



## The Human Services Plan

# Priority on People

May 2003



## Foreword

### The Human Services Plan: A Proud Accomplishment for the City of Ottawa

**T**he **Human Services Plan**, one of the Ottawa 20/20 growth management plans, is the culmination of two years of work by many dedicated people, both inside and outside the City of Ottawa to create the “people” side to planning our city’s future.

We believe that the Human Services Plan is the first document of its kind in Canada, or elsewhere. So far, we have found no other city that has attempted to link and coordinate the direction of such a broad range of “human services” in one document. The Human Services Plan speaks to one shared vision, through five strategic directions, to create a city in the year 2020 that is vibrant, safe, healthy, inclusive, equitable, and prosperous. A city that puts priority on its people.

This is the final version of the Human Services Plan as approved on April 23, 2003 by City Council. True to its call for collaboration, innovation, and partnerships; the staff of People Services, Emergency and Protective Services, Ottawa Public Library and the Ottawa Police Services have all contributed greatly to this final version.

We also extend our thanks to many others who have helped create the Human Services Plan:

- The many dedicated citizens of Ottawa who took the time to attend the public consultations and who contributed through the website, on-line chats, Ottawa 20/20 public forums and with written submissions.
- Dick Stewart, the former General Manager of People Services who planted the initial “people first” seeds and to Jocelyne St Jean, our current General Manager, who helped cultivate and nurture this final product.
- The Social Planning Council of Ottawa for its excellent work, and the Metropolis Project within the department of Citizenship and Immigration Canada.

What will Ottawa look like in the year 2020? It remains to be seen. However, with the Human Services and other growth management plans as our guide, we can work together to ensure that Ottawa will be responsible and responsive, caring and inclusive, rich in heritage and unique in identity, green and environmentally sensitive, distinct, liveable and innovative.



## Table of Contents

<b>FOREWORD</b> .....	<b>1</b>
<b>PROLOGUE</b> .....	<b>1</b>
<b>20/20 Growth Planning</b> .....	<b>1</b>
The Guiding Principles .....	1
A Responsible and Responsive City .....	2
A Caring and Inclusive City.....	2
A Creative City Rich in Heritage, Unique in Identity .....	2
A Green and Environmentally Sensitive City .....	3
A City of Distinct, Liveable Communities .....	3
An Innovative City Where Prosperity is Shared Among All .....	3
A Healthy and Active City.....	4
<b>Growth Challenges</b> .....	<b>4</b>
<b>Ottawa's Growth Management Plans</b> .....	<b>5</b>
<b>Approval of the Growth Management Plans</b> .....	<b>6</b>
<b>SECTION 1 – INTRODUCTION</b> .....	<b>7</b>
<b>From Managing Land Use to Citizen Empowerment</b> .....	<b>7</b>
<b>Structure of the Human Services Plan</b> .....	<b>7</b>
<b>Supporting Plans</b> .....	<b>8</b>
<b>How the 20/20 Growth Principles are reflected in the Human Services Plan</b> .....	<b>8</b>
Responsible and Responsive City .....	9
A Caring and Inclusive City .....	9
A Creative City, Rich in Heritage, Unique in Identity.....	9
A Green and Environmentally-Sensitive City.....	10
A City of Distinct, Liveable Communities .....	10
An Innovative City Where Prosperity Is Shared Among All .....	10
A Healthy and Active City.....	10
<b>Services in Both Official Languages</b> .....	<b>11</b>
<b>Quality of Life</b> .....	<b>11</b>
Sustainability .....	12
Financial Sustainability of Services and Programs .....	12
Innovation and Creativity .....	13
Collaboration .....	15
Consultation on the Human Services Plan .....	17
Interpretation of the Human Services Plan .....	17
The Human Services Plan Opportunity .....	17

<b>SECTION 2 – STRATEGIC DIRECTIONS.....</b>	<b>19</b>
<b>Strategic Direction 1: Diversity and Inclusion.....</b>	<b>20</b>
Immigrants, Refugees, Visible and Ethnic Minorities .....	21
Persons with Disabilities .....	22
Achieving Diversity and Inclusion.....	23
Policy Statement: Diversity.....	24
Actions: .....	24
Policy Statement: Disability.....	25
Actions: .....	25
<b>Strategic Direction 2: Access to the Basics.....</b>	<b>26</b>
Including All Citizens in Community Life.....	26
Reducing Poverty and Increasing Self-sufficiency .....	26
Income Distribution in Ottawa.....	27
Affordable Housing in Ottawa .....	28
A Children’s Agenda.....	29
Aboriginal Population .....	30
Women .....	31
Residents Who Are Gay, Lesbian, Bisexual and Transgendered (GLBT) .....	31
Achieving Access.....	32
Policy Statement: Poverty Reduction and Increasing Self-Sufficiency.....	33
Actions: .....	33
Actions: .....	34
Policy Statement: Aboriginal Population .....	35
Actions: .....	35
<b>Strategic Direction 3: Safe and Healthy Communities .....</b>	<b>36</b>
Rural, Urban and Suburban Communities .....	37
The Components of a Safe and Healthy Community .....	37
Facilities and Services.....	37
Feeling Safe and Being Healthy .....	39
Recreation .....	39
Arts and Heritage .....	40
Libraries .....	40
Partnerships.....	41
Involving Everyone .....	41
Policy Statement: Partnerships.....	41
Actions: .....	41
Policy Statement: Communities .....	42
Actions: .....	42
Policy Statement: Community Places and Spaces.....	43
Actions: .....	43
<b>Strategic Direction 4: Focus on Prevention.....</b>	<b>44</b>
Emergency and Protective Services .....	45
Police Services .....	46
Recreation .....	46
Public Health.....	47
Seniors.....	48
Early Childhood and Families.....	50

Youth .....	51
Homelessness.....	51
Policy Statement: Prevention.....	52
Actions:.....	52
<b>Direction 5: A Working City.....</b>	<b>54</b>
Employment: Shared Prosperity .....	54
Building Human Capital .....	54
Work and Poverty .....	55
Work and the Community.....	57
Rural Communities .....	57
Safety in the City .....	57
Caring for Children.....	58
A Healthy and Active Workforce .....	59
Life-long Learning .....	59
The Arts in a Working City.....	61
Technology in the Working City .....	61
Policy Statement: Employment and Lifelong Learning .....	62
Actions:.....	62
<b>SECTION 3 – IMPLEMENTATION .....</b>	<b>65</b>
<b>Collaborative Community Building .....</b>	<b>65</b>
Community Consultation .....	65
Community Assessments and Community Design Plans .....	66
Formal Corporate Approval Processes .....	66
<b>Innovation and Creativity .....</b>	<b>67</b>
Research, Measurement, and Analysis.....	67
Growing Networks.....	67
Sustainable Growth.....	68
Revenue and Funding .....	68
Flexible Service Delivery.....	68
Public, Private and Voluntary Sector Partnerships .....	68
Corporate Business and Planning Cycle .....	69
Annual Budgets and the Long-Range Financial Plan .....	69
Link with the Financial Planning Process:.....	69
Link with the Annual Budget Process.....	69
Priority Actions.....	70
Communication Strategy .....	70
Policy Implementation .....	70
Provincial Policy Statements .....	71
Links to the Official Plan .....	71
Capital Works Program.....	71
Increased Height and Density Provision By-law .....	72
Community Design Plan Areas.....	72
Conveyance of Land for Park Purposes .....	72
Links to the Arts and Heritage Plan .....	73
Links to the Economic Strategy / Talent Plan.....	73
Monitoring, Measuring and Evaluating Performance .....	73

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# The Human Services Plan

*for the City of Ottawa*



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Corporate Report Card .....	73
<b>Human Services Accountabilities.....</b>	<b>74</b>
Revisions to the Plan .....	74
<b>APPENDIX II – HUMAN SERVICES PLAN PRIORITY ACTIONS 1 TO 11 .....</b>	<b>85</b>

## Prologue

### 20/20 Growth Planning

**I**n early 2001, the newly amalgamated City of Ottawa launched an innovative “smart growth” planning process, aimed at protecting and enhancing Ottawa’s competitive advantages by managing the nature and quality of growth in the City. Smart Growth aims to build a community that fosters economic growth and protects quality of life; a community that offers residents services they need and choices on where and how to live.

Ottawa 20/20 set out to engage citizens, urban experts, and community and business stakeholders in creating a vision of the City’s future. Contributors to the smart growth process expressed a common understanding – Ottawa had attracted the remarkable talents that fueled its growth in large part because the City is an exceptionally good place to live. Inspired by that realization, Ottawa 20/20 put forward a strategy for continued advancement whereby the City would grow by sustaining and enhancing its unique quality of life and place.

Together citizens and experts took on the task of building a vision, targeting planning objectives to enhance Ottawa’s best features, and shaping the kind of city people want to live in over the next 20 years.

### The Guiding Principles

Following on the success of the Smart Growth Summit in June 2001, the City of Ottawa conducted a series of public consultations designed to help establish the principles that would guide the City's growth. The Charting a Course consultations produced seven guiding principles that were endorsed by City Council in June 2002 and have become the framework of the Ottawa 20/20 initiative. These principles have guided the preparation of all five growth management plans within the City of Ottawa and will also guide the municipality's day-to-day decision-making for the next 20 years.

The seven principles and accompanying objectives are all equally important and must be balanced when making decisions. Social, environmental and economic issues must be kept in balance to achieve a liveable, prosperous city. The goal is one of sustainable development: to accommodate growth and change without undermining the environmental or social systems on which we depend.

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## A Responsible and Responsive City

- **Accountability** – The City demonstrates leadership by following through and sticking to its decisions and by conducting on-going strategic monitoring and making appropriate adjustments.
- **Fiscal Responsibility** – The City does not spend more than it can afford. It looks for innovative ways to fund and deliver services and makes efficient use of its infrastructure and resources.
- **Conduct an Open and Participatory Process** – The City conducts business in a broad and open way that makes it easy for everyone to participate and collaborate.
- **Partnerships** – The City works with other levels of government, the private sector and community-based organizations to achieve objectives.
- **Public Awareness** – The City educates the public about important issues in order to raise awareness and understanding to enable the public to make knowledgeable choices.

## A Caring and Inclusive City

- **Personal Safety and Security** – All people feel safe in their homes and communities.
- **Access to the Basics** – All people have access to adequate income, food, clothing, housing, transportation, health services and recreation.
- **Citizen Engagement** – Everyone has the opportunity to fully participate in the life of their community.
- **Diversity** – The people of Ottawa respect and celebrate cultural and social diversity, and have access to services that are responsive to special and differing needs.
- **Seniors** – Seniors have access to community services that respond to their needs.

## A Creative City Rich in Heritage, Unique in Identity

- **A Proud City** – The people of Ottawa are proud of their city and treasure its identity as a wonderful place to live.
- **A Capital City** – We cherish the city’s amenities, recognizing that as Canada’s capital city, we have a rich variety of things to do. Being the nation’s capital brings us tourists, gives us the national cultural perspective and a window to the world.
- **Vibrant Local Arts and Heritage** – Local arts and heritage give us community vitality; a path to creativity and innovation; and a sense of who we are.
- **Culture in Every Community** – Culture is present in every community through libraries, local museums and archives, the preservation of our heritage buildings, opportunities for artistic expression, and places that present and connect local arts to people.
- **Distinct Rural Countryside** – Ottawa’s rural areas are distinct from the urban areas – its rural landscapes, villages and heritage are valued by all.

## A Green and Environmentally Sensitive City

- **A Green City** – Ottawa preserves natural habitats and has a network of green spaces. Trees are an important way of maintaining environmental integrity.
- **Development in Harmony with the Environment** – Using land wisely, development builds within the current urban boundary and avoids outward sprawl.
- **A Focus on Walking, Cycling and Transit** – Ottawa implements policies that favour walking, cycling and public transit over the use of private motor vehicles, thereby facilitating the use of modes of transportation that are socially accessible, environmentally healthy and economically feasible.
- **Clean Air, Water and Earth** – All people work to improve the quality of the natural environment; limit noise and light pollution; and protect natural resources and agricultural lands.

## A City of Distinct, Liveable Communities

- **A Sense of Community** – All communities look right and feel right. They have an identity that defines them and fosters pride and belonging among residents.
- **Complete Communities** – Ottawa’s communities have a variety of housing choices, employment, parks and a wide range of services and facilities accessible by walking, cycling and transit.
- **Easy Mobility** – Communities are easy to get around and barrier-free for the disabled. There are wide sidewalks and recreational pathways; there is frequent, accessible transit service.
- **Beauty** – Ottawa’s communities are pleasing to the eye. They are interesting, clean, and benefit from an abundance of trees.

## An Innovative City Where Prosperity is Shared Among All

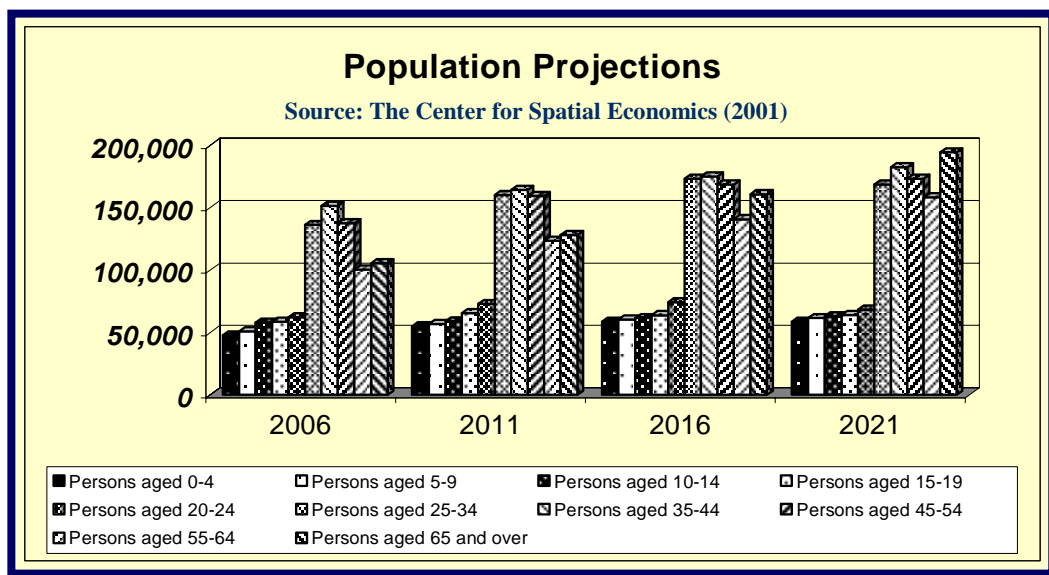
- **Strong Export-based Economic Generators** – Ottawa develops and supports local innovators to create a critical mass of knowledge and experience that attracts venture capital, more talent, and spins off new companies.
- **Strong Local Business** – Ottawa’s local businesses thrive in an environment that provides opportunities for entrepreneurship, tourism and commerce.
- **Strong Rural Economy** – All people recognize and support the special role of agriculture, rural businesses and tourism in our economy.
- **Connecting People to Opportunities** – Citizens have access to quality training, information, education and community services that provide support to overcome barriers; increase employment; reduce poverty; and create opportunities to participate in the community.
- **Connecting Businesses to a Skilled Workforce** – Ottawa’s skilled workforce attracts businesses to our city that in turn provide quality jobs.

## A Healthy and Active City

- **Recreation and Sport** – Citizens have the opportunity to participate in a broad range of recreational pursuits, personal fitness and sport activities.
- **Community Facilities** – Recreation, arts and heritage facilities are provided to meet both local and citywide needs.
- **Accessibility** – Citizens have access to affordable and barrier-free facilities, programs and services.
- **Health Protection and Promotion** – Citizens have access to community based social and health promotion services.

## Growth Challenges

In recent years, the Ottawa region has become a front-runner in growth and change with a diversifying economy, prominence in global markets, new opportunities, and an influx of capital and talent. In 2000, the region attracted an astounding \$1.3 billion in direct venture capital investment, according to the Ottawa Centre for Research and Innovation (OCRI). A new and exciting player – the high technology sector – had become a major new employer. More recently, the federal government entered a period of expanded hiring, with both of these major employers needing to draw from a highly skilled and educated workforce. Ottawa’s population has grown by 40% in just 20 years. All projections for the future forecast even more rapid population growth ahead, see Populations Projections table below. Specific trends include the aging of the baby boomer population and, in specific city areas, the dramatic growth of the youth population (see Appendix I Map 1: Youth Population Projections). In addition, statistics point to increased immigration and population growth for the city.



