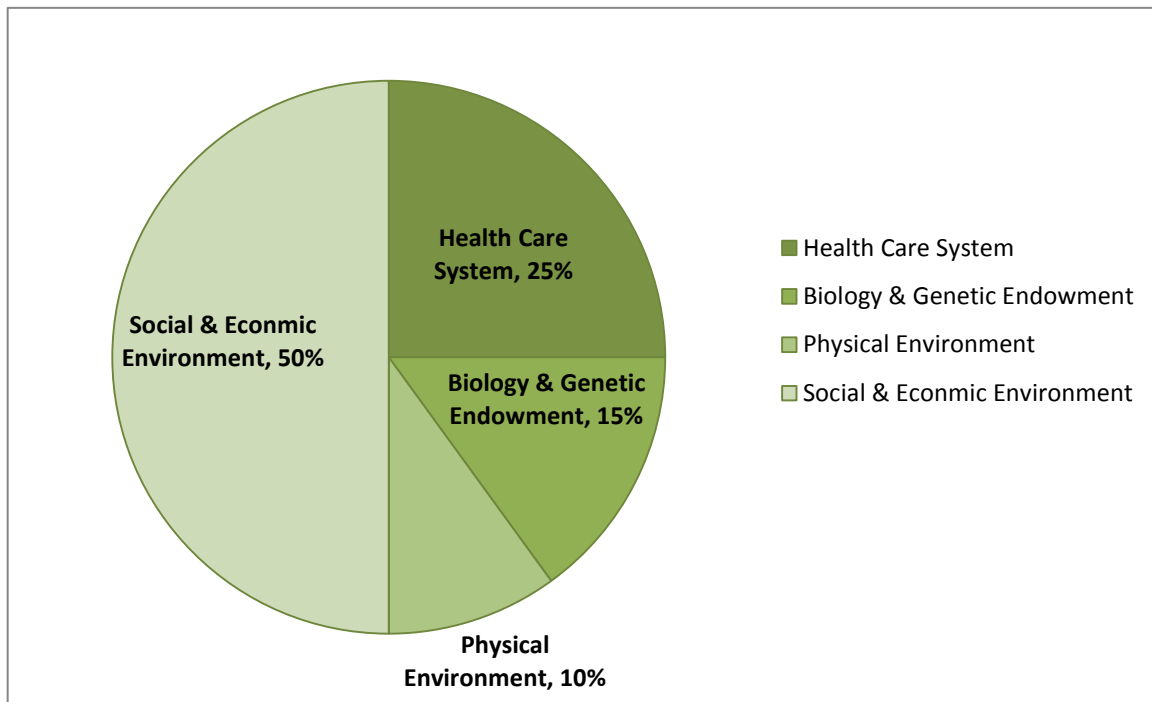
- **October 2001** – The transfer of responsibility for administering provincial and federal housing programs to CMSMs/DSSABs begins.
- **October 2008** – The role of CMSMs/DSSABs as service system managers for child care services, housing, and social assistance was further refined in the Provincial Municipal Fiscal and Service Delivery Review (PMFSDR).
- **January 2012** – *The Housing Services Act, 2011* comes into force, placing greater decision-making powers and autonomy in the hands of CMSMs/DSSABs. The Act requires service managers to create local housing and homeless plans, and allows them to create local rules for areas prescribed in the Act and regulations.
- **2013** – The new legislative framework of the Community Homelessness Prevention Initiative (CHPI) grants the CMSMs more authority and flexibility to directly address homelessness by setting local housing support priorities and targeting service delivery towards local needs.
- **December 2013** – The Ontario government introduces *The Child Care Modernization Act, 2013*, that will, if passed, fully repeal and replace the *Day Nurseries Act* with the *Child Care and Early Years Act, 2013*. The Act recognizes CMSMs/DSSABs as service managers for the child care system and defines the service manager role in legislation.

