Report to Council

Date:

October 17, 2012

File:

0710-30

To:

City Manager

From:

Theresa Eichler

Community Planning Manager

Subject:

Council Policies Governing Grants Programs - Updates

Recommendation:

THAT the following Council Policies be revised as outlined in the report from the Community Planning Manager dated October 17, 2012;

City of

- No. 218, being "Community Social Development Grants", amended to merge with Emergency Grant Requests from Policy 312
- No. 277, being "Grants to Address the Sexual Exploitation of Youth".

AND THAT Council Policy No. 312, being "Emergency Grant Requests from Social Grant Reserve", be rescinded.

Purpose:

To update procedures for three grant programs administered for the City by the Central Okanagan Foundation in partnership with the Policy and Planning department. The following Council resolution requested this review:

COUNCIL RESOLUTION FROM THE APRIL 16, 2012 P.M. REGULAR MEETING:

THAT Council directs staff to review the Terms of Reference for the following City of Kelowna grant processes:

- 1. Community Social Development Grants;
- 2. Grants to Address the Sexual Exploitation of Youth; and
- 3. Emergency Grants;

AND THAT staff report back to Council with any recommended changes to the Terms of Reference.

The Terms of Reference for the above three grant programs are based on direction set out in Council Policies. This report will address updates to the Council Policies which govern the grant programs.

Background:

Initiated in 1992, the Community Social Development Grants were created as an organized way to respond to grants-in-aid funding requests of Council. As the policy framework for the City has evolved over time, along with the funding needs of the community, the grants policies and the programs have also evolved. The other two programs were added in the last decade or so to continue to direct some support where it is most needed. In 2003, the Central Okanagan Foundation (COF) was assigned the administrative responsibility for the grants application and distribution process. This partnership has proven to be efficient and beneficial to both parties.



Each year, the COF Grants Committee provides recommendations to Council regarding the awarding of the grants. The Committee's recommendations are based on parameters established by Council Policies 218,277 and 312. All grants are to be used to fund initiatives serving residents of the city of Kelowna under the policy direction that is outlined.

The intent of each grant program is briefly described below:

Program Community Social Development (CSD) Grants - Council Policy 218	Description Funds initiatives that improve quality of life for Kelowna residents
Grants to Address the Sexual Exploitation of Youth (SEY)- Council Policy 277	Aims to prevent youth from entering the sex trade and/or help those who are its victims.
Emergency Grants - Council Policy 312	Intended to assist valued community agencies experiencing economic hardship.

Proposed changes to the grant policies are shown in the attached documents. To summarize, these changes are as follows:

Proposed Change	Rationale	Program(s)
Re-word City representation on the Grants Committee.	To reflect that the Women's and Community Advisory Committee was not continued following the 2011 election.	All
Add definition of Primary Prevention to Council Policy 218	This definition is not covered in Policy 218, but the term is used. The definition is provided in the Terms of Reference.	CSD
Wording changes to describe the wellness aspect of social needs of the community.	Update to place a positive context on the social aspect of sustainability.	CSD
Refer applicants to Council Policy 360.	Work underway to update social policies indicates that Council Policy 360 will be retained and updated.	CSD
Refer applicants to the 2030 OCP; specifically policies that speak to social sustainability.	The City seeks to fund applications that align with its policies and responsibilities.	CSD Emergency
Provide policies within the grants policy & Terms of Reference that deal with physical accessibility awareness and employment /education programs.	To bring forward and update policies that are more specific to funding programs in the community.	CSD
Add reference to the <u>Central</u> <u>Okanagan Foundation</u> 's Vital Signs Report to assist with identifying key community needs.	The COF Vital Signs Report provides a good source of supporting data and guidance for the city that is updated on a regular basis and is consistent with other community foundation Vital Signs reports across the country.	CSD, Emergency, SEY
Add in wording to the effect: "Grants may not be for activities of religious organizations that serve primarily their membership and/or for direct religious purposes"	It has been an ongoing challenge for Grants Committee members and staff to review applications that clearly have religious purposes. Religious organizations also have access to different funding sources than other	CSD SEY Emergency