Rapid population growth, however, could bring with it a number of challenges: overloaded infrastructure; urban sprawl; diluted tax revenues; congested roadways, an acute shortage of affordable housing, changes in the labour market, increasing health care requirement and unequal access to the new prosperity. The realities of skyrocketing infrastructure costs, limited revenues, a swelling portfolio of downloaded responsibilities, and the escalating distress of the region's less advantaged population could jeopardize the basic sustainability of Ottawa's growth. Left unaddressed, any one of these problems could pose a barrier to the City's future prosperity. Together, they could present a serious threat to the high standards of liveability and quality-of-place which had originally attracted knowledge-economy growth to the region.

## Ottawa's Growth Management Plans

Through the process of the smart growth summit and the subsequent consultations, it was recognized that, while the Official Plan is an important planning document dealing primarily with land use, other planning documents were needed to ensure that the shared vision presented of Ottawa in 2020 is achieved. Hence, a series of complementary growth plans were identified.

There are five growth management plans to be completed by the spring of 2003. Together, the five plans comprise a comprehensive blueprint for the future of Ottawa. The five plans complement each other and will work together towards the same goals. In addition to the Human Services Plan, the City's other growth management plans are:

- **Official Plan** – Provides a vision of the future growth of the city and a policy framework to guide its physical development. It focuses on the land use, community design, transportation and infrastructure policies necessary to direct the physical development of the city.
- **Arts and Heritage Plan** – Champions culture and creativity. This Plan identifies new initiatives and actions in areas such as access to cultural opportunities, public art, heritage preservation, cultural facilities development and tourism.
- **Economic Strategy** – Includes plans for key Ottawa business markets: the export sector, the local market and the rural sector. It also includes a workforce development plan referred to as the Talent Plan.
- **Environmental Strategy** – Addresses the need to protect and strengthen local ecological features and processes, and to reduce the city's environmental impact at the global level.

The strategic directions, policy statements, and actions presented in the Human Services Plan were developed through consultation with citizens and community organizations, discussions at community forums, staff input, as well as roundtable consultations with representatives from other municipalities. The City of Ottawa welcomes and encourages continued input in the process and recognizes that citizens and

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community organizations have an important role to play in the refinement and implementation of the strategic directions set out in this plan.

## Approval of the Growth Management Plans

All the plans lay out the guiding principles, strategic directions and related policies that will be followed by the City over time. The strategic directions are typically linked to proposed actions and those in turn will be used to guide annual work plans for the affected City departments. (While the growth management and supporting plans may indicate or point to work plans, they will not contain complete work plans.)

Approval of a plan denotes “approval in principle”. This means that when Council approves a growth management plan, it endorses the strategic direction and related policies of the plans. This does not commit Council to a specific plan of action, nor to proceed with all of the undertakings laid out in the plans immediately. Specific actions that flow from the plans must be approved on an individual basis by Council, and will be subject to budgeting and program availability. Moreover, it is important to realize (and to communicate to the public) that many of the commitments made in the growth management and supporting plans can only be implemented with the co-operation of a wide variety of stakeholders outside the municipal administration. This includes:

- The provincial and federal governments as well as the City of Gatineau, and the provinces of Quebec and Ontario on issues related to transportation infrastructure, management of natural resources, a variety of social programs, economic development, environmental management and more;
- The private sector, e.g. in building and managing facilities and services;
- Agencies such as Conservation Authorities, school boards and non-profit and co-operative housing associations that contribute to the quality of life in Ottawa; and
- Individuals and community groups that help define public issues and provide services and solutions.

In other words, plan commitments should not be interpreted as necessarily being specifically or solely the responsibility of the City to provide, finance or otherwise implement.

## Section 1 – Introduction

*“Sustainable development balances the need for conservation, protection and enhancement of the natural environment and human health with the need for economic and social development and growth.”*

Ottawa 20/20 – The Next Step  
Public Feedback, May 2002

### From Managing Land Use to Citizen Empowerment

Like all distinctive cities, Ottawa succeeds by being a place where people find a unique quality of life. From its open and accessible bikeways, waterways and parklands to its committed networks of social support, Ottawa enjoys international recognition as a city where people come first. Ottawa 20/20 targets this high regard for the value of all people as one of the City’s most attractive and liveable qualities – a characteristic that must be sustained in the future. While smart growth planning in other North American centres has tended to focus primarily on land-use issues such as transportation, density, conservation and revitalization, Ottawa 20/20 called on the residents to look beyond material structures to the supports that influence the lives of its people. In addition to its role in framing the City’s Official Plan for land use, Ottawa 20/20 calls for the application of sustainability principles, community collaboration, innovation and creativity to achieve the City’s human goals.

The Human Services Plan is the people component of the Ottawa 20/20 sustainable growth planning process. The Plan identifies priorities, strategies and investment in such areas as: community funding, recreation, arts, heritage, libraries, employment and financial assistance, public health, long-term care, childcare, affordable housing, police, emergency and protective services. While its goal of maximizing investments in people to ensure a high quality of life may seem familiar, Ottawa’s new Human Services Plan introduces concepts and directions tied to sustainability, innovation, creativity, and collaboration to create an exciting vision and plan to ensure that this goal is reached for Ottawa in 2020.

### Structure of the Human Services Plan

The Human Services Plan is organized into three chapters which move from long-term Strategic Directions to implementation measures.

- **Chapter I** (introduction) lays out the over-arching objective of the Human Services Plan which is to maintain and improve quality of life for the citizens of Ottawa. Chapter I also introduces key concepts required for the delivery of human services: innovation and creativity, collaboration, and sustainability.
- **Chapter II** presents the long-term strategic directions followed by recommended policy statements to be adopted by the City. Also included is a list of actions the City can take that support its strategic directions. Actions identified as priorities for the next 12 to 24 months appear in Appendix II in greater detail. This chapter includes five strategic directions: Diversity and Inclusion, Access to Basics, Safe and Healthy Neighbourhoods, Focus on Prevention, and A Working City.
- **Chapter III** describes specific issues related to implementation and interpretation of the Plan, including the monitoring framework.

## Supporting Plans

It is also important to recognize that the Human Services Plan draws on a number of supporting plans. A full list can be found in the Implementation Section; however, the three main supporting plans are: the Affordable Housing Strategy, the Community Infrastructure Plan, and the Talent Plan.

**Affordable Housing Strategy:** The City’s Affordable Housing Strategy addresses the key issues of increasing the supply of affordable housing and maintaining and protecting the existing affordable housing stock. A cornerstone of the strategy is the Action Ottawa Initiative. Through this initiative, housing developers are offered municipal resources in exchange for providing long-term affordable housing.

**Community Infrastructure Plan:** This plan establishes the facility requirements for the delivery of community programs and services. This plan will identify implementation strategies that will ensure optimal and innovative use of available resources for the provision of human services facilities.

**Talent Plan:** This plan details Ottawa’s strategy to improve the match between the skills of the workforce and the needs of employers. It will take advantage of workforce opportunities and overcome workforce challenges from both the employees’ and employers’ perspectives. This plan is a component of the City’s Economic Strategy.

## How the 20/20 Growth Principles are reflected in the Human Services Plan

Each of the five growth management plans addresses the seven guiding principles from its unique perspective. The Human Services Plan addresses the principles from a quality of life perspective. The following examples illustrate how the Human Services Plan responds to each principle.

## Responsible and Responsive City

- A commitment to collaborative community building recognizes citizens are in the best position to define their own needs and priorities.
- Partnerships are identified as fundamental to sustainable growth – partnerships with the private, public and voluntary sectors, with school boards, colleges and universities.
- An emergency preparedness plan enhances the City’s capacity to respond to large-scale emergencies.
- The adoption of universal design features in planning for housing, City and community buildings, parks and neighbourhoods makes barrier free access a way of life.
- Emerging tools offer new possibilities for monitoring progress on increasing social and economic inclusion among an increasingly diverse population.

## A Caring and Inclusive City

- Housing policy supports actions to increase and maintain the supply of affordable housing stock and ensure a continuum of housing and housing support services for all citizens.
- Diversity policy takes a proactive approach, adopting a leadership role by reflecting diversity in the City’s workforce and providing support for inclusion of diverse communities.
- An approach addressing the emerging needs of our growing population of seniors promotes successful aging through healthy, independent living.
- Access to the basics looks to sustainable ways to reduce poverty, increase people’s self-sufficiency and preserve, maintain and grow assets and services that link individuals to a healthy and active lifestyle.
- Shifting discretionary resources from programs and services focused on intervention to programs focused on prevention promotes a safe and secure community and reduces social costs in the long term.
- A children’s agenda helps to ensure that all children have an equal start in life.

## A Creative City, Rich in Heritage, Unique in Identity

- Increasing municipal investment for arts and heritage facilities recognizes the contribution culture makes to a vibrant, liveable city.
- A focus on community spaces and places creates community identity by calling for design that blends with the community and is attractive and inviting. It supports maintaining current, and creating new, meeting spaces, both formal and informal, indoors and outdoors.
- Promoting work in the new media sector and developing initiatives that support a living wage for artists helps attract dynamic and creative people to the city.

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## A Green and Environmentally-Sensitive City

- Open space and park linkages encourage residents to use alternate modes of travel and promote physical activity, improvement of air quality and the inclusion of greenspace in our communities.

## A City of Distinct, Liveable Communities

- Community design plans help create “complete communities”.
- Communities are considered “complete” if they enjoy viable public meeting spaces, a distinctive neighbourhood resource, recreation opportunities, a mix of housing, availability of greenspace, a sense of personal safety, adequate support for social networks, and preparedness plans for emergencies.
- A commitment to working collaboratively with communities of identity and interest recognizes the importance of working with social networks to strengthen the community.

## An Innovative City Where Prosperity Is Shared Among All

- Integrating newcomers and foreign-trained professionals into the local economy recognizes the importance of having a job to citizens’ sense of belonging and the importance of a highly-trained workforce to a strong local economy.
- Increasing municipal investment in employment support and job retention programs helps city residents increase their level of self-sufficiency by maximizing their employment and earning potential.
- The promotion of literacy, love of reading and access to new information technology through our library systems helps create a literate and learning society.
- Stabilizing and enhancing the local system of child care and after-school programs addresses the changing needs of families.

## A Healthy and Active City

- A physical activity strategy aims to achieve a participation rate among city residents sufficient to support their physical health.
- A focus on prevention and public education promotes public health and safety.
- A traffic and safety plan, developed collaboratively across departments, aims to reduce injury and death.
- Benefits of recreation and arts programs are recognized through fee subsidy policies and youth leadership development programs.

## Services in Both Official Languages

Human services are provided in both official languages to citizens across the city. Promotional materials, signage, information brochures are all available in French and English. Access through technology (internet) is also available in both official languages. Senior Management serves as the champion of this critical aspect of service delivery.

## Quality of Life

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*Quality of Life is the product of the interplay among social, health, economic and environmental conditions which affect human and social development.*

**Ontario Social Development Council, 1999**

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Quality of life is a concept which, in essence, speaks to the level of satisfaction felt by individuals and/or groups. Quality of life is about the gap between the hopes/expectations of people and the lived reality of their daily experience. The Human Services Plan aims to narrow this gap for all citizens of the City of Ottawa. By focusing on the quality of life the Human Services Plan broadens traditional methods of measuring success. Quality of life examines not only the objective, but also the subjective lived experience of people. Typical quality of life measures include: community affordability, quality of employment, quality of housing, community health, community safety, community stress, community participation, and population resources (Federation of Canadian Municipalities, Quality of Life report card).

The concept of quality of life, as applied to the urban environment, concerns the living environment and questions of accessibility to services, facilities and amenities. Proximity to these is a key factor in improving living conditions. Quality of life involves economic vitality and social equity – for example, the quality and affordability of housing and the availability of employment opportunities. It also relates to the natural environment in urban spaces. Factors such as air, water and soil quality, and the amount of green space available all affect quality of life. Other aspects to consider in identifying quality of life that have been suggested include esthetic value, satisfaction with one's home and the democratic processes of local political authorities.

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The Human Services Plan recommends that, in order to maintain and enhance quality of life in Ottawa now and toward the year 2020, particular attention needs to be given to three key concepts that each play an important role in building quality of life. All future decisions made in the realm of human services need to take the following three key considerations into account:

- Sustainability
- Innovation/creativity
- Collaboration

## Sustainability

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*“Human development and the achievement of human potential require a form of economic activity that is socially and environmentally sustainable in this and future generations.”*

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### Canadian Public Health Association

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The essence of sustainability is the drive to achieve and maintain a high quality of life both now and in the future. In the context of human services planning, the goal is to provide better access to the basics of a healthy, fulfilling life, to enhance the networks that build communities and neighbourhoods, and to ensure that initiatives are sustainable over time. Sustainable growth is essential to achieving our vision of **A Responsible and Responsive City**, a principle of Ottawa 20/20.

Sustainability is balance – the balance between human needs and the ability of the natural and economic environments to support them.

Positive change will not come without risks and tradeoffs. Inevitably, capturing the benefits of sustainable investment will mean revisiting the decisions of an earlier era, and making new kinds of decisions. Maximizing the use of existing resources and investments offer opportunities to empower change with nominal increases in cost. In practical terms, the Human Services Plan calls for the transformation of the City’s services to a fully sustainable model that will be realized in stages – stages tied to action plans of achievable milestones.

### Financial Sustainability of Services and Programs

To meet the financial challenges of growth, the City of Ottawa is prepared to undertake new ways of doing business. One such approach is to aggressively pursue increased funding. City Council has proposed several recommendations to close the capital funding gap including: increased development charges, allocation of a portion of assessment growth to the capital program and exploring Public/Private

Partnerships. Other approaches proposed within the Human Services Plan include advocating a definition of “infrastructure” that includes human services and the facilities which house them, and negotiating with other levels of government for more equitable funding arrangements and allocation of responsibilities.

City Council has adopted motions that put development on a strict pay-as-you-grow footing. Proposed new measures include splitting the City tax rate into two new rates—capital and operating. Additional proposals include restricting long-term debt financing, establishing standards for fees and rates of programs and services, incorporating future operating costs into project capital budgets and identifying the true lifecycle replacement costs of City assets.

Another sustainable approach involves the use of flexible service delivery models that direct appropriate levels of support to those who need them most. Multiple service delivery models can quickly target and deliver appropriate services to specific communities. Clearly, if Ottawa is to offer sustainable services, a one-size-fits-all model will not work.

The development of Public, Private and Voluntary Sector Partnerships are also key to sustainability. Partnerships drawing on the strengths of both the public and private sectors are winning recognition as increasingly legitimate tools for public policy. Beyond leveraging returns from the efficiencies and innovations of private enterprise, public-private partnerships can provide capital to finance government programs and projects of a commercial nature, freeing public funds for core programs. The City must also continue to strengthen its relationship with the voluntary sector which has a long history of providing high quality services to the community in partnership with the City.

Through innovative strategies such as “pay as you grow”, flexible delivery models, pursuing other sources or distributions of revenue, and partnerships, the City of Ottawa is taking action to ensure the sustainability of the decisions it makes.

## Innovation and Creativity

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*“In the new economy, regions develop advantage based on their ability to quickly mobilize the best people, resources and capabilities required to turn innovations into new business ideas and products.”*

**Richard Florida**  
**Smart Growth Summit 2001**

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Innovation thrives when organizations develop structures to support creativity, welcome input and dialogue, and reward results. Change is frequently driven by voices outside organizations. The City’s close relationship with its communities is a resource that can drive change within the organization. Innovation

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occurs when knowledge crosses the boundaries of specialized disciplines to inform new areas of collaboration and inquiry.

As a partner in a community focused on the creative use of knowledge, the City of Ottawa is developing a strong internal culture of innovation. The City will seek opportunities for structural innovation, taking advantage of its experience in flexible service delivery, multiple service delivery models, community collaboration and engaging business and community partners. To enhance its focus on best practices the City will expand the role of measurement and research in every area of service delivery.

Citizens look to the City to manage costs closely, to build Ottawa's financial security in the face of rising infrastructure costs and inadequate provincial and federal support. The need to meet a wide range of needs across a vast geography compels the City to become an innovator. Research and measurement identify the most effective service options, target best practices, isolate problems and help implement new cost-effective service delivery approaches. Local university partners and planning bodies are outstanding resources that can help the City develop and adapt appropriate measurement tools for a spectrum of services and service delivery models.

In an era of ever-widening global choices, cities thrive by promoting the cultural and lifestyle options that attract knowledge workers and build a creative climate for entrepreneurs. In this area, Ottawa leads the way. First, the City welcomes diversity because diversity of people leads to creativity. Second, because arts, heritage and culture are intimately bound to Ottawa's vibrancy, the City actively plays a range of development, promotional and partnership roles in these areas. For example, Ottawa's outstanding cultural festivals have gone a long way to establish the City's reputation as a cultural centre. Lastly, the Arts and Heritage Plan proposes the creation of spaces and places where artists can work, live and create art.