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Appendix A

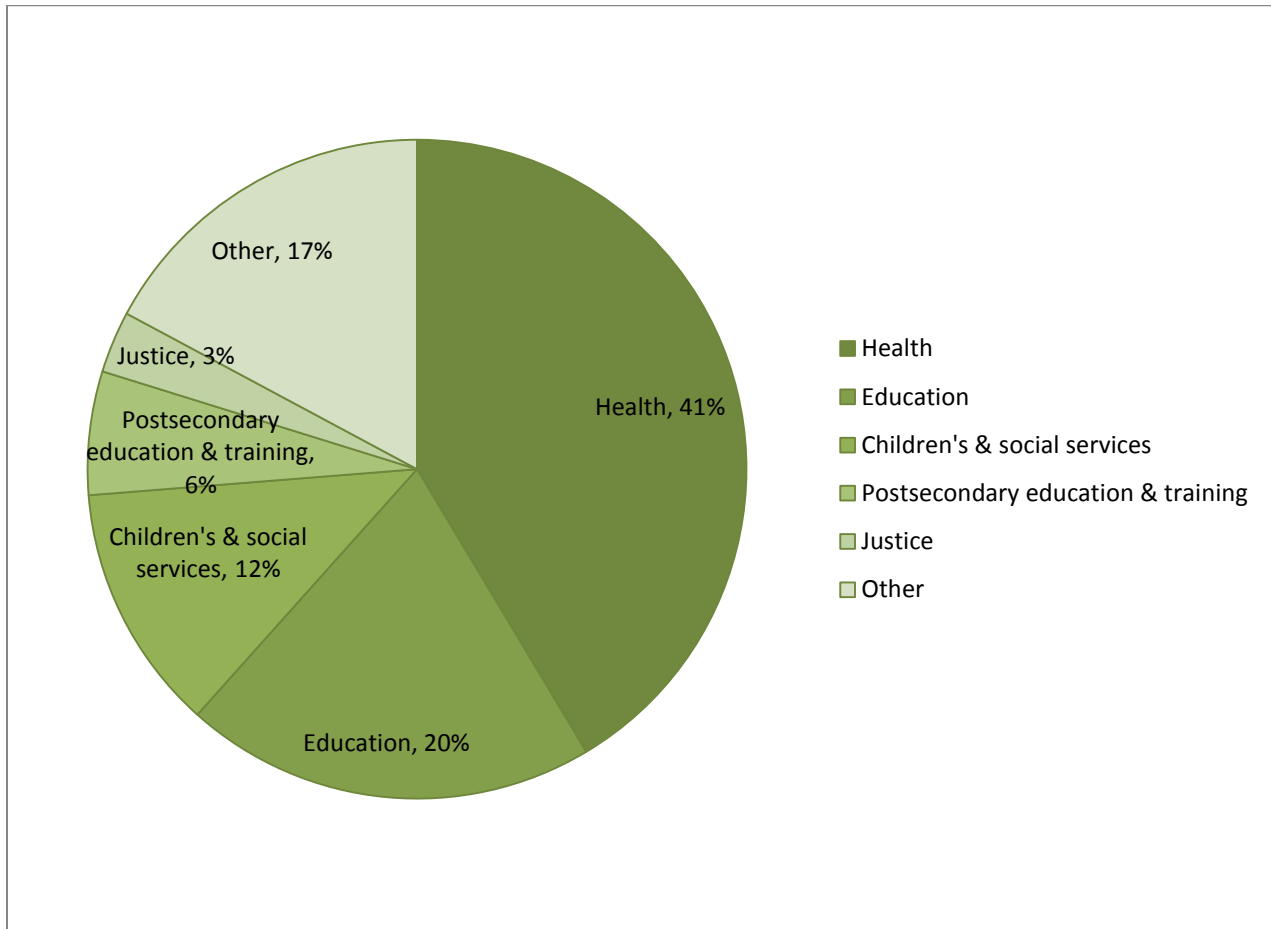
Estimated Impact of Determinants of Health on Health Outcomes



Source: Canadian Institute for Advanced Research, Health Canada, Population and Public Health Branch AB/NWT 2002.

Appendix B

Share of Program Expenses by sector, 2011-2012²

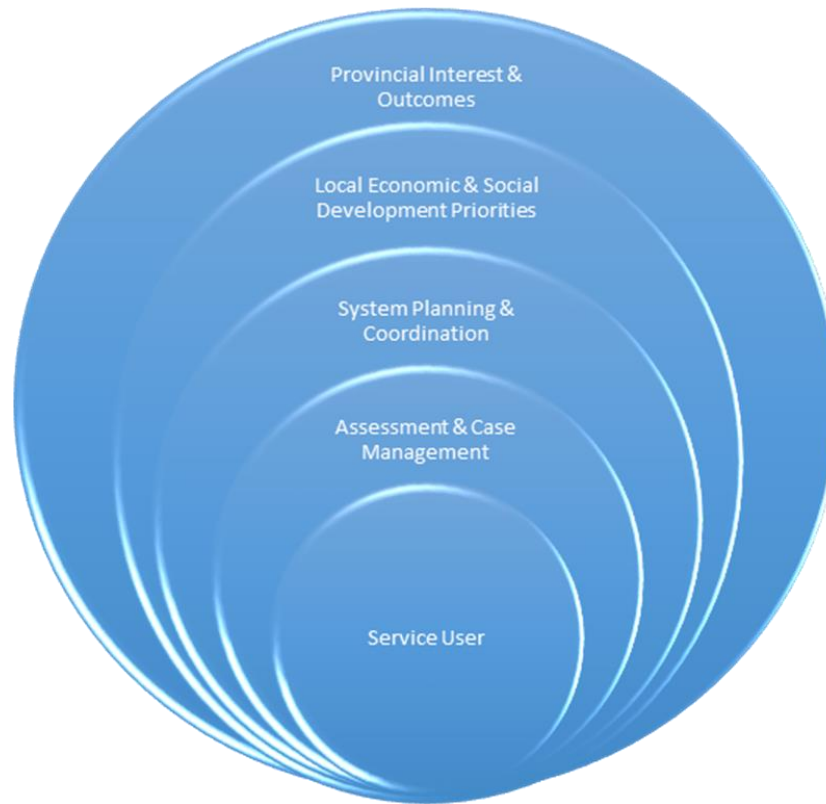


Note: Total program expense was \$112.7 billion

² From - Ministry of Finance Public Accounts of Ontario 2011-2012:
http://www.fin.gov.on.ca/en/budget/paccts/2012/12_ar.html

Appendix C

The Service System Management Approach



Source: Landers, D. & Dominelli, F. (2013). *An overview of service system management & employment assistance: NOSDA position paper*. Retrieved from: [link](#).