Add a restriction against: "agencies or programs that receive ongoing City of Kelowna funding within the City's Annual Budget"	community groups or non-profits. However programs & services provided by religious-based organizations may be supported when the funded program is unconditional; i.e. not tied to religious membership. The likelihood of a "double dipping" perception can be strong, unless it is clear that this will not be supported.	CSD
Add a restriction against: "permanent or continual funding for an organization; (continual funding would be similar dollar amounts for primarily operational costs to one organization for a period of more than two years);"	The City's CSD program was never intended to be a source of annual funding to specific agencies. Should Council decide to annually fund non-profits or other groups, that could be done as part of the City's Annual Budget. A 2-year limit is proposed on similar amounts to the same agency that appear to be operational annual funding. It should be noted that the Grants to Address Sexual Exploitation of Youth operate differently on the premise that protection of youth is a high, community-wide priority. Emergency grants are only available to the same organization once in a 3 year time frame.	CSD
Add "and operating for two years or more" to the definition of a Community Organization applicable to all grants except "establishment" CSD grants which would be required to have been in existence for at least one year.	This is to help prevent funding of agencies or community organizations that are created and then fold in a period of less than two years. The exception for <i>Establishment</i> CSD grants, is to allow for aiding an organization with start-up costs.	All
Merge the content of Council Policy 312 for the emergency grants within Council Policy 218. Policy 312 would then be rescinded.	Emergency grants have similar criteria to operating grants under Council Policy 218, governing the Community Social Development grants. Their policies are proposed to be merged into Council Policy 218, shown in the attached, under Section B - Grant Categories	CSD Emergency

Additional minor wording changes have been proposed to make the documents more current and provide greater clarity, but do not change the overall meaning or intent.

Accountability of Grant Recipients:

A letter of agreement with the funding agency must be signed before grant recipients are awarded any grant funding. Ten percent of the funds are held back until such time as the funding agency receives and subsequently approves a report requiring the funded agency to:

"submit to the 'funding agency¹' within 90 days of the end of the Grant term, a detailed written report that:

- specifies how the agreed upon measurable performance targets were met; provides Project statistics and supplementary data as they relate to project goals, objectives and outcomes;
- (ii) provides for effective monitoring of the relationships between needs and services and for cost sharing² with other levels of government; and,
- (iii) includes a financial statement prepared in accordance with GAAP and certified correct by the Directors of the Agency or an independent auditor, showing all revenue and expenses related to the Project and detailing how the Grant funds were dispersed."

The application process is rigorous, involving application forms and accompanying documentation. Having said this, the process has also been streamlined to ensure ease of use without compromising the COF's ability to foster alignment with the City's parameters and ensure accountability. COF staff routinely communicates with grant applicants to ensure that the process is understood and adhered to prior to submission of a grant application. The COF Grants Committee and staff agree that it is crucial that the City's funds are spent so as to ensure the best results for the community.

Further, there is a need to distinguish these grant programs as serving the purpose of encouraging new initiatives and providing some assistance to existing community services, without being a source of continual funding for the core operations of an agency. There are examples where the City does provide annual funding based on a specific service(s) provided by an agency. These happen when the services in question align with services either within the City's mandate to provide; or requested of Council by a City Department. For example, the City provides funding to the Central Okanagan Boys and Girls Club and partners with the agency to provide building space. The youth and children focus of this agency is consistent with the City's role to provide programs for children and youth⁴. Another example is the Kelowna Youth and Family Services; an agency that the City funds based on a direct request from the RCMP to Council to address the needs of youth who have had involvement with the justice system.

Internal Circulation:

City Clerk
Grants Manager
Director of Communications
Cultural Services Manager

Legal/Statutory Authority:

Section 176 of the Local Government Act

Existing Policy:

Corporate Plan

Vision: To be the best mid-sized city in North America.

Mission: Leading the development of a safe, vibrant and sustainable city.

Council Priorities: Enhancing citizens' quality of life.

Council will enhance citizen's quality of life by leveraging strong financial decisions to support social, cultural, and environmental initiatives.

 $^{^{}m 1}$ the Central Okanagan Foundation would be the present funding agency named in the letter of agreement.

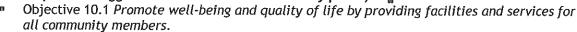
² For an emergency grant, this should include a detailed plan for future funding of services.

The application must be consistent with the Council Policies that govern it.
 The City also has programs for seniors, families & people with disabilities.