Networks are the emerging organizational models of the new millennium. Networks drive down transaction costs, and open channels to public engagement. Ottawa's networking expertise positions the City to lead in the development of creative networked service delivery models for communities and neighbourhoods. Network technology is emerging as a fundamental component in the City's organizational culture. Creative e-government and e-service solutions to improve access, cut transaction costs and address structural deficits are key to achieving sustainable service improvements and efficient structural reform. The Broadband Plan (a supporting plan of the Economic Strategy) and the Human Services Plan consider ways to ensure access to network technology for all citizens, including those on low-income (for example, through Sm@rt Sites) and residents of rural communities.

## Collaboration

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*“We should be reinvesting in the idea of a dense and socially diverse City...focusing communities around lively neighbourhoods.”*

**Richard Rogers**

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The new Ottawa is above all a community of communities. The amalgamated City is made up of many smaller communities, each defined variously by **geography, identity and common interest**. Consequently, the theme of community building needs to be central to long-term planning and development.

The City of Ottawa’s Human Services Plan is an open invitation to partnership—recognizing that sustainable stewardship of our community’s human and social resources relies on many hands consistently working together to achieve the same goals.

Communities are social entities that require fundamental components in order to coalesce and play a vigorous role in their own development. Human services play a key role in developing community strengths and building structures that allow people to play a real part in shaping their own futures. Communication is a critical element of effective public planning. Ottawa Police Services, Emergency and Protective Services Department, People Services Department, and the Ottawa Public Library wish to expand on their extensive history of public engagement. Community collaboration requires consideration of a range of communication channels and methods of engagement.

Some tools that will be used to shape growth in local communities are community design plans and community-based assessments. These tools will enable communities to shape their own growth. The City will provide expertise to speed the development of these tools and their use by communities. The community design plan process will utilize a web site for the coordination and exchange of information, detailing planning in various communities and facilitating an exchange of information about neighbourhood-level actions.

A commitment to working collaboratively with communities of identity and interest recognizes the importance of working with social networks connecting these communities to achieve community directed planning and growth.

The potential of a particular neighbourhood community to come together and play an active part in determining its future is determined by the adequacy of a basic inventory of facilities and services – adequacy that adds up to the makings of a complete community. For the purposes of the Human Services

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Plan, *complete communities* are defined as communities that have: viable public meeting places, a distinctive neighbourhood resource, a mix of housing, recreational opportunities, availability of greenspace, a sense of personal safety, adequate support for social networks, and preparedness plans for emergencies. Many neighbourhoods in the City will meet most of the requirements for completeness and for these communities, a modest investment can be expected to have a major impact. Some communities will require more substantial investments to achieve basic levels of completeness.

The specific purpose of a particular facility or community asset is less important than the role it plays in focusing community interaction. What counts is the ability of people to build social networks together—to socialize, to discuss and solve problems and to take action to address community concerns and achieve social coherence. Therefore, each community does not necessarily require a full complement of the same facilities and programs within its geographic boundaries. Rather, the minimum standard of a complete community, as described above, will be sufficient to create a solid foundation. Citizens will be able to access other opportunities by traveling to other parts of the city, through innovative use of web-based technology and through the carefully considered, sustainable and timely enrichment of their basic programs and facilities.

Among Ottawa’s various communities, degrees of ‘completeness’ vary widely. Some communities enjoy a high degree of social cohesion, coupled with functional private and public facilities. At the opposite extreme, some communities may seriously lack social cohesion, have minimal public or private facilities and demonstrate a high requirement for human services support. To increase the capability of communities to participate in ground-floor community planning, the City needs to direct community development investment to communities and neighbourhoods with the greatest demonstrated need. The basic infrastructure to build social networks must be in place before any kind of change can take place.

Appropriate information channels and increased community engagement and consultation will enable people throughout an increasingly diverse City to understand what services are available and how they can help shape service delivery approaches which work for their communities. The City is committed to working with community partners. Forging new and stronger links with community partners to drive the system will allow both the City and communities to share the responsibility for shaping and delivering programs and services, and monitoring their effectiveness.

## Consultation on the Human Services Plan

In addition to a series of joint consultations undertaken with all growth management plans (Ottawa 20/20), the Human Services Plan also undertook a number of specific consultations including:

- Social Planning Council Community Forum (June 2002)
- Roundtable on Diversity (September 2002)
- HSP consultations sessions (January-February 2003)
  - Rural
  - Suburban
  - Residents with disabilities
  - Families
  - Aboriginal population
  - Urban
  - Low income residents
  - Residents from diverse cultures
  - Seniors
- HSP participation in the Collaborative Community Building Workshop (February 8, 2003)

Written submissions and website feedback were also considered in the drafting of the Human Services Plan. Some of the main themes emerging through the consultations included affordable and efficient transportation; affordable housing; schools as community hubs; and mechanisms for community input to determine local priorities.

## Interpretation of the Human Services Plan

The use of the word “will” in this Plan indicates a commitment to action on the part of the City but should not be construed as a commitment to proceed with all of these undertakings immediately. These commitments will be undertaken in a phased manner, as determined by Council, and subject to budgeting and program availability.

## The Human Services Plan Opportunity

In keeping with the City’s innovative character, Ottawa’s citizens have made an link between their own quality of life and the ability of the City to deliver effective community services, support society at the community level, and share prosperity with all residents. Ottawa’s Human Services Plan is a first for a Canadian city – a planning tool bringing a flexible, collaborative, innovative, economic perspective to sustainable growth in the arena of the human services.

The City needs to recognize the many strengths in Ottawa – we have some real advantages, and great diversity not only newcomers, but rural, suburban, each of these areas has different strengths and capabilities to build on. Have to look at the strengths of the community, local networks, pull new people in and involve people in that way.

*(Tier II Consultation,  
Beaverbrook Community Centre 2003).*



## Section 2 – Strategic Directions

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*“Lively, diverse, intense cities contain the seeds of their own regeneration, and have energy enough to carry over for problems and needs outside themselves.”*

**Jane Jacobs**

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Most contemporary development plans begin with the idea of great land use design. And while this is clearly important, it is also true that effective human services are equally critical to achieving a high quality of life while moving toward sustainable growth. This plan identifies five major strategic directions for the City of Ottawa to follow as it progresses towards its vision for the year 2020. The strategic directions were chosen based on input from research, public consultation and alignment with the Ottawa 20/20 principles that have been set by Ottawa City Council. Together, they provide a framework to guide and manage the difficult choices ahead. As such, these five directions must be carefully considered whenever a decision affecting human services is made within the City:

- Diversity and Inclusion
- Access to the Basics
- Safe and Healthy Communities
- Focus on Prevention
- A Working City

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## Strategic Direction 1: Diversity and Inclusion

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*“Multiculturalism is a wave of the future, and all the world in the 21st century is going to move towards that. Canada has had the great advantage of thinking about that for the last 30 years, so Canada's leading the pack in that way...”*

**Pico Iyer**

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Diversity is an emerging value for the City of Ottawa. The City and its people have identified an opportunity to build on the City’s diversity by welcoming difference in the City’s citizens, communities and neighbourhoods and by making changes to allow difference to flourish. Diversity flourishes when people of all ethnic backgrounds and identities find economic and social inclusion combined with the opportunity to contribute to the life of the City as a whole. This theme is essential for achieving our vision of **A Caring and Inclusive City, A City Rich in Heritage, Unique in Identity, and A City of Distinct Liveable Communities**, all principles of Ottawa 20/20.

The City of Ottawa has acquired significant experience addressing diversity. For example, the Ottawa Police have been leaders in Canada on diversity issues through vehicles such as the Community Police Action Committee (COMPAC) and this work must be strengthened and continued. Nevertheless, policy has been slow to catch up with the reality of the City’s fast changing ethnic and

cultural makeup. To address this gap, the City must build on its strengths: its long-standing commitments to equity, access, social inclusion and working in partnership with the community. As it has done with other issues in the past, the City must embrace new approaches and take on a leadership role.

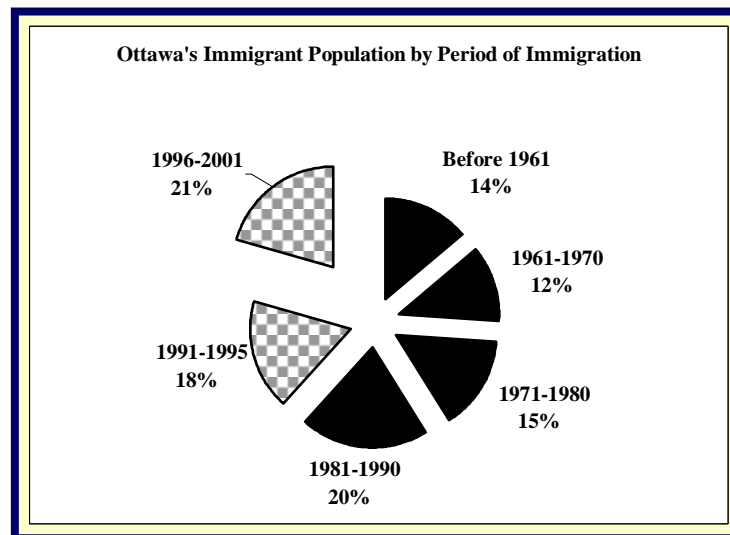
Greater recognition of the changing face of the community, and the need to change program design and delivery in response [to this change].

*(Tier II Consultation,  
Ottawa City Hall 2003).*

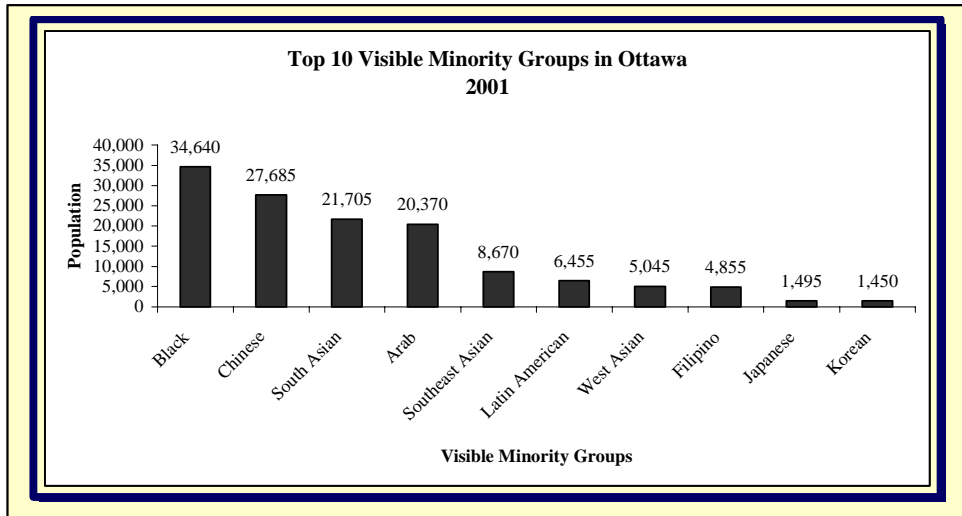
The discussion of this strategic direction focuses on ethnic and cultural diversity and persons with disabilities. However, there is recognition that communities of interest and identity are also a growing factor in the Ottawa mosaic and that a range of approaches is required to take into account the particular needs of rural communities, aboriginal peoples, women, children, youth and seniors, and the gay, lesbian, bisexual and transgendered (GLBT) communities. These needs are discussed further in the sections on Access to the Basics, Safe and Healthy Communities, and A Focus on Prevention.

## Immigrants, Refugees, Visible and Ethnic Minorities

Growing diversity is the foundation of Ottawa's current economic growth. In recent years, more people and cultures than ever have made Ottawa their home, bringing the knowledge and talent to drive economic prosperity along with cultural riches from around the world (see pie chart below). Currently, Ottawa is the second favourite destination after Toronto for immigrants in Ontario. Over 25% of the City's population now speaks a language other than Canada's official languages. With solid projections of historically low birth rates and fierce competition for talent ahead, our City's future growth is premised on making Ottawa the kind of place where people from many backgrounds want to come and where they can expect to enjoy their lives. Social inclusion and access to opportunity build a shared sense of commitment to the City and its future.



Source: Statistics Canada, 2001 Census



Source: Statistics Canada, 2001 Census

According to the 2001 Census data 22% of the total population of Ottawa were immigrants, and 18% were visible minorities (Statistics Canada 2001 Census). Labour force participation rates for Ottawa’s immigrant population remain lower than those for Canadian born residents, highlighting access, social network and information challenges. Members of visible minorities and immigrant and refugee communities look to the City to lead by example through hiring and procurement practices that reflect Ottawa’s new diversity.

### Persons with Disabilities

It is estimated that more than one in five people in Ottawa experiences either permanent or temporary disability during their lives. This will limit their access to opportunities enjoyed by the rest of the population unless steps are taken to ensure their access to facilities, programs, services and employment (see table page 23). This population includes persons with a physical disability, those with a mental or psychiatric disability and those with a learning or developmental disability. As our population ages, and with medical advances, the number of people with one or more disabilities is increasing and consequently the needs of the community will change.

Health Indicators for Disabilities	Moderate or severe functional health problems (vision, hearing, speech, mobility, dexterity, feelings, cognition, memory and pain)		Activity limitation because of a physical condition, mental condition or health problem		Life stress, quite a lot	
	Number	%	Number	%	Number	%
City of Ottawa total	136,686	20.6	158,124	23.8	154,557	25.6
Males	63,188	19.5	69,913	21.5	69,200	23.4
Females	73,498	21.7	88,211	26	85,357	27.6

Statistics Canada, Health Indicators, Canadian Community Health Survey 2000-2001

## Achieving Diversity and Inclusion

The City must provide active support for diversity through strategies which build inclusion, create shared points of contact, and build a shared commitment to the City as a place in common – in other words, a home. Modest strategic investments enable communities to develop their own solutions – solutions that respond directly to local needs and make the most of local strengths and opportunities. The City is committed to working collaboratively with neighbourhoods and communities.

It is also essential that the City remove the barriers that prevent inclusion and participation, thereby making access a way of life. One measure of success in this area is the level of accessibility for disabled persons. For example, emergency response services delivery models for police, firefighters and paramedics reflect the needs of the disabled community through measures such as specialized team services and training. Barriers to employment, housing, home care, recreation, health care and social services deny participation of disabled people. Access to employment fosters a much-needed feeling of independence and contribution, and reduces poverty, social exclusion and isolation. A diverse and inclusive Ottawa takes pride in building access into every dimension of the City’s life.

The communication of diversity is also important. One method of communicating diversity is through artistic expression. Support for the artistic voices of Ottawa’s diverse ethnic and cultural communities dramatically improves people’s social confidence and inclusion, and opens a dialogue among the city’s diverse cultures. Neighbourhood and community art plays a vital role in expressing each community’s unique identity.

To address major changes in the demographic makeup of Ottawa, the City is committed to developing an integrated support system for its many diverse communities. It is essential, however, that we track our progress in our efforts to build inclusion. A variety of measurement tools and methodologies exist to

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measure social exclusion and inclusion and monitor the progress of programs. Partnerships with Ottawa’s university researchers, and other partners in the community, can channel expertise and skills to develop assessments that can inform future directions.

## Policy Statement: Diversity

**The City of Ottawa accepts the need to have a proactive approach in addressing the increasing diversity of the people that make up our City. The City recognizes that meeting diversity needs successfully requires effective human services planning and that each part of the City of Ottawa must play an active role in addressing diversity.**

### Actions:

1. Work with communities to develop appropriate delivery models to meet the distinct needs of diverse populations.
2. Strengthen the volunteer network used by the City to provide support to the populations included in this section.
3. Review emerging tools for measuring social and economic exclusion and inclusion. Adopt and implement the appropriate evaluation tools and monitor progress on achieving inclusion.
4. Develop and implement City of Ottawa human resource policies to support diversity by:
  - a) eliminating barriers in the workplace, commonly known as systemic discrimination and developing a work environment that supports equity and diversity;
  - b) demonstrating leadership by better reflecting diversity in the City of Ottawa’s workforce;
  - c) establishing a framework that requires all departments within the City to embrace the spirit of equity and diversity in the development of their policies and programs that impact the delivery of City services, the use of City facilities, grants to external agencies and other outwardly focused activities;
  - d) developing and implementing training on institutional cultural sensitivity; and cultural sensitivity and anti-racism training for staff; and
  - e) encouraging and supporting staff who work towards generating innovative, sensitive and creative ways of responding to diversity.
5. Provide strong support for the inclusion of diverse ethno-cultural and visible minority communities by:
  - a) implementing diversity policies and monitoring measures across departments to demonstrate the City’s commitment to diversity;
  - b) allocating resources to services that address the needs of newcomers and immigrants;
  - c) liaising and partnering with agencies/community groups that address issues of intergenerational conflicts;
  - d) working with immigrant communities to ensure equitable access to, and information on, a range of services, including affordable housing;

- e) implementing an institutional diversity partnerships strategy to second staff from the community to the City and vice versa;
- f) ensuring local library collections respond to community needs;
- g) providing grants that are specifically targeted for visible minority/immigrant/refugee community groups and building the capacity of smaller visible minority/immigrant/refugee groups to compete equitably for funding;
- h) promoting Ottawa's diversity through cultural activities through the City of Ottawa's arts and heritage grants; and
- i) developing Ottawa Police Services strategies to work with diverse communities through vehicles such as Community Police Action Committee (COMPAC), Critical Incident/Critical Situation Teams and outreach recruiting.

### Policy Statement: Disability

**People living with disabilities are often faced with barriers to accessing the basics and in fully participating in community life.**

**The City recognizes that accessible and affordable programs and services, facilities and infra-structure are essential to persons with disabilities to ensure social inclusion and quality of life.**

#### Actions:

- 6. Develop and implement an accessibility plan to address issues relating to equal access to programs and services, facilities and infrastructure with the goal of reducing and eliminating barriers to access.
- 7. Support the disabled community to engage other levels of government, community organizations and citizens in collaborating on issues relating to disability.
- 8. Ensure that the unique housing needs of persons with disabilities are met through affordable and accessible housing options and housing support services.
- 9. Develop a strategy that will identify opportunities for persons with disabilities to participate in the social, cultural and economic life of the community.
- 10. Reduce poverty and increase social inclusion by promoting and supporting opportunities in employment, lifelong learning and recreation and leisure for persons with disabilities.
- 11. Develop community infrastructure that is sensitive to the diverse needs of the disabled community with targeted efforts in the areas of transportation and housing requirements. Include universal design features and barrier-free access when planning for housing, City and community buildings, parks, and neighbourhoods.
- 12. Meet the requirements of the 2002 Ontario Disabilities Act and show leadership in this area by going beyond the minimum requirements of the legislation.

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## Strategic Direction 2: Access to the Basics

*The elements of this Human Services Plan, taken together, represent both magnets and glue. These components are intended to create the highest possible quality of life to attract and retain the best quality talent in the world. But they also build the foundation that helps secure the social glue.... [The] effects [of poverty] can be devastating not only for individuals. Neighbourhoods, cities and even nations are at risk when a large slice of their population is excluded from participating and contributing to the best of their ability.*

**Sherri Torjman**

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The strategic direction, Access to the Basics, includes two key issues: including all citizens in community life and poverty reduction.

### Including All Citizens in Community Life

The first consideration focuses on a wide range of services and programs that all citizens value, and that involve all citizens in community life. Such services include: libraries, parks, emergency and protective services, public health, recreation, heritage and arts programs and facilities. It is recognized that these services are essential to achieving our vision for **A Healthy and Active City, A Green and Environmentally Sensitive City, A Creative City, Rich in Heritage, Unique in Identity, and A City of Distinct Liveable Communities**. These basics are fundamental building blocks of a city where citizens feel safe and secure and have a range of opportunities for participation, physical activity, self-expression and lifelong learning.

The focus here is in linking City services and programs to a population that wishes to be engaged, to maintain health, to be safe, to be physically and intellectually active and to participate in civic life. These assets are held in common by the citizens of Ottawa through their City, accessible for a wide range of people who can decide on their desired level of participation. They are considered vital to our local quality of life. This view of the role of the City continues to be one that is strongly held by residents. The challenges ahead, however, are twofold: to preserve and maintain current assets and services and to meet the demand in a growing community for new assets and services.

### Reducing Poverty and Increasing Self-sufficiency

The second consideration within the direction Access to the Basics is a commitment to poverty reduction and to helping people achieve greater self-sufficiency, with particular attention to affordable housing. This

consideration looks at resources that are needed by people living in poverty such as food, housing, safety, crisis and emergency intervention, and the essential health and social supports program. This aspect explicitly commits the City to the notion of a floor below which none of our citizens should fall. The use of the term “floor” does not refer to a set income level. Rather, it refers to some degree of common consensus that the community will offer help to those who are most vulnerable. Examples are a community standard that it is desirable to offer help to prevent a person who is homeless from freezing on the street, or to help citizens who live in poverty to buy medical or surgical supplies they need but could not otherwise afford. The local level of government has a role in poverty reduction and will remain committed to this role in future years. At the same time, the City will work with other levels of governments to achieve appropriate allocation of responsibilities and adequate funding.

Further, the City is committed to helping citizens increase their self-sufficiency through employment and increased earnings. The resources required to increase citizens’ self-sufficiency – income, employment supports, skills training, transportation and public education – are addressed later in the plan under the strategic direction “A Working City.”

Basics really comes down to: housing, phone, bus pass, child care, job.  
*(Tier II Consultation, Participant, McNabb Community Centre 2003).*

Lastly, the City must be concerned with residents’ ability to access programs. For example, people need to know about the programs, programs must be affordable, barriers to participation must be removed, programs must be designed to meet the needs of a diverse population, and citizens must be actively involved in defining needs and priorities for the City.

These components of Access to the Basics are essential to achieving the vision of **A Caring and Inclusive City**, and **An Innovative City Where Prosperity is Shared by All**, two of the seven principles of Ottawa 20/20.

## Income Distribution in Ottawa

In recent years, the phenomenal growth of Ottawa’s knowledge economy, coupled with an increasingly wage-competitive Federal Government employer, brought real prosperity to many in the City of Ottawa. As early as 1995, Ottawa’s average family income was \$12,624 ahead of the national average. The technology boom of the late 1990’s created significant wealth in our community. But the reality is that prosperity is never distributed equally (see Appendix I Map 2).

Incomes in the City of Ottawa, as elsewhere in Canada, have been rising over the latter part of the previous decade. However, the gap between rich and poor did not narrow despite an increase in national incomes

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and for the very poorest, the gap grew. In 1998, 19 percent of households in Ottawa were low-income. The child poverty rate (children age 0-14) for the City of Ottawa was 19 percent in 1991. By 1996, it had risen to 24.1 percent, compared to a national average of 23.4 percent and a provincial average of 22.1 percent. In 1998, 40.6 percent of sole parent families in the City of Ottawa received social assistance, as did 8.9 percent of two-parent families and 15.9 percent of single persons.

Ottawa's new prosperity did nothing to alleviate the gaps. In fact, particularly for people on low or fixed incomes, Ottawa's new prosperity amplified deprivation and social polarization. The City's overall prosperity drove up the cost of housing, while an influx of new residents drove vacancy rates down to historic lows. Despite income gains at all levels, the gap between Ottawa's richest and poorest grew during this period. For many single parents, Ottawa's rising prosperity served to compound the problems of an already tenuous existence. Child poverty in Ottawa exceeded both the national and provincial average.

The property tax base at the local level of government is not primarily intended to focus on redistribution of income. Redistribution of income is intended to happen at the federal level through a range of income tax-based programs and transfers to the provinces. In reality, cities use property taxes to help meet basic needs and respond to emergencies. Further, cities use these revenues to provide or link people to opportunities to encourage health, creativity, employment and participation of its citizens.

Through the directions and actions included in this plan, together with its senior level of government partners, the City aims to increase equity of opportunity, enable citizens to be self-supporting, provide collective support for those who are unable to support themselves, ensure a social minimum for all residents and strategically enhance the social minimum to create positive outcomes and reduce social costs in the longer term.

## Affordable Housing in Ottawa

The Human Services Plan targets opportunities to protect existing housing, address critical deficits, and create affordable housing solutions.

Affordable housing is defined as housing, either owned or rented, for which a low or moderate income household pays no more than 30% of its gross annual income. Housing stability is a basic need on the continuum to improved economic and social well-being. The lack of affordable housing has many implications for families and communities. High housing costs mean that a family has less money to spend on other necessities such as food, clothing or childcare. Families that do not have access to secure and affordable housing may have to

Affordable housing is the foundation for stabilizing people's lives.

*(Tier II Consultation,  
McNabb Community Center 2003).*

move frequently, interrupting children’s schooling and making it difficult for adults to retain employment. A decent place for a family to live becomes a platform for dignity and self-respect and a base for hope and improvement (National Governors Association 2002). A decent home allows people to take advantage of opportunities in education, health and employment—the foundation for self-sufficiency (National Housing Task Force 1988: 3).

A broad continuum of affordable, appropriate housing options and housing support services contributes to community completeness, and has a defining impact on the social inclusion of individuals and families. Secure housing with access to public transportation and neighbourhood amenities is fundamental to people’s capacity to participate in the life of the City and to achieve self-reliance. Importantly, the security, well-being and identity of children is intimately linked to the security and quality of their parents’ homes. Non-market priced housing is an important community investment that can provide for another option of affordable housing over the long-term.

The City is committed to a range of innovative initiatives aimed at increasing housing security and addressing housing issues across a continuum of needs in all communities.

## **A Children’s Agenda**

There is a growing body of evidence to suggest the need for a children’s agenda in the City of Ottawa. Fully 25% of children under 12 years of age (29,350) are considered to be living in low income families according to Statistics Canada (see Appendix I Map 3). Many of these children are in families of “the working poor”. Approximately 11,000 children (age 0-17) in Ottawa are in receipt of Ontario Works (Ontario’s social assistance program) equating to 44% of the entire Ontario Works caseload in Ottawa. In 1995, the province rolled back the social assistance rate by 21.6%. In today’s dollars, without any subsequent cost of living increase to social assistance rates, families in receipt of Ontario Works are living on 30% less than low-income families did eight years ago.

Compelling evidence supports the investment in early childhood development. Studies show that significant brain development occurs between conception and age one, that stimuli encountered before age three greatly influence the wiring of the brain, and that most critical periods for brain development are over or waning by age six. (McCain and Mustard 1999). Population health literature also indicates that maternal nutrition, and good nutrition and nurturing during the early years impact significantly on indicators of the child’s health later in life (McCain and Mustard 1999:42).

A number of programs and services are in place to serve families and children in Ottawa. For example, the recent Success by Six initiative led to the development of parenting centers that focused on the early years.

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Another example is the City's recreation fee subsidy program which helps children in families on low-income participate in City recreation programs. However, a number of service gaps continue, particularly with respect to meeting the needs of children aged 6-12. In particular, children in poor families must have better access to nutritional food, recreational activities, winter clothing, school programs requiring fees (e.g. physical education, arts, field trips, and other school-based activities), out of pocket medical/health expenses (e.g. over-the-counter-medication such as acetaminophen), and all children must have adequate opportunities to be healthy, safe, and physically active.

The effects of poverty on the young may also have signified long-term effects on society. No children's agenda would be complete without going beyond remedial programs to tackle the issue of poverty itself.

A number of statistics point to the need to take action to address issues that affect children's health. More than half of children and youth ages 5 to 17 do not have enough physical activity to support optimal development; the incidence of juvenile obesity doubled between 1981 and 1996; and every year 10% of children are seriously injured. These statistics indicate that there is still much that needs to happen to support the needs of children in our community.

## Aboriginal Population

The City of Ottawa is home to a richly diverse group of Aboriginal peoples including Inuit, Métis and many more First Nations such as Algonquin, Mohawk, Ojibway, and Mi'kmaq. Currently, the Aboriginal population residing in the City of Ottawa is estimated at 35,000 and is the fastest growing and diverse urban Aboriginal population in Canada.

To some degree, the Aboriginal community is not unlike the non-Aboriginal population in that it is neither wholly marginalized nor uniformly disadvantaged. Nevertheless, there is a tendency for Aboriginal persons who live in urban centres to be statistically more disadvantaged than even newly arrived immigrants. Data indicates that, in Ottawa, 27% of the homeless population is Aboriginal, and 48% of the urban Aboriginal population in Ottawa is under the age of 25 (in direct contrast to the general trend of an aging population). These statistics signal increased urgency to the current situation of Aboriginal people living in Ottawa.

Although issues of poverty and social dislocation are extremely important, the agenda of Aboriginal people living in urban centres must focus on more than these disadvantages. Issue of culture, recognition and identity, practices and institutions, having a voice that is heard and an opportunity to help shape the future city of Ottawa, are all significant for the Aboriginal population in Ottawa.

Aboriginal people are essential to the development of our municipal culture. Existing Aboriginal organizations, community leaders, and elders have the experience and knowledge to build successful programs, develop effective strategies, and provide valuable insights into the improvement of socio-economic conditions and issues of governance.

## Women

The Women's Access to Municipal Services 2002 report provided compelling evidence that the City must approach communications, collaboration, and service delivery in a way that takes gender into account. The principle finding of the report was that many women do not know about the City's programs and services. Some lessons learned include the need to:

- “go out to where people are”;
- take child care and transportation needs of women into account when planning collaborative efforts;
- recognize quality child care as an essential component of access to employment for women;
- provide child-friendly environments where City services are offered;
- provide information on a wide range of City programs and services at women's first contact point (e.g. provide information about child care, health, and library services at City pools and vice versa);
- provide information in a wide range of languages; and
- form an understanding of women's networking relationships (i.e., women will often connect with a program or service because a friend or trusted worker has recommended it).

Women's safety is also a concern and while there are a number of excellent programs in place (e.g. at OC Transpo) there is a need for greater advertisement of these features. City Safety Audits must continue to take into account the particular safety needs of women.

## Residents Who Are Gay, Lesbian, Bisexual and Transgendered (GLBT)

In July 2001, the Ottawa Gay, Lesbian, Bisexual, Transgendered and Questioning (GLBTQ) Wellness Project identified the needs and strengths of Ottawa's GLBT residents and service providers. All safe and healthy cities must emphasize the need to breakdown barriers of isolation, strengthen mutual support and provide adequate services to its citizens. For example, the City recognizes the considerable strengths already offered to Ottawa by its GLBT residents and the City is collaborating with its community providers to better meet the needs of GLBT residents. An example of efforts to make the city safe for all is the ongoing and effective communications established by the “Ottawa Police Liaison Committee with the Gay, Lesbian, Bisexual and Transgendered Community”.

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## Achieving Access

To ensure access to basics for all, the City is committed to supporting citizen empowerment, using mechanisms such as advisory committees, public consultation, community-based planning and timely information provision.

Individuals and families reach their full potential when they feel safe in their own homes and neighbourhoods. High-quality police, fire and ambulance services that are accessible across cultures and languages, will ensure basic safety through quick response, good planning, creative problem-solving and community outreach.

The integration and coordination of previously segregated services will deliver a higher quality of programming, increase the likelihood of successful achievement of objectives, improve access to services for all citizens, and maximize the efficient use of resources. For example, the service delivery model proposed for the People Services Department brings together services that were traditionally segregated by funding sources and reporting relationships with the province, to focus on specific citizens' needs. This integration needs to occur also throughout the corporation to connect all departments and services. A flexible view of the City's resources in recreation, arts and heritage, social services and emergency protection can generate new options to eliminate barriers and create opportunities for access.

An extensive range of social needs in Ottawa are met at the community level, through volunteer agencies, community organizations, and informal neighbourhood support. It would be impossible to purchase the skills and strengths that Ottawa's smart, committed and caring population pour into their community every day to make the City work. The drive for sustainability offers the City an exciting opportunity to work with and encourage community and neighbourhood creativity aimed at improving access to the basics. At this level, modest investments have a major impact. Flexible and responsive approaches that support community initiatives generate improved communications, training and coordination.

Some programs are cost-shared with other levels of government, providing varying degrees of discretion to cities to determine how they will be delivered. In the next 20 years, we may experience either a decreased or increased funding commitment from federal or provincial levels for various cost-shared programs. For example, the provincial capping on funding for essential health and social supports is reducing the benefits that are available under this program. On the other hand, investment by senior levels of government in such areas as physical infrastructure, homelessness and, potentially, child care is creating new opportunities for collaboration.

Open communication and bilateral or multilateral agreements with senior levels of government can help ensure that new programs offer the flexibility critical to meeting Ottawa's access needs. Examples of

emerging initiatives that require coordination among the levels of government are development of a children's agenda, including continued progress toward removing children from welfare through increases to the National Child Benefit Program and municipal participation in a national childcare strategy, progress towards a labour market adjustment program for adults that is responsive to the realities of today's workplaces, and ensuring the availability of adequate supports for people with disabilities.

The City's long-range financial plan has proposed asking the province to fully fund mandated health and social programs. One hundred percent provincial funding would, however, have the effect of reducing municipal discretion in these program areas.

The City must closely monitor developments in all these areas to find the balance between a local commitment to access to the basics for all its citizens and the need to demand that senior levels of government do their fair share in helping those who are most vulnerable. The federal level must recognize in their cost-sharing arrangements the full range of physical and social infrastructure required to make cities vibrant and healthy places to live.