Official Community Plan

Goal 5: Foster Sustainable Prosperity

All policies tagged with the social sustainability pillar;



Social Policies - Policy 360
Community Social Development Grants Policy 218
Grants to Address the Sexual Exploitation of Youth No. 277
Emergency Grants Policy 312

Financial/Budgetary Considerations:

Covered by existing budget.

Information pertinent to these programs is outlined below:

Program	Description	Budget (Annual)
Community Social Development (CSD) Grants	Funds initiatives that improve quality of life for Kelowna residents	\$80,000
Grants to Address the Sexual Exploitation of Youth (SEY)	Aims to prevent youth from entering the sex trade and/or help those who are its victims.	\$22,000
Emergency Grants	Intended to assist valued community agencies experiencing economic hardship.	Funded from Reserve (max \$5,000/grant)

External Agency/Public Comments:

Central Okanagan Foundation staff has been actively involved in the review of the grant programs covered in this report and the council policies that govern them. Some of the changes have been initiated by the recommendations of the Foundation and COF staff is supportive of all the changes.

Considerations not applicable to this report:

Communications Comments:

Legal/Statutory Procedural Requirements:

Alternate Recommendation:

Personnel Implications:

Submitted by:

T. Eichler, Community Planning Manager

Approved for inclusion:

Signe Bagh, MCIP, Director of Policy & Planning

cc:

City Clerk Grants Manager Director of Communications Cultural Services Manager



City of Kelowna 1435 Water Street Kelowna, BC V1Y 1J4 250 469-8500 kelowna.ca

Council Policy

Community Social Development Grants

APPROVED November 11, 2002

RESOLUTION: R375/10/04/26

REPLACING: R858/05/09/12; R440/02/11/25; R07/00/01/10; R887/1998/11/09; R962/1996/11/25; S1053/1992/09/14

DATE OF LAST REVIEW: April 2010October 2012

A. DEFINITIONS IN THIS POLICY

Grant Committee: Consists of two (2) appointed members from the Women's and Community Advisory Committeerepresenting the City of Kelowna and additional members as determined by the Funding Agency.

Funding Agency: An agency contracted by an agreement with the City of Kelowna to administer the grants program.

Primary Prevention: Are services or programs oriented towards groups, rather than individuals and aim to create a positive social environment by strengthening and supporting the individual, family and community. A parenting course would be one example of such a program. Counseling services would not as they deal with providing health services to individuals, one on one.

B.CRITERIA

The purpose of the Community Social Development Grants program is to make available funding to non-profit organizations and community organizations offering socially beneficial services or programs in the municipality of Kelowna. The grant program requires that all successful applicants of the program aremust:

(a) G (a) required to give policy references as to how each proposal fits within the City's social

Social policy Policy fFramework, which includes: as contained in the Official Community

Plan:

- i. Social Policy No. 360;
- Chapter 10 of the Official Community Plan; and/or policies tagged as socially sustainable in the Official Community Plan with a person symbol;
- iii. Additional guiding grant policies are provided below:

Access Guide. Encourage appropriate local agencies to distribute and maintain a City of Kelowna Access Guide such that it is readily available and up-to-date;

Awareness. Continue to support appropriate agencies to organize and promote initiatives to raise awareness and improve accessibility in Kelowna;

Local Skills and Education. Work with other agencies to maximize knowledge of the skills and education required by local industries and businesses and communicate this information to the (local) agencies providing educational and re-training programs;

Education and Re-training. Partner with pertinent agencies to expand and increase educational and re-training opportunities to those who are unable to find work;

<u>Food Security:</u> Seek coordinated community initiatives that support food security in the city.

(b)c) _____be innovative <u>or unique</u> in addressing social <u>well-being concerns</u>;