### Policy Statement: Poverty Reduction and Increasing Self-Sufficiency

**The City recognizes there is a role for municipal government in ensuring a floor below which no citizen should be allowed to fall and advocate for the realization of the right to an adequate standard of living for every resident. Over the next five years, the City will work with senior levels of government to achieve the appropriate allocation of responsibilities and funding to help those who are most vulnerable. The City recognizes that an important component of the floor is action to improve individuals' self-sufficiency.**

#### Actions:

13. Promote a children's agenda to ensure that children have an equal start in life by:
  - a) further investing in such areas as infant literacy programs, Success by Six, licensed childcare programs, recreation fee subsidies, after school programs, homework clubs and supports to parents and other measures that reduce poverty and improve the life chances of children in our community;
  - b) paying particular attention to the nutritional, recreational, winter clothing, school program fees, and medical/health related needs of children; and
  - c) paying particular attention to meeting the needs of children age 6-12.
14. Build community capacity, in collaboration with other departments and the community, to increase food security for all citizens, particularly for people living on low income.
15. Reduce barriers and promote access by:
  - a) maintaining and improving accessibility to Discretionary Benefits for low-income citizens;
  - b) ensuring the impact on low-income residents is considered whenever City decisions are taken;
  - c) taking gender into account in planning and delivery of human services;

- d) building on the strengths in the community to better meet the needs of transgendered people, and GLBT youth and seniors;
- e) developing police strategies to work with diverse communities through vehicles such as the Ottawa Police Service Liaison Committee with the gay, lesbian, bisexual and transgendered communities;
- f) working with other levels of government to achieve appropriate allocation of responsibilities and adequate funding;
- g) recognizing the importance of having a job and liveable income to citizens' sense of belonging and self-sufficiency; and
- h) monitoring progress toward reducing the economic gap.

## Policy Statement: Housing

**The City recognizes affordable housing as a fundamental building block of complete, healthy and inclusive communities. Over the next five years, the City will seek innovative ways to maintain existing affordable housing stock, foster a continuum of housing, promote the provision of housing support services, increase the supply of affordable housing and prevent and end homelessness.**

### Actions:

16. Implement the City's Affordable Housing Strategy and the Community Action Plan to end and prevent homelessness by:
  - a) promoting an increase in the supply of affordable housing;
  - b) recognizing rural affordable housing needs;
  - c) ensuring the delivery of emergency shelter services;
  - d) enhancing community capacity to develop new housing that meets a range of needs;
  - e) creating new quality, long-term affordable housing by increasing funding and long-term investments, including grants, provision of land, waiving development fees, leveraging sources of equity and consider alternate financing mechanisms such as municipal bonds and guaranteed bank loans;
  - f) providing a continuum of housing including options such as supportive and transitional housing, secondary suites and affordable home ownership;
  - g) promoting the provision of housing support services to assist people to remain in their homes; and
  - h) demonstrating leadership in developing and promoting a coordinated response to homelessness and housing need by all levels of government.
17. Enhance social housing by:
  - a) promoting the integration of housing with City services such as health and recreation;
  - b) promoting the integration of community-meeting places with new housing developments;
  - c) maximizing opportunities to use equity and redevelop social housing to maintain and improve existing stock; and

- d) increasing the involvement of residents in the life of their housing community.

### Policy Statement: Aboriginal Population

The City recognizes the contributions of the richly, diverse group of Aboriginal peoples living in Ottawa. Over the next 5 years, the City will work to support the participation and involvement of Aboriginal people in City governance and in this community.

#### Actions:

18. Work with the federal government to support community-based programs that link Aboriginal people living in the City with economic opportunities and reduce poverty.
19. Direct the implementation of the Aboriginal Peoples Strategic Action Plan which include:
  - a) supporting the participation and involvement of Aboriginal people in City governance and supporting the establishment of an Aboriginal Strategic Action Planning Council and the addition of Aboriginal representation on City advisory committees;
  - b) respecting Aboriginal traditions and culture in the development of City programs, services, policies and strategic directions including a “requirement to consult” with the Aboriginal community, sensitivity and awareness training for City staff, and support for Aboriginal Peoples Awareness Week;
  - c) investing in opportunities that showcase Aboriginal culture, art and heritage; and
  - d) supporting a holistic approach to services for Aboriginal people, including health, social, recreational, spiritual, and family needs.

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## Strategic Direction 3: Safe and Healthy Communities

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*"The building blocks [of a healthy community] are the city's neighbourhoods...where citizens are physically and emotionally healthy, where people enjoy a sense of self-respect and of safety, a sense of belonging and the ability to contribute."*

**Dick Stewart**

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Ottawa 20/20's vision of broad social participation targets neighbourhood involvement as a keystone of urban engagement. Neighbourhoods thrive by developing their own leadership and defining their own direction and character. Human Services has a core role to play in developing the fabric of safe healthy neighbourhoods central to Ottawa 20/20's long-term plan to build a city of distinct, liveable communities. Neighbourhoods are physical entities in the City – elements determined by patterns and boundaries of development, plus the distinctive features of the built environment. Equally, neighbourhoods are networks – of people, of social capital. Healthy neighbourhoods add immeasurably to quality of life, providing rich opportunities for spontaneous interaction, safety and protection for citizens, and support.

Safe and healthy communities coalesce around common focal points and distinctive social strengths. To make the most of these assets the City of Ottawa will target neighbourhood investments to achieve 'complete neighbourhoods'. The focus on 'completeness' reaches beyond the idea of distributing a predetermined standard of amenities and services. Rather, the goal is to ensure that all neighbourhoods in the City have **basic assets – meeting places, a neighbourhood resource, recreation opportunities, a range of housing choices, support for social networks, a sense of personal safety, quality of life, and preparedness plans for emergencies**. A neighbourhood is complete when it has the potential to be a meaningful and rewarding place for people to call home. As neighbourhoods attain 'completeness' they gain greater capacity to address their own needs and the needs of local residents.

As a prerequisite to future community investment, the Human Services Plan calls for the development of a neighbourhood-by-neighbourhood inventory of assets and needs, and a process for community-based planning which initially will direct resources to neighbourhoods with the greatest physical and social needs.

The "complete community" standard recognizes that every neighbourhood is different and distinct, each with its particular social and physical assets and strengths. Building complete communities means investing strategically to ensure that a basic mix of assets is in place. The 'complete community' standard is intended to be flexible and open to resident's input about the kind of investments that will be most vital to their well-being. As neighbourhoods and communities move towards completeness, they gain a greater capacity to determine their own needs and support the needs of their residents.

The City, in partnership with its communities, intends to increase the capacity of communities to assess local assets and needs. The City will look at the potential of existing physical assets (facilities) to act as community access points for a range of public/private/voluntary sector partnerships and service delivery opportunities.

Develop a strategy for recreation based on different neighbourhood needs, which addresses and includes low income residents – pay attention to costs related to transportation, equipment, etc.

*(Tier II Consultation,  
Ottawa City Hall 2003).*

## Rural, Urban and Suburban Communities

Neighbourhoods are not all alike. In Ottawa, the majority of the population is urban, while the greater part of the land base is rural. The physical size of the City now totals over 2,760 sq. km – approximately the size of the cities of Calgary, Mississauga, Edmonton, Winnipeg and Toronto combined. This vast scale results from the inclusion of very large rural areas. Unique among major Canadian cities, Ottawa faces the challenges and opportunities of building common strategies that protect and enhance distinctive rural communities, residential suburban communities and the communities of the urban core.

Ottawa's diverse communities and neighbourhoods are strongly defined by geography, from the vibrant neighbourhoods of the urban core to the older suburban 'greenbelt' communities, the newer suburban areas beyond the greenbelt boundary, and the local villages of Ottawa's rural communities.

The Human Services Plan seeks to enhance liveability through networks focused on the City's urban and rural villages. Urban villages provide a focus for neighbourhood commercial and social life, and rural villages serve as the focal point and social link for their geographically dispersed communities. Rural villages remain vital when the links to agricultural communities are preserved and kept strong.

## The Components of a Safe and Healthy Community

### Facilities and Services

The City of Ottawa plays a central role in shaping community completeness through the provision of municipal services and facilities. Community-based and City-wide facilities contribute focus, identity and a meeting place to the communities where they are located. Throughout Ottawa, a broad range of City assets are woven into neighbourhood and community life, including: libraries, art centres, museums, childcare facilities, health centres, financial and employment centers, community centres, recreation centres, police stations, fire halls, emergency medical services buildings, parks, sports fields, and facilities such as wading pools and skating rinks.

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City programming and services help build community social networks and completeness. Neighbourhoods and communities benefit from a wide range of services including recreation programming, arts programming, heritage events, and library services, as well as employment supports, childcare subsidies, income supports, public health and long-term care services, community funding, and education. Fire, police, by-law, and emergency medical services are fundamental to the health and safety of people in every community across the City.

The ability to appraise community strengths and assets creates opportunities to target investment to meet the needs of people where they live, and to support neighbourhood identities and networks. In the process of determining neighbourhood requirements, ownership belongs to the residents who will be using the resulting investment or program. Inevitably this means that people need places where they can come together, interact, and share perspectives on the well-being of the community they live in, and the needs they would like to address.

The City's physical infrastructure provides places and spaces where neighbourhoods can come together. Social cohesion is served by this ability of people to join together to share issues, experiences and opportunities, and work towards common goals. But the bricks and mortar, foundations of the City's social life, are costly, and the investment resources of the City are limited. As the City grows, the challenge of creating places where people meet and access services must be met through selective and innovative investments of resources.

Levels of investment available to address community infrastructure requirements will be directed towards the best opportunities to build community completeness. This is a dynamic concept, matching City investment to the existing strengths and potential of specific communities. Because each

Community Places and Spaces are the bricks and mortar.  
*(Tier II Consultation, Orleans Client Service Centre 2003).*

community is distinct, priorities will vary and will change over time. Considerations that will help to inform the decision-making process include: the needs of the community, the economic viability of potential solutions and actions, social inclusion, the physical health requirements of communities, community involvement and engagement, quality of place, as well as the need to sustain existing infrastructure. The balance between reasonable levels of access and population thresholds is a necessary criterion for investment in community facilities throughout the City. The commuting time of other residents in the City who may be sharing the facility will also be a factor.

Seeking public, private, and volunteer sector partnerships that increase the self-reliance of facilities and reduce annual maintenance and repair costs is one possible approach to providing citizens with the services and facilities needed, in an innovative and affordable manner. In particular, in regards to the closure of

schools, the City will work in partnership with other public sector organizations and with communities to, wherever possible, explore and enable opportunities for the retention of school grounds and facilities within the public domain.

## **Feeling Safe and Being Healthy**

Many factors determine the health and security of individuals and the communities in which they live. Sufficient income, affordable housing, adequate nutrition, responsive emergency services, steady employment, and the connection and support of a caring community – all contribute to physical health, a sense of well-being, and the capacity to participate in the life of the City.

The City is exploring multiple-service models to ensure that the people in specific communities can get involved in solving the most pressing problems affecting their quality of life. With limited resources, the City attempts to draw even more people into civic life, engaging their creativity and commitment to develop their own complete communities.

City programs and services are evolving from their traditional roles to facilitate neighbourhood initiatives. For example, the Ottawa Police and Emergency and Protective Services departments have facilities located throughout the City and are considering ways they can act as a community access point for a range of public/private/voluntary sector partnerships. The Human Services Plan reinforces the Ottawa Police Services commitment to community policing and finding creative solutions to problems that may arise in neighbourhoods. The service delivery model of the police promotes neighbourhoods that: work in cooperation with the Police to reduce crime and victimization, and maintain order; where traffic safety is well planned and enforced; and where problems are addressed creatively through “problem oriented policing” strategies.

## **Recreation**

Recreation is an important component of a healthy and safe community. The Canadian Parks and Recreation Association has compiled an extensive volume of research evidence that makes the case for the personal, social, economic and environmental benefits of recreation (CPRA 1997). In this context, ‘recreation’ reflects a broad concept related to physical education, sports, fitness, social recreation, the arts, heritage and therapeutic recreation. The evidence can be summarized around several key messages:

- Recreation and active living help people live longer.
- Recreation and active living reduce the risk of coronary heart disease and stroke, osteoporosis, diabetes, site-specific cancers, and promotes optimal performance of all body systems.
- Recreation and active living prolong independent living by seniors.

- Recreation is a crucial focal point for social investment particularly for families and children deemed “at risk.”
- Recreation, arts and heritage are significant generators of employment.

## Arts and Heritage

While the value of arts and heritage sometimes is discussed in the recreation literature, many studies make an independent case for the value of arts and cultural investment. As part of the Western Cities Project, for example, the Canada West Foundation published a paper entitled *Culture and Economic Competitiveness*. It points out that numerous researchers have made links between strong arts and culture within communities as a key strategy in attracting people to a city and enhancing the quality of urban life (Azmier 2002).

The arts often are employed as a mechanism for community revitalization and urban redevelopment through inner-city redevelopment, building community pride and engaging ethnic minorities in civic endeavours (Azmier 2002: 4). Another important dimension of economic benefits includes its contribution to the quality of place. There is growing evidence on the role that cultural amenities appear to play in attracting human capital—particularly for professional and technical workers, though not necessarily scientists and engineers. “In an era of an increasingly mobile workforce and industry, a city’s urban culture and ‘livability’ can impact not only its existing residents and economy, but also future residents and businesses” (Azmier 2002: 6). Seeing arts and culture in a new perspective provides greater fuel for the argument that arts and culture are a public good, and moves cultural policy to the centre of urban policy and planning (Azmier 2002: 10).

Safe and healthy neighbourhoods grow through access to creativity, heritage and culture. The City of Ottawa will target investments to make arts and heritage part of neighbourhood life, and support neighbourhoods of artists.

## Libraries

Libraries are an essential component of all communities: urban, suburban and rural. People generally make their first visit to the library when they are young and continue accessing library services throughout their lives. These facilities house wonderful resources for literacy and life long learning, including a range of media such as books, internet access, audio and visual materials.

Libraries provide a hub for community information, an inviting and safe focal point in downtown areas, a meeting place in the suburbs and a place in rural areas where people can connect to a world of resources within their own community. Libraries foster greater reciprocity among diverse cultural groups, and encourage greater tolerance through knowledge and understanding. Libraries provide a key setting for

linking citizens to technology. For older adults, they provide a venue for keeping abreast of the changes impacting their lives. Here, in a supportive environment, people can be introduced to new technologies, new media and new ideas.

Served currently by 33 branch libraries, Ottawa will owe much of its competitive advantage to ensuring that library resources introduce children to reading, and introduce children, youth, adults and businesses to up-to-date information sources. As a community with a strong high technology base, there is an opportunity for building strong links that will assist libraries in supporting the economic, cultural and social life of the community.

### Partnerships

In 2002 the City of Ottawa provided \$17.6 million of funding to community-based groups and organizations in the form of grants and sustaining funds through six funding streams. These funding programs play a critical role in shaping communities that are responsive to the needs of Ottawa residents. The City provides funding to a diverse mix of community partners who provide valued services across the city. Community partners are an essential component of the City's service delivery system.

### Involving Everyone

No complete community would exclude people because of poverty, ill health, gender, race, language barriers, disability, sexual orientation, religion, or age. The City is committed to working with communities, partners, and governments to address poverty and eliminate barriers to participation and equality. To develop the human resources needed to create safe and healthy communities, inclusion must be a priority in every program and service offered by the City of Ottawa.

### Policy Statement: Partnerships

**The City recognizes the importance of working with a wide range of community partners and making strategic investments in community-based programs. Over the next five years, the City will work to ensure that all community funding is linked to the achievement of outcomes that align with City priorities and partnerships are enhanced.**

#### Actions:

20. Renew and strengthen the partnership between the City, community, and local school boards, including maximizing the sharing of facilities and optimizing the re-use of surplus land and facilities, to the benefit of the community. Specifically, in regard to schools, the City will recognize that schools form part of the building blocks of any community, not only educating children, but also providing amenity space and resources to the neighbourhood. When a school is a candidate for closure, the City will work with the school boards, the community, the private sector and other interested parties to investigate

means to retain the school building for public purposes and the school ground for open space, either in whole or in part. (Official Plan 2.5.3 Schools and Community Facilities).

21. Strengthen community funding allocations by:
  - a) involving the community;
  - b) linking allocations to outcomes that align with City priorities; and
  - c) coordinating funding priorities with those of other major funders in the city.
22. Establish links with local colleges and universities to enhance the City's ability to research issues and solutions for municipal service provision.
23. Support the recommendations in the Talent Plan by:
  - a) recognizing that a collaborative approach is required to successfully address the depth, breadth, and number of workforce issues facing the community; and
  - b) taking a leadership role in working with other stakeholders to determine the most effective, integrated workforce infrastructure for the City.

## Policy Statement: Communities

**The City recognizes the need to address differing needs for the delivery of human services in urban, suburban and rural areas and to help neighbourhoods define their priorities for making their neighbourhoods liveable and complete. Over the next five years, particular attention will be given to allocating resources to communities where exclusion is concentrated to ensure that no one is seriously disadvantaged by where they live.**

### Actions:

24. Develop an integrated process for community-based planning by:
  - a) working collaboratively with other departments and the community;
  - b) providing expertise in developing community-based assessment and community design planning tools and support their use by the community;
  - c) including joint safety and security risk/needs assessment and environmental design promoting crime prevention; and
  - d) monitoring progress toward achieving complete communities.
25. Develop collaborative, holistic strategies for community development, taking advantage of the synergy of City Departments (i.e., social services, parks and recreation, social housing, public health, police, etc.) as well as the City's partner agencies.
26. Evaluate the role of Community Police Centres and continue to build strategic partnerships with the community and institutions to reinforce the Ottawa Police Services commitment to community and problem-oriented policing.

## Policy Statement: Community Places and Spaces

The City recognizes vibrant community-based infrastructure (natural and built) as one of the major elements in the quality of life of communities. Over the next five years, the City will seek innovative, creative and sustainable ways to meet the demand for new facilities in a growing city, as well as lifecycle replacement or renovation for its existing inventory.

### Actions:

27. Define People Services, Emergency and Protective Services, Police Services, and the Ottawa Public Library's priorities for facility/park development, meet service standards and reduce cost by:
  - a) undertaking service and facility needs studies;
  - b) establishing a minimum service delivery standard for each facility type;
  - c) seeking opportunities to integrate and co-locate facilities, programs and services;
  - d) encouraging partnerships with a wide range of community-based groups and organizations to jointly develop facilities; and
  - e) seeking public-private partnerships to assist in building and/or operating City and community-based facilities that will result in cost-effective, high quality service and a reduction in the City's budgetary requirements.
28. Maintain established meeting places in communities and maximize opportunities to increase the availability of community meeting places, indoor and outdoor, formal and informal.
29. Increase the municipal investment for arts and heritage facilities in recognition of the increased demand from residents and the contribution that culture makes to a vibrant liveable city.
30. Create community identity by designing facilities, places and spaces that blend with the community and are attractive and inviting.

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## Strategic Direction 4: Focus on Prevention

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*“Helping people to find the means to feel better and function more effectively costs no more...than doing nothing. Savings can be achieved not because an effective service is cheap, but because making people healthier and better able to cope with their life circumstances results in savings elsewhere.”*

**Gina Browne**

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In almost all City services, there exists the potential opportunity to choose between intervention and prevention. And while the need for interventions cannot be eliminated, a focus on prevention reaps far greater economic benefits and reduces the suffering experienced by citizens. This is particularly evident in such areas as public health, fire, emergency medical and police services.

Focus on Prevention is the most cost-effective and rewarding approach to service delivery for the City and for its residents. Prevention logic is basic: it is always easier, cheaper and more compassionate to prevent problems before they occur than to develop solutions after the fact. Applied creatively, prevention strategies amplify the resources of our City, through small, smart actions that have meaningful impact on people’s quality of life.

The principles within Ottawa 20/20 specifically promote prevention (**A Healthy and Active City**) and support an environment of personal safety and security where all people feel safe in their community (**A Caring and Inclusive City**).

Preventive strategies – the fine art of anticipating and mediating challenges before they require intervention – can do more than save money and avoid human and environmental costs. Preventive thinking inspires fresh and innovative thinking about a multitude of City services and investments. Preventive thinking is an integral part of sustainable growth. Prevention goals such as reducing resource consumption, cutting pollution, protecting bio-diversity, and conserving urban assets share the same preventative logic.

The City is legislated to provide many intervention programs in our community. The majority will agree that fires and crime need to be suppressed, vaccinations administered, health inspections undertaken, social assistance and emergency shelter provided. But the City is also mandated to undertake some preventative programs as well, particularly in the areas of health, public safety and emergency services.

There are many programs which present a choice of options, and which provide the opportunity for the City to take action to prevent further problems and suffering down the road. One example is initiatives to prevent homelessness.

The City of Ottawa is committing to look at all issues that come before it with an eye to how intervention at an earlier point, or in a creative way, might effect a preventative result. This process will require City staff to capture data, conduct thorough analyses, identify issues, and bring relevant information to decision-makers.

## **Emergency and Protective Services**

The City of Ottawa has a long tradition of providing excellent emergency services to the community. Improved prevention measures will help maintain the high quality of services, thereby freeing resources to cover growing responsibilities in the current climate of budget restraint.

Provincial legislation mandates prevention services. The Fire Protection and Prevention Act requires that every municipality provide fire protection services including public education and prevention programs. The Emergency Plans Act requires municipalities to pass a by-law providing for the formulation of an emergency plan governing the provision of necessary services during an emergency, including procedures outlining how City and other emergency agencies will respond to the emergency. The Municipal Act provides authority to municipalities to pass by-laws aimed at protection of quality of life (for example, by regulating noise, smoking, animal control, and various business activities). More recently, responsibility for emergency medical services (ambulance services) was downloaded to the City via the Services Improvement Act, effective January 1, 2001.

In the past, emergency and protective services focused on responding to requests for service from the public. Today, these services are becoming more comprehensive. Examples of preventative initiatives within the City's Emergency and Protective Services (EPS) department are many and include: EMS Public Access Defibrillation (PAD) program that placed automated external defibrillators (AEDs) in City facilities such as pools, arenas and community centres; inspections by Fire Services to ensure compliance with fire safety legislation and to identify preventative strategies; public education presentations in the community; and an enhanced recruitment and retention strategy for volunteer firefighters.

Preventive thinking is the foundation of the City's approach to emergency preparedness. In February 2001, Council approved the Emergency Measures Unit (EMU) Emergency Plan. The Emergency Management Project will bring all of Ottawa's public safety partners together to focus on the infrastructure needed to ensure an effective response to an emergency situation by the City of Ottawa and its emergency response partners. The primary objective of this project is to increase the capacity of the City to respond to a range of threats to public safety through a coordinated, planned, and appropriately supported response.

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## Police Services

While to most residents of Ottawa, police services are considered a service you call when something untoward happens. Ottawa Police Services, however, are increasingly playing a key role in maintaining order and preventing criminal acts. The Ottawa Police vision includes working with the community to problem solve and prevent crime. Community Police Centres exist in communities throughout the City to foster community building and to reduce crime.

A key element of crime prevention is the development of trusting relationships with disadvantaged groups. The purpose of this is twofold; it ensures that all members of the Ottawa community feel comfortable accessing police services; in turn, this comfort level will yield a higher crime report rate, especially of crimes traditionally under-reported crimes (e.g. hate crimes). The police must proactively build relationships through such initiatives as the OPS Liaison Committee with the Gay, Lesbian, Bisexual and Transgendered (GLBT) community; the Diversity and Race Relations Unit, the Community Police Action Committee (COMPAC) for the visible minority and aboriginal communities. The Ottawa Police must also work closely with community partners to reduce domestic violence, and to reduce victimization through programs such as the ABC's of Fraud.

Crime prevention involves working creatively to find community solutions to problems. Neighbourhood Officers and Community Police Centre Officers build relationships to find ways of addressing ongoing problems ranging from disturbing the peace, repeated break and enter, street level prostitution or dangerous traffic issues.

Addressing issues facing youth and children requires specialized units. The Ottawa Police School Resource Officers are dedicated to working in partnership with all four school boards as well as numerous private schools. Through initiatives such as the bullying prevention program, they ensure that school children receive crime prevention information. The Youth Unit, with an emphasis on diversion of young offenders out of the criminal justice system, works with troubled families towards better outcomes for offenders and the community.

## Recreation

The City of Ottawa provides residents with a wide array of facilities, programs, recreational pathways, and green spaces. Recreation promotes inclusion, higher self-esteem and better school performance, and enhances quality of life. In support of these claims, a growing body of research points to the direct health benefits of physical activity and the social benefits of recreation.

The Canadian Parks and Recreation Association has compiled an extensive volume of research that makes the case for personal, social, economic and environmental benefits of recreation (CPRA, 1997). Recreation and active living are essential to personal health and balanced human development. Recreation increases life expectancy, reduces the risk of heart disease and stroke, and combats osteoporosis, diabetes and site-specific cancers. Physical exercise promotes optimal performance of body systems. Recreation and active living prolong independent living by seniors.

Recreation and play are important for child development as they provide learning opportunities and build self-esteem. They build social skills and stimulate participation in community life (CPRA 1997; xiv). Recreation and arts/culture have been found also to reduce negative social activity in youth. They reduce crime among juvenile delinquents (CPRA 1997: xiv) and thereby lower the costs of social service intervention and juvenile justice (CPRA 1997: xv).

A study by Dr. Gina Browne at McMaster University found that recreation services alone help psychologically disordered children maintain their social, physical and academic competence at levels equal to those of non-disordered children. In this study, the cost of providing recreation activities was recouped in the reduced use of health and social services. The impact of recreation services alone resulted in a 10% greater exit from social assistance (Browne *et al*, 1998).

Two examples of programs currently offered through the City's Recreation branch which specifically target prevention are the drowning prevention program and the sport injury prevention program.

## Public Health

As active Ottawans know, this is an ideal city in which to stay energized and fit. Yet today, despite opportunities unique in North America, a surprising number of residents are not getting enough exercise and there is growing concern about childhood obesity. The health consequences of this inactivity come at the cost of increased risk of disease, and a reduced ability to participate fully in the life of the community.

An overwhelming body of ever growing research confirms the benefits of regular physical activity for people of all ages. Even modest regular exercise improves health and mood. Regular exercise impacts directly on the prevention of illness throughout the human lifespan. It is estimated that up to 36 percent of seven serious disease conditions (coronary artery disease, stroke, colon cancer, breast cancer, type 2 diabetes, osteoporosis and hypertension) could be eliminated by regular activity. Regular exercise is critical to the life-long health of children and adolescents. More than 50 percent of children in Ontario are reported to be not active enough to achieve the minimum guidelines for optimal growth and development. Scientific evidence increasingly indicates that physical activity can extend years of active independent

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living, reduce disability, and improve the quality of life for older persons (From Health Canada, Dare to Age Well – Physical Activity and Older Adults).

Legislation requires the City of Ottawa to promote health and prevent disease among its residents. The Ontario Mandatory Health Programs and Service Guidelines outline the minimum level of public health programs and services the local Board of Health must provide in the areas of health protection, health promotion, disease prevention and control of infectious diseases in our community.

Preventative approaches have a positive impact on the good of a community and can have long-term effects by changing current behaviours for the benefit of generations to come. We have witnessed examples of this with smoking cessation campaigns and safer sex initiatives.

The Physical Activity Strategy is one such public health initiative. It is a broad prevention strategy to encourage and support Ottawa residents and visitors of all ages in being physically active. Its goal is to increase the number of City of Ottawa residents who participate in sufficient daily physical activity to achieve and maintain health benefits. To reach this goal, the strategy will develop a broad partnership to draw on a wide range of talents. Partners will include: Ottawa councillors and City staff, community leaders, schools, business associations, health and recreation leaders, and neighbourhood and community coalitions.

## Seniors

Ottawa’s elderly population is growing substantially (see Appendix I Map 4). By 2021, it is estimated that the proportion of the population aged 65 and over will be at an unprecedented 15 percent. Seniors play a vital role in the life of the community. The City recognizes the contribution seniors make to community life through volunteer work and paid employment (23 percent of Canadian seniors reported participating in formal volunteer activities, 12 percent of Ottawa seniors are still employed part-time or full time); taxes and charitable contributions, and informal helping such as offering household, personal and emotional support, child care and elder care for families and friends.

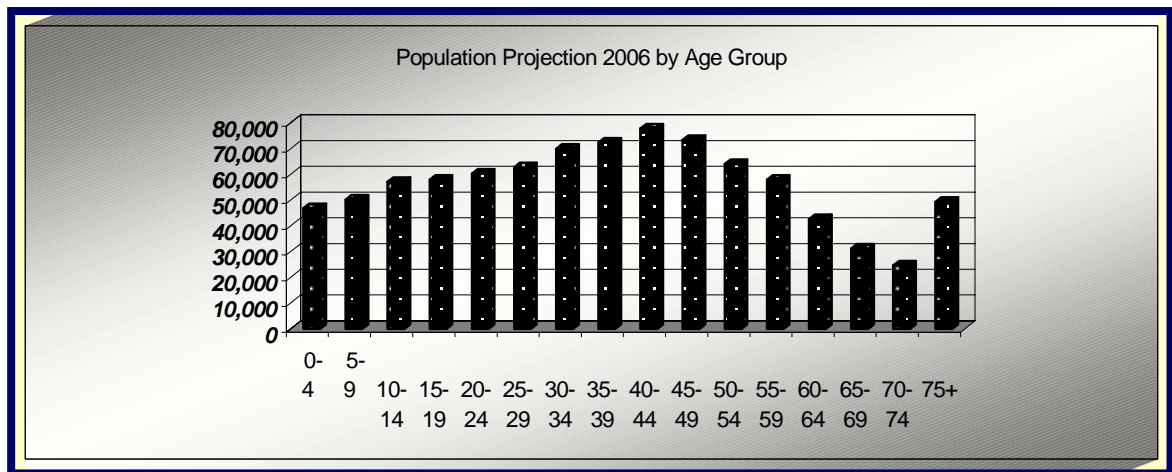
The senior population faces serious challenges. For example, falls are the sixth leading cause of deaths for seniors and represent 40 percent of long-term care admissions each year. While facing a rising cost of living, 13 percent of seniors have annual incomes under \$10,000. Increasing financial insecurity means greater housing instability, with seniors reporting concerns about losing their homes and the inability to afford retirement homes.

Focus on the elderly, with enhanced home care programs to keep them in their homes as long as possible, and housing supports to keep them in their communities when they can no longer maintain their own homes.

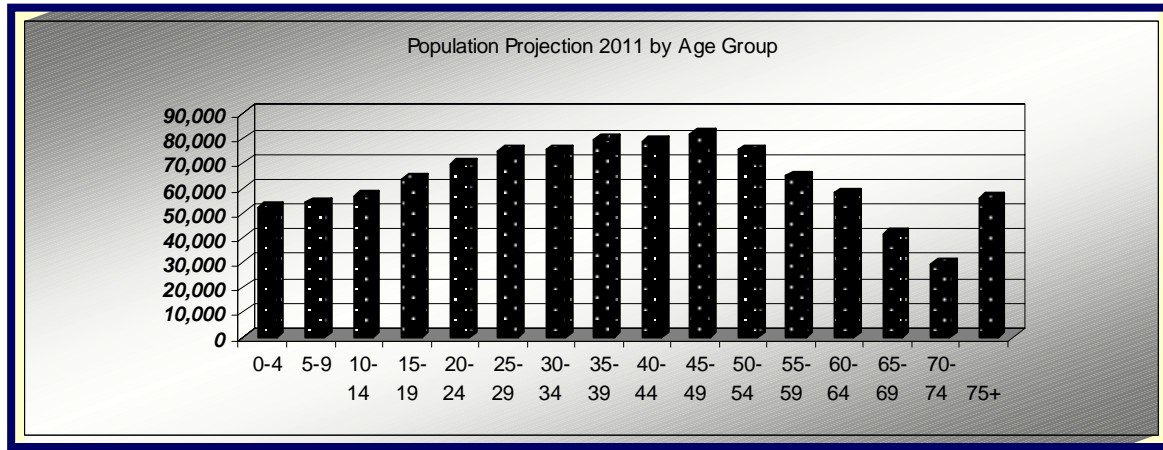
*(Tier II Consultation,  
Orleans Client Service Centre 2003).*

Building on previous models for community collaboration, such as Success by Six, the City of Ottawa is committed to developing a Successful Aging initiative focused on prevention, participation, and care when needed. It will develop support to help older people maintain their physical health, open channels to encourage full participation in community life, and provide necessary care.

A focus on prevention challenges a myth of aging that it is too late to adopt healthy lifestyles in later years. Prevention is integral to aging well. Engaging in physical activity, stopping smoking and improving nutrition in later years can prevent functional decline, extend life and improve quality of life. Working with community partners, the City will build a profile for healthy living and prevention in senior years to lead to the development of a common framework for successful aging.



Source: The City of Ottawa, Development Services, 2001.



Source: The City of Ottawa, Development Services, 2001.

### Early Childhood and Families

Early childhood development programs are an important means of promoting healthy development and helping to overcome childhood deficits. These programs vary widely in nature and scope and typically include various combinations of health, education and social services. Specific components may include prenatal care, nutritional supplements, regulated childcare, income or in-kind support, home visitation, parenting, headstart and preschool programs.