CITY OF KELOV	/NA COUNCIL POLICY NO.218 Page 2 of 7	
_(d c)	promote <u>and demonstrate</u> volunteerism <u>and provide evidence of community support</u> ;	
_ (e _ <u>(d)</u>	emphasize prevention in order to enhance, strengthen and stabilize family community life, andimprove peoples' abilities to identify and act on their own sneeds;	ocial
	ded organizations must(e) provide citizens with clear information on indiplanning, demonstrating transparency;;	their
(f)	use clearly identified needs and effective planning as the basis for the services provide	ed: 🚗
	(Needs are identified in the most recent Central Okanagan Foundation's Vital Signs Report);	
(g)	actively encourage and pursue collaboration with other service providers in the community;	4
(h)	demonstrate clarity and ensure measure-ability of performance targets and timelines	<u>;</u>
(i)	exhibit quality of management, including the satisfactory administration of any previous.	ious
Review of the above criteria	applications for funding under Council Policy 218 by the Grants Committee will use the to evaluate the applications and derive its recommendations to Council.	
C. EXCLUSIO	NS:	
Community 5	ocial Development grant funding is not available for:	
. Social (levelopment grant funding is <u>not</u> available for	
(a)	programs primarily providing for recreation or leisure time pursuits;	4
(b)Social de	retroactive ly financial support for projects and programs that occurred prior to Council's decision to award the grant;	
- (c)	agencies or programs that receive ongoing City of Kelowna funding within the City's Annual Budget;	
(d)	activities of religious organizations that serve primarily their membership and/or for direct religious purposes;	
<u>(e)</u>	permanent or continual funding for an organization (continual funding would be similar dollar amounts for primarily operational costs to one organization for a period of more than two years);	
<u>(f)</u>	programs which offer direct financial assistance to individuals or families, or are primarehabilitative or crisis oriented in nature;	arily
Social develor	ment grant funding is not available for programs which offer direct financial assistance	4'
individuals or	families, or are primarily rehabilitative or crisis oriented in nature.	
	ment grant funding is <u>not available for (g) </u>	hat 🎷
- (h)	major building or other major capital projects (limited capital costs are eligible)	i •//
Limited capit	al costs are eligible but will not include major building projects.	w/
Grants may business un	not be used for the purpose of (i)assistnance forg an industrial, commercial dertaking.	or 🎻

	OF KELOWNA	COUNCIL POLICY NO.218	Page 3 of 7				
Proposals that offer services or programs that cross municipal boundaries will be considered however, grant funds may only be used for those portions of the program that are delivered very the boundaries of the City of Kelowna for the benefit of Kelowna residents. grant-funds-may only be used-for-those-portions of the program that are delivered within the boundaries-							
of Kel	owna for the benefit of Kelowna	-residents.	The desired of the city				
	GRANT CATEGORIES						
<u>1</u> . Es	tablishment Grant						
 their	Purpose: formative	—To cover needs and expenses for	r organizations and groups in				
		formative stages of development.					
	Assistance Categories:	Areas eligible within this grant inclu- administrative and facility of	ude such items as supplies, costs, advertising and training				
exper	nses.						
	Who May Apply:	——Registered non-profit societ delivering ——socially beneficial p a set of working rules and regular group's name and have been operate banking account in the group's name establishment grant would be available organizations.	tions <u>a banking account</u> in the ting for at least one year and a ne) in the City of Kelowna. The				
	Funding Levels:	Grants shall not exceed 50% establishment costs. The responsible for the provision of rem	applicant is				
(e)	2. Operational Grant		4-				
	Purpose:	_To provide funding to assist establis	shed non-profit groups, and				
	11011	profit organizations, with expendituand the delivery of their existing pro					
	Assistance Categories:	Funding would be considered for ad delivery, ————————————————————————————————————	ministrative costs, program -facility costs, and				
	Who May Apply:	Registered non-profit societi socially beneficial -programs (must l working rules and Regulations, a ba name and have been operating for t account in the group's name) in the	nking account in the group's wo years or moreand a banking				

Funding Levels: Grants shall not exceed 25% (twenty-five percent) of the applicant's

operational budget. The balance of funds required shall be provided

by the applicant or from other private resources. Where the applicant is receiving funding from other levels of

government or public agencies, the maximum grantmaximum grant shall not exceed 10% (ten percent) of the operational budget. This category is not intended to provide the basis for permanent

operational —funding.

through a financial crisis. It is anticipated that the funding will be short-term bridging funding only, pending more secure or ongoing funding.

Funding would be considered for administrative costs, program Assistance Categories: delivery, facility costs, and technical/material assistance.

Who May Apply: Registered non-profit societies and organizations delivering social programs (must have established a set of working rules and regulations, a banking account in the group's name and have been operating for two years or more) in the city of Kelowna.