Ten major early childhood intervention programs are discussed at length in a study entitled *Investing in Our Children: What We Know and What We Don't Know about the Cost and Benefits of Early Childhood Interventions* (Karoly *et al.* 1998). The ten selected programs had been assessed on the basis of evaluations that explored developmental indicators, educational achievement and health for program participants. The results were compared with the results obtained from evaluations of a control group. The study found dramatic results in various areas, including gains in emotional or cognitive development and improved parent-child relationships, for the child who was exposed to early childhood programs, typically in the short run. Improvements also were found in the educational outcomes for these children. Several programs resulted in increased economic self-sufficiency, initially for the parent and later for the child, through greater labour force participation, higher income, reduced welfare usage and reduced levels of criminal activity. Other improvements were seen in health-related indicators such as child abuse, maternal reproductive health and maternal substance abuse (Karoly *et al.* 1998: xv).

(See Appendix I Map 5 for a geographic distribution of children ages 0 to 6 in Ottawa)

Early childhood development programs must occur hand-in-hand with concerted efforts aimed at poverty reduction. Early childhood development programs are vital but cannot, in themselves, wholly overcome the risks associated with poverty. Indeed, the effectiveness of the programs could be undermined if families are left in such poverty that they are unable to adequately meet their basic needs.

The City further supports families through the funding of a broad range of community-based programs such as family counseling, provided by community agencies with many years of experience and expertise in working with families to prevent family breakdown and strengthen families.

## Youth

Over the next 10 years, the number of youth aged 10-19 living in Ottawa is expected to grow by 24 percent or 25,000. The young adult population (those aged 20-29) is expected to grow at an even faster rate (43 percent). The suburban areas outside the greenbelt are the areas where the youth population will grow the fastest, with the youth populations of Kanata and South Nepean each more than doubling. More than one in five youth are living in low-income circumstances.

Some basic tenets of “best practices” in youth programming include the following:

- help youth to reach their full potential;
- build resiliency; and
- foster leadership ability.

It is also widely recognized that recreation is a cornerstone of well-being and creates better outcomes for youth in school achievement, citizenship, and many other life domains.

It is recognized the “one size fits all ” approach does not always work. Youth in rural communities, young women, youth with disabilities, and immigrant youth may face particular challenges that need to be addressed. For example, the Roundtable on Diversity (June 2002) identified intergenerational conflict as a concern in the immigrant community as families adjust to Canadian culture.

## Homelessness

A focus on prevention addresses the poverty, public health and housing challenges of homelessness, through measures to prevent eviction and target strategic support for those at risk. The City’s Community Action Plan to End and Prevent Homelessness frames a broad range of measures to support Ottawa’s homeless population, including partnerships to reach key sub-populations such as youth, Aboriginal people, women and children fleeing abuse, people with disabilities and immigrants and refugees. Affordable

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housing and supportive solutions for vulnerable individuals and households are primary requirements of a lasting long-term solution to homelessness.

## Policy Statement: Prevention

**The City recognizes that investment in prevention programs creates healthier, safer citizens and communities and reduces social costs. Over the next five years, People Services, Emergency and Protective Services and Police Services will promote physical and mental wellness and safety in our community and shift the balance of discretionary resources from programs and services focused on intervention to programs focused on prevention.**

### Actions:

31. Promote the full realization of the right to housing of Ottawa's residents as articulated in Article 11(1) of the United Nations Covenant on Economic, Social and Cultural Rights, which was ratified by the Government of Canada and all provincial governments.
32. Develop a traffic safety plan to reduce injury and death in collaboration, including Public Health (People Services), Emergency and Protective Services (EPS), Transportation, Utilities and Public Works (TUPW) and Ottawa Police Services.
33. Maximize the capacity to prevent and end homelessness by:
  - a) demonstrate leadership in developing and promoting a coordinated response to homelessness and housing need by all levels of government;
  - b) developing intervention programs or strategies to prevent individuals from losing their housing and becoming homeless; and
  - c) supporting efforts to provide permanent affordable housing, especially for our most vulnerable populations.
34. Build into the design of communities, sensible open space and park linkages which encourage residents to use alternate modes of travel to the car and bus, and hence promote integration of physical activity into daily life and improvement of air quality
35. Implement a Physical Activity Strategy that aims to achieve a target participation rate (activity rates sufficient to support physical health) among citizens of Ottawa by the year 2007.
36. Improve literacy and the love of reading by promoting programs, events and partnerships that encourage wide participation by people of all ages, backgrounds and abilities.
37. Recognize the social, educational, physical and mental health benefits of recreation and arts programs by:
  - a) reviewing subsidy fee policies to ensure that such opportunities are accessible to all residents, especially children; and
  - b) building strong social networks around youth, through youth participation in arts and recreation, building on the success of models such as youth and sport, Youth on the Move and successful youth leadership development programs in the community

38. Address the emerging needs of our growing population of seniors and promote healthy, independent living for seniors by:
  - a) working collaboratively with community partners to develop a comprehensive model for Successful Aging in our community, including a common set of strategic directions and a community action plan, over the next two years;
  - b) adopting locally the federal initiative ‘Healthy Aging’ as a way of keeping seniors healthy and involved in the life of the community;
  - c) expanding support and recreation services, and enhancing housing and transportation options for seniors; and
  - d) providing information to the community on issues related to seniors and aging.
39. Focus on prevention and public education and alternative methods of intervention as a means of promoting public safety and quality of life with programs tailored to specific communities, such as the collaborative City Safety Program targeting school-aged children.
40. Collaborate with other City services and public safety partners to enhance public safety and public health promotion programs by:
  - a) establishing stakeholder forums to obtain feedback on existing and proposed EPS initiatives;
  - b) developing a multi-agency Emergency Plan to enhance the City’s capacity to respond to large-scale emergencies; and
  - c) ensuring that Ottawa Police Services maximizes the innovative use of technology for dispatch, communications, record management and crime analysis.
41. Commit to outreach to populations that do not or can not easily access established programs and services.

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## Direction 5: A Working City

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*"The illiterate of the 21st century will not be those who cannot read and write, but those who cannot learn, unlearn, and relearn."*

Alvin Toffler

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### Employment: Shared Prosperity

The entrepreneurial spirit thrives in Ottawa. As home to one of Canada's most educated workforces, Ottawa is becoming known worldwide as a centre for new ideas. Ottawa's innovative and talented residents have driven the growth of the City's dynamic new industries. One of Ottawa 20/20's specific goals is to include all residents in the City's growing prosperity, so by the year 2020 Ottawa will be an **Innovative City where prosperity is shared among all**. For non-retired adults, participating in prosperity means access to a job. The Ottawa of tomorrow is a Working City – a collection of strong communities, with a strong local economy, making smart, sustainable use of its people's energies and skills.

To help more people share in Ottawa's growing prosperity over the next five-years, the City will focus on four key employment areas:

- growing employability through training and skills development;
- connecting people with opportunities through information, job placements and innovative partnerships;
- encouraging and developing life long-learning skills; and,
- creating supports and removing barriers to employment.

The Working City targets employment as the surest route out of poverty and a basic condition of social inclusion. Employment provides comprehensive benefits to individuals, children and families and communities. Actions that increase individual employability connect people with employment opportunities, support people in the workplace, reduce poverty, improve equity, boost self-reliance and greatly improve the quality of life throughout the community. These efforts will build on the strong human resource base that will drive Ottawa's economy in the years to come.

### Building Human Capital

By investing in jobs and lifelong learning, we build "human capital". Human capital is the building of knowledge, skills and other personal attributes of the individual that facilitates individual well-being. It refers to the skills and abilities possessed by individuals that increase their capacity to adapt to economic

change. Human capital has a positive and cumulative impact on earnings, employment and economic growth. Building human capital increases social inclusion by creating attachment to the labour force for more people. Human capital focuses on education, but this is broadly defined as lifelong learning which includes: early childhood development; primary and secondary education; post-secondary education; adult education; literacy and numeracy; and skills training.

In *Building Wealth*, economist Lester Thurow contends that distribution of income can be made more equitable by focusing on improving opportunities and earning capacities of unskilled workers. Indeed, this group has suffered the greatest harm from recent economic changes. Improving their ability to earn good wages will not only raise their family incomes thus reducing inequality, but also accelerate economic growth for all (Thurow, 1999:73).

## Work and Poverty

Jobs matter. No other single factor contributes more to people's overall well-being than steady paid work. For adults and their dependent children the most direct route out of poverty is a full-time job. However, as demonstrated by the study *After Ontario Works: A Survey of People Who Left Ontario Works in Toronto in 2001*, people moving off Ontario Works are not necessarily moving out of poverty. The study shows that education, skills training and upgrading are integral to getting and keeping a job that pays a living wage. Steady employment that pays a liveable wage opens doors for people to escape and stay out of poverty, participate in the life of the community and build healthy and active lives.

Connecting people with opportunities for steady employment, and supporting their successful transition to the workplace, is a sound investment for the City. To meet the Ottawa 20/20 objective – that prosperity be more widely shared – the City will strive to help the people with the fewest skills, greatest barriers to employment, and lowest income levels learn the new skills they need to obtain and retain employment. Smart, well-planned and targeted strategies to get more people into the workforce form a key component to community building: they foster well-being for individuals, and reduce social problems and costs for the community.

The City of Ottawa has extensive experience developing training opportunities and placement partnerships. This experience was gained largely through the City's positive approach to employment and financial assistance programs. Working City initiatives will build on this experience to achieve the Ottawa 20/20 objective of sharing prosperity through increased support for job market participation and partnerships aimed at offering training, employment and work experience.

As innovative programs such as the City's new job retention initiative demonstrate, sharing prosperity by increasing and maintaining workplace participation delivers sustainable advantages throughout the

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community. Working City initiatives will have far reaching benefits. They will aim to reduce the City's costs, build individual confidence and employment success, and provide essential human resources to employers. In addition to this, the Human Services Plan's Working City strategic direction targets a broad spectrum of issues from human resources development to the fundamentals of access to work – stable affordable housing and quality childcare.

In Ottawa, Employment Services and Financial Assistance are now closely aligned to manage Ontario Works funding for the maximum benefit of clients. Graduated services are geared to the real-world daily needs of individuals. Employment support includes assistance with job searches, literacy development, skills training, training in the workplace, and life skills development. The City's results-driven approach to partnerships with Ottawa's employer community makes it easier for people to find lasting employment through training and placement experiences. Innovative strategies, such as job placements/incentive packages and micro-loans for those entering into self-employment, deliver measurable gains in client success.

Working to help people establish a secure place for themselves in the job market produces concrete and measurable returns for all members of the community. Encouraging sustainable inclusion in the working life of the City is a collaborative process that relies on teamwork to leverage the strengths of people, employers and partners.

The City of Ottawa has been providing employment support and financial assistance to Ottawa residents for over 45 years. Provincial eligibility restrictions, a 21.6 percent cut introduced in October 1995 and the passage of the Ontario Works Act in 1997 challenged the City of Ottawa to improve its employment services. Clearly an intensive effort had to be put in place to help more people gain access to jobs. The City of Ottawa succeeded in building the Partners for Jobs program which includes a range of employment activities to support the needs of unemployed people on Ontario Works. These activities include such programs as literacy programs, customized training, job retention support, and community and employment placements.

The City of Ottawa has won a well-deserved reputation for increasing success in its role as a facilitator and innovator connecting people to opportunities. The City is committed to assisting citizens toward self-sufficiency and reduced reliance on social assistance. While inevitably Ottawa's job market will be impacted by global macro-economic trends, the City's skills developing employment supports and partnerships have a major positive impact on earning potential. Success in integrating those with low incomes into the workplace builds economic flexibility and more opportunities for success of all Ottawa residents.

## **Work and the Community**

The City of Ottawa recognizes the vital role of the community in creating the vision of a working city. The Economic Strategy focuses on a number of ways to support and encourage both local businesses and export-based industries which provide a wide range of quality employment opportunities for residents. The role of the community in fostering employment whereby prosperity can be shared by all is crucial to achieving our vision. Two key approaches for growing programs to help people with the fewest skills and lowest income levels learn the new skills they need to obtain and maintain employment, and having control reside in communities, are Community Economic Development (CED) and Asset Based Community Development (ABCD).

CED is the conceptual framework, and includes non-profit, profit, and government actors, with activities ranging from specific ends-directed programs, to networking community groups for sharing expertise and resources, to public awareness and lobbying campaigns. CED is a way of looking at a community as a whole and asking, “how can it be strengthened?” CED focuses on lobbying and coordination by individuals, groups and communities to organize, create, and gain access to resources – such as managerial, technical and financial support – in order to mitigate local social and economic problems.

ABCD is the tool, a “what do we have to work with” approach to specific challenges. ABCD is a way of looking at specific programs or resources and asking “how can we grow them with what is available?” Community development starts with taking stock of abilities existing in a community (e.g. a collective kitchen), rather than looking only at what is lacking (e.g. proper nutrition). ABCD focuses on growing those abilities (e.g. expanding hours and linking to a food co-op) so the service can be sustained within the community, rather than relying on an outside program which could be subject to budget cuts at a later date.

## **Rural Communities**

The Working City sustains and protects rural communities, and benefits from agricultural green space, a wider mix of employment options and the stewardship of the region’s rural culture. Self-sustaining rural villages strongly linked to agriculture support the City’s economic diversity.

## **Safety in the City**

The Working City is a safe city. Ottawa’s Police, Fire, Emergency Medical Services, and By-law Services contribute to the sense of security enjoyed by residents of Ottawa, both in the workplace and at home. They target services to enhance the safety and liveability of Ottawa’s neighbourhoods and communities, where people work and where they live.

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## Caring for Children

Parents' experiences in the job market have a direct and lasting impact on the well-being of children. Children depend on parental income to meet their immediate and developmental needs. Poverty can have a lasting range of negative impacts on both the physical and cognitive development of children. Parental poverty effectively starts a chain of social risk that leads to reduced readiness for school and reduced success at school, higher risk of unemployment, perceived social marginality and low-status low-control jobs. Knowing that poverty can effect these long term impacts on the City's children, it is of even greater concern that over 13 percent of children under the age of 6 in the Ottawa area live on social assistance, and 25 percent of children under 12 years of age are considered to be living in poverty. The City will continue to focus efforts on poverty reduction for families.

The Plan needs to expand its focus on child care services. There is currently no flexibility in licensed child care. What about families who work shift work, part-time or weekends? Need to find ways to meet the needs of these families.

*(Tier II Consultation,  
McNabb Community Centre 2003).*

High-quality childcare promotes childhood development and helps overcome developmental deficits associated with childhood deprivation. Studies show that children who participate in early childhood education perform better in school than those who do not participate. Ten year olds with pre-school experience score significantly higher on tests than their counterparts. School performance at 10 years of age correlates positively with the decision to pursue post-secondary education and future family income. The City is working with the community to advocate and provide access to safe affordable quality childcare options for all children in Ottawa. The City has joined with multiple partners to invest in early childhood development through the Success by Six and Early Years initiatives.

A study carried out by University of Toronto economists Gordon Cleveland and Michael Krashinsky [1998]. *The Benefits and Costs of Good Child Care* calculated the costs and benefits of providing publicly funded early childhood care and education for children between the ages of 2 and 5 for those whose mothers were in the paid workforce as well as for those whose mothers were not. For every dollar invested in high quality childcare, the study found a \$2 return.

Public investments in high-quality early childhood programs benefit not only parents and children; society also gains significant benefits from the long-term impact of enhanced childhood development, economic productivity and lower costs of supports, such as welfare and social services. The public benefit also comes from the increased workforce participation of parents.

Coping with the demands of work, home, and school is a challenge faced by many parents and children in the community. Investments that solve childcare and after-school situations can deliver both immediate

and long-term returns. They help meet children's needs and contribute to the success of an educated and productive next generation, while improving the lives of working parents and making it easier for people to participate in the workforce.

The Working City nurtures quality childcare resources, assuring access to the workplace for families, including after-school support for children of all ages. Low-cost initiatives such as neighbourhood homework clubs can boost individual school success and offer alternative solutions for working parents and their communities.

Social exclusion occurs when people have limited resources. Since early childhood is the critical time during which people's lives are shaped, investment strategies directed at children, not remedial policies for those later in life, must be the centrepiece of action of this issue (Epsing-Andersen *et al.* 2001:32).

## A Healthy and Active Workforce

Private businesses directly benefit from a healthy community. A healthy, active, vibrant community offers to employers a fit and healthy labour force. Recently, the Community Services and Public Health Branches of People Services released a Physical Activity Strategy that will turn Ottawa into a more active city, attracting employers and employees.

## Life-long Learning

Education is key to a working city. The acquisition and application of knowledge must be understood as a lifelong process. The wealth of nations no longer depends solely on the presence of natural resources. Economic success now increasingly depends largely upon nations' ability to create and apply new knowledge. Virtually every city has the actual and potential assets to succeed in a knowledge economy: human beings. But success requires investment in their development (Torjman p 16).