CITY OF KE	LOWNA	COUNCIL POLICY NO.218	Page 5 of 7
<u>Fu</u>	nding Levels:	Grants shall not exceed \$5,000. The shall be provided by the applicant of resources;	
	will be required, includi audited financial stater the most current official how the service relates a list of the Board of Dir	ments for the last two (2) years. If the al financial statement must be provide to the City's social policy framework;	organization is newer than that, ed;
•1	A business plan for seco	uring more permanent sources of fun quired as part of the application.	
F	——Council, after consider—the priorities estable	d under any grant category shall be a deration of all requests received, the a ished.	
CE. TIME 1. Pric		ion deadline, the Funding Agency will	hold an advertised public
		lary or February for grant applicants.	noid an advertised public
		ns must be submitted to Planning by last Friday in In February of the caler	
3.			
3. Approximates	olications will be reviewed recommendations to Co	ed by the Grants Committee in March	using the following criteria and
a)	relevance to City of	Kelowna Social Policy	4
b)	adherence to the So	cial Planning and Housing Committee	terms of reference
c)	uniqueness of the p	roject	
d)	community need for	the project and its expected impact	
—— <u>e)</u>	level of community :	support and volunteer involvement	
———f)—	degree of co operati	ion with other community service pro	viders
———— g)	clarity & measurabil	ity of performance targets and timeli	nes
———h)—	transparency of age	ncy operations and planning	
i)	evidence of financia	l need;	
i)	quality of managem	ent, including the satisfactory admini	stration of any previous grant(s).
Fun	ouncil will review applications and applications and applications are supplied to the contract of the contract	itions and recommendations in April, nes the recommendations of the Grane applications using the Criteria outliness.	based on a report from the nt Committee (the Grant
<u>adv</u> tha :	ised of Council's decision tare short listed and int	nended by the Funding Agency's Grant n by the end of April or the first week terviewed by the Grants Committee w I or the first week in May	of May; Only those applicants
		ewed and that were refused funding evaluation of their application if they	

CITYC	F KELOV	VNA	COUNCIL POLIC	Y NO.218	Page 6 of 7
	(a)	they were refused	d funding despite l	naving met the grant	t criteria;
	(b)	information rega	rding the applicati	on was not properly	communicated;
	(c) (c)	there was unfairr	ess or bias in the	evaluation process; o	or
	(d)	the amount grant program will_be a		less than requested	l, such that the success of the
7 <u>6</u> .	advisi evalua propo	ng ——of the Cou ation process is no	ncil's decision, an : intended not inte nittee will not cons	d will be reviewed by nded as a means for	wo weeks of the date of the letter y the Grants Committee. The re- groups to modify unsuccessful hany information or proposals that
8 <u>7</u>	At follow	is sole discretion, ing	the Committee ma	y re-interview the a	pplicant at its second meeting
the re	eceipt <u>t</u> h	ne receipt of the rec	quest and may am	end or uphold its ori	ginal recommendation.
9 8.	Any re reach	ecommendation for ed under ———this	additional fundin process is are fin	g is subject to the ap al and no further re-	oproval of Council. Decisions evaluation will be done.
10 <u>9</u> .		am— will be -requir			ocial Development Grants lowna's Letter of Agreement for
1 <u>+0</u> .	Fundir to _the Agenc	Funding Agency a	once the Letter of and signed by the F	Agreement has been unding Agency or a c	received, is deemed satisfactory qualified designate of the Funding
12 <u>11</u> .	confiri	mation of the grant	to the applicant.	applicants to claim Any grant that is not I Development grant	their grants following written claimed within the three month fund;
<u>12</u> .	Any ur over	nused portion of the	e Community Soci	al Development Grar	nt appropriation will be carried
to the		following year and o sary administration			interest accrued and the
neces	sary ac	iministration of tl	ne fund managed	by the City. Time Li	ne for Emergency Grants
1.					e year, on the basis of need.
2.	later ti		ing receipt of the		cy funding at a special meeting no ty. An interview with the
3.	Counc City Co	il for consideration ouncil. Notification	at the earliest ava	ilable Council meeti	funding will be forwarded to City ng. Funding is at the discretion of covided to the applicant within e.

The funded agency will need to sign a letter of agreement with the City, and have liability

insurance in place, as outlined on the City's certificate of insurance, in order to claim the grant. This includes the requirement for a year-end report indicating how the money was spent and

indicating what action was taken to secure more permanent funding from other sources. Format for these documents will be the same as those used for Community Social Development grants.

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5. No agency will be fur	nded retroactively for projects and prog	rams that occurred prior to Council's

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- decision to award the grant.
- Emergency funding is only available to an organization once every three-year period. 6.

COUNCIL POLICY NO 218

7. The organization must claim the Emergency grant within one month following written notification of the grant approval. Any unclaimed funds will be returned to the Social Grant Reserve.

REASON FOR POLICY

CITY OF KELOWNA

outlined in the introductory statement on page 1 of policyTo provide a process and policy for administering grants in aid to community organizations that provide programs and services that improve quality of life for Kelowna residents and align with City policy direction.

LEGISLATIVE AUTHORITY

Sec. 176, Local Government Act

PROCEDURE FOR IMPLEMENTATION

Applications are processed through the Funding Agency.



City of Kelowna 1435 Water Street Kelowna, BC V1Y 1J4 250 469-8500 kelowna.ca

Council Policy

Grants to Address Sexual Exploitation of Youth

APPROVED November 25, 2002

RESOLUTION: R375/10/04/26

REPLACING: R1039/08/11/24; R441/02/11/25; R07/00/01/10; R888/1998/11/09; R858/05/09/12

DATE OF LAST REVIEW: April 2010 September 2012

A. DEFINITIONS IN THIS POLICY

Grant Committee: Consists of two (2) appointed members from representing the City of Kelowna Women's and Community Advisory Committee and additional members as determined by the Funding Agency.

Funding Agency: An agency contracted by an agreement with the City of Kelowna to administer the grants program.

As part of the City's commitment to assist the community in working to eliminate the sexual exploitation of youth, grants will be given to selected agencies on the basis of applications to be received by the Funding Agency and reviewed by the Grants Committee. The Committee's recommendations will be forwarded for endorsement by City Council.

- The money budgeted and available will be identified as part of the advertising process for these grants:
- Applications, deadlines, interviews and advertising for grants to address the sexual exploitation of youth will be simultaneous to the Community Social Development (CSD) grant process. The same application forms and advertisements will be used. Different terms of reference will be used.
- Further to the above, the time line specified under Council Policy 218 will also apply to these grants.
- The Grants Committee will conduct the review process at the same time as the CSD grants to provide recommendations to Council.
- Youth will be defined as under 19 years of age for the purpose of these grants.
- The funded programs and projects must deal specifically with the sexual exploitation of youth and not other programs for youth or similar programs for adults 19 or over.
- The same agency may be funded more than once.
- There is no rule as to the amount of the total budget that is eligible for the grant, only that there is sufficient money available and that the criteria are met.
- All applications will be reviewed based on need, accountability of the proposal and meeting the criteria established.
- The Funding Agency staff will administer this grant process in the same manner as the CSD grants.
- Proposals that offer services or programs that cross municipal boundaries will be considered however, grant funds may only be used for those portions of the program that are delivered within the boundaries of the City of Kelowna for the benefit of Kelowna residents.
- Grants may not be for the purpose of assisting industrial, commercial or business undertakings.
- Grants may not offer direct financial assistance to individuals or families.
- Grants may not be for activities of religious organizations that serve primarily their membership and/or for direct religious purposes.
- Both short-term and ongoing programs are eligible for assistance.
- Although an agency may receive more than one grant from one year to the next, a new application will be required each year.
- No specific amount of money can be promised on an annual basis to any agency.

• No agency will be funded retroactively for projects and programs that occurred prior to Council's decision to award the grant.

B. ELIGIBLE APPLICANTS

Eligible applicants for this grant program are defined as follows:

Registered Non-Profit Society - which is registered and incorporated under the Societies Act.

<u>Community Organization</u> - such an organization must also be non-profit and must have established a set of working rules and regulations <u>a banking account in the group's name and have been operating for two years or moreand a banking account in the group's name.</u>

REASON FOR POLICY

To create a defined process whereby agencies will be invited to submit applications for grants to address the sexual exploitation of youth.

LEGISLATIVE AUTHORITY

Section 176, Local Government Act

PROCEDURE FOR IMPLEMENTATION Applications are submitted to the Funding Agency.	of 3
Applications are submitted to the Funding Agency.	