Life-long learning is fundamental to the Working City's continued prosperity. Libraries are centres of learning and information for people of all ages in our highly diverse, sophisticated city. Sustaining knowledge leadership means meeting the needs of both young learners and Canada's most highly educated adult community. As well, libraries must explore ways to serve an increasingly diverse community with reading materials in a growing range of languages. Ottawa's libraries are refining their services to back the City's knowledge-economy growth. The Ottawa Public Library is building resources to serve as the corporate library for the City's small and medium-sized businesses. To help people connect with specialized knowledge and employment opportunities, libraries offer tours of information resources, provide company profiles and research databases, as well as support such as resume writing workshops.

Schools too play a central role in communities. As was heard at many public consultations, schools are frequently viewed as the “hub of the community”, and can serve as an effective partner in the community for the delivery of a number of City mandated services related to health, recreation, physical activity promotion, and education. The City needs to invest energy and time in developing and refining its partnering relationship with local school boards and post secondary institutions.

Better use of existing infrastructure, for example, use of schools after hours – City to develop partnerships so this could happen.

*(Tier II Consultation,  
Ottawa City Hall 2003)*

In addition, lower birthrates and worldwide competition for educated talent, add urgency to the need to ensure that children achieve greater success in school and, in time, become significant contributors to society. In a city with a growing need to capitalize on its knowledge, strategic investments enhancing the capacity of children to learn throughout their school careers are clear and compelling objectives.

Many sources have linked improved literacy with various benefits, including enhanced childhood development, higher education and earnings, better health, greater participation in social life and reduced crime. Literacy has been linked, for example, to increased self-confidence and other psychological and physiological aspects of the health of adults, involving activities that help the brain grow throughout adulthood. Benefits also include improved health of these adults’ children with learning in adult education programs leading to better prenatal and postnatal care, reductions in the number of low birth weight infants and better home medical care. Together, these benefits contribute to lower medical costs for children and fewer learning problems in school. Adults can acquire the knowledge to better prepare their children to enter school, help them achieve, encourage them to stay in school and increase their opportunities to enroll in higher education.

There is also a strong link between literacy and earnings. Men with higher literacy skills earn an extra \$585,000 over their lifetime; the amount for women is \$683,000 (Bloom *et al.* 1997). In fact, each additional year of education raises annual earnings by about 8.3 percent. An increase of 10 points on the literacy scale raises earnings about 3.1 percent (Green and Riddell 2001). Approximately 30 percent of the increased earnings of a full-time, full-year employed male university graduate compared to the earnings of a non-university graduate was due to the higher literacy skills of the graduate (Osberg 2000). When calculating the economic return from one’s education, literacy skills account for approximately 30 percent. The Conference Board of Canada estimates that a 2 percent increase in wages and earnings from improvements in national literacy would provide an estimated 1.8 percent increase in revenue (Bloom *et al.* 1997).

Research by the Ontario Public Health Association (OPHA) found that low-level literacy skills have a major negative impact on health. However health is defined or measured, people with limited literacy skills are worse off than their more literate counterparts (Health Canada 2001). Several different sources have documented the negative effect of low literacy skills on virtually all aspects of health, including levels of morbidity and mortality, accidents, and a wide range of diseases such as diabetes, cardiovascular disease and rheumatoid arthritis.

Life-long learning is an essential adaptive skill. Opportunities for learning at every stage of life fuel the collective intelligence of the region. Strategic investment in schools and libraries helps maintain our City's most important resource, builds liveable communities, and, directly and indirectly, enhances innovation, and inclusion.

### **The Arts in a Working City**

How tolerant is a city? How diverse? How open to creativity? For a new generation of urban economists, non-market factors like these rank first in the race to attract knowledge-economy growth, creativity heading the list. Building collaboration among problem solvers in Ottawa's creative arts community and other sectors of the economy is a clear smart growth opportunity for Ottawa.

The new digital media is empty without creative content. Building the capacity of Ottawa's creative community to develop digital content is an important first step in leveraging impact and economic returns for artists and creators.

### **Technology in the Working City**

The demographic composition of Ottawa's workforce is slated for change as the baby-boom generation enters retirement. For many less skilled workers, the departure of the baby boomers will make it easier to find rewarding work –provided the right training solutions are in place. More difficult to predict is the impact of new technologies on the nature of tomorrow's work. Whatever the future, flexible human capital, innovative employment solutions, and resilient partnerships position residents to lead in adapting to the new models of work and new workplace technologies our city excels at inventing.

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## Policy Statement: Employment and Lifelong Learning

**The City recognizes the importance of having a job and a liveable income to citizens' sense of belonging and self-sufficiency. Further, the City recognizes the importance of having a trained and job-ready workforce in order to maintain a strong local economy. Over the next five years, People Services will renew and expand its commitment to employment and lifelong learning as a strategic focus for all branches of the Department.**

### Actions:

42. Work to increase self-sufficiency and maximize employment and earning potential for residents of Ottawa by:
  - a) making employment and lifelong learning a strategic focus for all branches of the People Services Department;
  - b) increasing municipal investment in employment support programs and training for people on low income;
  - c) connecting people to employment opportunities that provide a liveable income;
  - d) expanding job retention programs as a means of helping former Ontario Works participants stay employed;
  - e) increasing partnerships with the community to develop a wider range of employment assistance to residents;
  - f) building on community strengths to enhance provision of services through communities, utilizing such models as Community Economic Development and Asset Based Community Development; and
  - g) supporting skill development and attraction as identified in the Talent Plan through such initiatives as Prior Learning, Assessment, and Recognition for employers in the Ottawa area.
43. Integrate newcomers and foreign-trained professionals into the local economy, working in partnership with local agencies, school boards and post-secondary institutions, and provincial and federal regulating bodies.
44. Support and work with the Talent Plan to overcome challenges facing the Ottawa workforce, including:
  - a) increasing linkages and partnerships; and
  - b) better integrating the unemployed and underemployed into the work force.
45. Support the recommendations of the Arts Plan, by:
  - a) promoting work in the new media sector; and
  - b) developing and supporting initiatives that lead to providing a living wage for artists and others in the creative sector.
46. Adopt an Ottawa Public Library (OPL) service delivery model aimed at providing access to its full collection for all residents.
47. Enhance OPL customer service by adopting new technologies, improving hours of operation and providing outreach services to those who have not traditionally used library resources.
48. Maximize access to new information technology, by:

- a) providing an OPL portal so that residents can access information resources twenty-four hours a day, seven days a week;
  - b) providing access to computers and providing training in information search strategies; and
  - c) evaluating initiatives under the Sm@rt Capital program that seek to ensure that Ottawa residents have access to community-based services through Sm@rt Site Internet access.
49. Address the changing needs of families, by:
- a) supporting the Child Care Service Plan recommendations that aim to stabilize the Ottawa Child Care System in 2003 and expand the system in 2004; and
  - b) working with child care and recreation programs to develop after-school safety training programs, and an increased number of after-school care programs.
  - c) develop strategies to ensure the stability and continuity of existing, effective, community-based programs.



## Section 3 – Implementation

The purpose of this section is to set out how the strategic directions contained in this plan will be implemented and monitored. It is hoped that this will assist both the City and its community partners in understanding and engaging in the implementation process.

The Human Services Plan works in concert with the other Ottawa 20/20 growth management plans and the Ottawa 20/20 Implementation Plan. The Ottawa 20/20 Implementation Plan will show how the Corporation of the City of Ottawa will organize its human and financial resources to deliver on the initiatives identified in the growth management plans. The Plan informs the departmental and branch strategic and operational planning processes, including budget development and performance measurement.

Implementation will of course be subject to considerations such as provincial legislative requirements, authorities defined under the *Ontario Municipal Act* and *Planning Act*, corporate financial capacity and administrative processes. The following three overarching considerations will also influence implementation:

- collaborative community building,
- innovation and creativity, and
- sustainability.

These considerations have been detailed in Section 1 of this report. They translate as follows:

### Collaborative Community Building

The recommended key elements of collaborative community building include:

- Community Consultation
- Community Assessments and Community Design Plans
- Formal Corporate Approval Processes

### Community Consultation

The City is committed to public consultation and is currently developing a corporate public consultation policy which will be approved prior to the end of 2003. This policy will set out the process the City will

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follow in consulting with the community and its stakeholders on the initiatives outlined in this plan prior to their implementation. The City will also ensure that the public notification and consultation provisions contained in the *Ontario Municipal Act* and the *Planning Act* are adhered to as required.

## Community Assessments and Community Design Plans

Communities require structures and support in order to play a role in their own growth, and the theme of community building is central to long term planning and development. Community-based assessments and Community design plans are tools that will be used to inform and enable planning in local communities. The City will provide expertise to speed the development of these processes, and their use by communities. A Community Forum was held in early 2003 to identify mechanisms that could strengthen the process of collaborative community building. The Community design plan process identified in the Official Plan will use such tools as the web-based exchange of information among the City, its partners and the community.

Many of the policies expressed in the Ottawa 20/20 plans will be implemented not by the City acting alone, but through collaboration with its community partners. The implementation strategy for Ottawa 20/20 will set out a framework within which such collaborative relationships can be developed, a framework that permits flexibility and initiative but ensures predictable outcomes once agreement on the basic arrangement has been reached.

## Formal Corporate Approval Processes

Council serves as the final authority in the approval of policy statements, directions, delegated authorities and resource allocation through budgets. The legislative agenda for the strategies and actions that are in the Human Services Plan are governed by one of the following: the Health, Recreation & Social Services Committee, or the Emergency and Protective Services Committee, or the Corporate Services and Economic Development Committee, or one of two Boards -- the Ottawa Public Library Board and the Police Services Board.

City Council has appointed a number of advisory committees to assist it in ensuring that the voice of the community and citizen expertise is brought to issues prior to their consideration at City Council. The following advisory committees deal directly with issues addressed in the Human Services Plan. These committees were consulted in developing the Plan and will be an important resource in its implementation.

- Equity and Diversity Advisory Committee;
- Health and Social Services Advisory Committee;
- Seniors Advisory Committee;

- Parks and Recreation Advisory Committee;
- Poverty Issues Advisory Committee;
- Heritage Advisory Committee;
- Arts Advisory Committee;
- Ottawa Youth Cabinet ;
- Accessibility Advisory Committee; and
- City-School Board Liaison Advisory Committee.

## **Innovation and Creativity**

Key elements include:

- Research, Measurement and Analysis; and
- Growing Networks (Formal and Informal).

## **Research, Measurement, and Analysis**

The issues addressed within the Human Services Plan are becoming increasingly complex, and hence our analysis and review must be up to the task. Good data and effective performance measurement criteria are needed to develop effective strategies that will move the City in the directions outlined in this plan. The City must invest in the tools to undertake this rigorous analysis. This will include using business intelligence methods and applying research technologies that will provide managers with the knowledge to make decisions. The City needs to invest in smart technologies for gathering user and client data necessary for effective decision making. The Ottawa Public Library, Community Services and the Emergency and Protective Services areas have taken the first step in applying such technologies. This area must be resourced on an ongoing basis in order to take advantage of the latest tools for effective service delivery and management.

## **Growing Networks**

Using technology, the City will capture best practices and innovative solutions to meet the expectations of its residents and clients. This will require developing new partnerships with local university, college and research organizations that can help keep the City at the leading edge in service delivery and excellence. Innovation needs to be both encouraged and rewarded in order to secure additional cost efficiencies and respond to the demand for enhanced services.

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## Sustainable Growth

The key elements for implementing sustainable growth include:

- Revenue and Funding Sources;
- Flexible Service Delivery; and
- Public, Private and Voluntary Sector Partnerships.

### Revenue and Funding

The key to sustainable growth is living within one's means. With a rapid growth in the city's projected population the demand for services and facilities will continue to grow. While it is recommended that new development should pay for itself, it is anticipated that there will be a considerable shortfall in the revenues earned through development charges in comparison to the funding that will be needed to provide for the changing needs of the community. New sources of municipal funding must be provided through transferred funds from senior levels of government and increased user fees. The business case for investing in human services which provide 'quality of life' dividends to all residents is strong, and hence the city will need as part of its implementation strategy to advocate strongly for additional funding sources. This should be incorporated as an action in the City's Ottawa 20/20 Implementation Plan.

### Flexible Service Delivery

It is always easier to apply a single standard to service delivery. However both residents and communities have indicated strongly that they want their service and delivery models to reflect local conditions wherever feasible. Rural communities operate differently from inner city urban communities and suburban communities. Hence in developing the various service delivery models for different services the city will be sensitive to these differences and apply a flexible service delivery standard. These standards will be forwarded to City Council for approval.

### Public, Private and Voluntary Sector Partnerships

Partnerships are not new for the City, however they have generally been limited to purchase of service agreements, sustaining and project grants to community based organizations and capital grants to community initiatives which will assist the city in delivering services to residents. There is now a need to explore and develop partnerships which leverage private and public funding for projects formerly funded in full by the municipality. In 2002 City Council adopted a 'Public Private Partnerships Policy' which set out the conditions under which the City would enter into such relationships. These will only be executed where there is a benefit to the City in terms of either reduced or deferred costs, and where the resulting service to the community is not compromised. Projects where this approach could be applied will be brought before Council on an annual basis, and be subject to analysis and public review prior to

proceeding. New forms of partnerships where the City leverages its assets in order to deliver its services will continue to be a major direction for the City in the coming years.

## **Corporate Business and Planning Cycle**

It is anticipated that a Corporate Strategic Plan will be developed to provide the internal administrative and organizational processes required to support the Ottawa 20/20 Plans and supporting strategies. The Corporate Senior Management Team, in concert with City Council, annually develops and sets corporate priorities. This influences the formulation of departmental strategic and operational plans. The Ottawa Public Library Board and the Ottawa Police Services Board also establish strategic plans and priorities for their institutions. These plans concern the program and service areas within the respective department and are implemented through operational plans which in turn set the work programs for staff.

## **Annual Budgets and the Long-Range Financial Plan**

It is in City Council's approval of its annual budget and its long-term financial plan that the commitment to the direction in the Human Services Plan will be realized. The justification for each annual budget submission will indicate the contribution it makes to the strategic directions contained in this plan. Particular attention must be paid to those shifts in emphasis needed to address changing priorities (e.g. move to prevention rather than intervention). Attention will be paid to ensuring that the long-term capital program is aligned with the policies included in the Plan.

### **Link with the Financial Planning Process:**

The City of Ottawa Long-Range Financial Plan: First Steps, completed in October 2002, covers the period 2002-2011. The document sets out short-term (2002-2006) and long-term (2007-2011) capital forecasts. The short-term forecast details projects that are either now underway or anticipated in the short-term. The long-term forecast offers spending estimates by grouping related projects together in spending envelopes. The First Step document was prepared prior to the completion of the five growth management plans. A Second Step document will now be prepared in order to provide a more detailed medium-range (10 year) spending forecast that better reflects the strategic choices contained in those plans and their spending implications. This second document will be submitted to Council in late 2003.

### **Link with the Annual Budget Process**

The annual corporate budgetary process sets the amounts of money that will be allocated to specific departments for policy initiatives; programs and projects as the growth management plans are implemented. Specific initiatives involving new money and new policy direction will be reported back to Committee and Council for approval. Staff will seek direction and budget through subsequent reports to

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Committee and Council. The 2004 budgetary process will be informed by the results of the Second Steps document described above.

## Priority Actions

A number of priority initiatives have been identified that will help “kick-start” the implementation process. These projects have been chosen because they exemplify the City’s commitment to the strategic directions expressed in the Plan, and they offer an opportunity to begin the process of public engagement and education in its implementation. The following criteria were used for the determination of priority actions:

- actions that can be accomplished in the short term (i.e. less than three years)
- actions that do not face major implementation hurdles;
- actions that have the greatest impact in terms of implementing the Ottawa 2020 vision and its strategic directions identified in the Ottawa 20/20 growth management plans;
- actions that meet the greatest need; and
- actions that have the largest range of ancillary benefits.

The initiatives chosen as priority projects are briefly described in Appendix II. Funds to undertake them have either been approved in the 2003 budget or will be implemented using existing program funding. Initiatives requiring additional funding will be identified in subsequent budget submissions to City Council.

## Communication Strategy

An integral part of the implementation strategy will be a communications strategy directed to both City staff and the community at large. Communications with staff will focus on bringing staff in the Corporation up to speed on policies relevant to their work and the procedures needed to properly implement Ottawa 20/20. A public information program will also be launched to help communicate key policy messages to relevant groups and the general public.

## Policy Implementation

The Human Services Strategic Directions will be further developed in the following strategies, plans and studies.

- a) Municipal Housing Statement;
- b) Affordable Housing Strategy;
- c) Community Action Plan to End and Prevent Homelessness;

- d) Park and Leisure Strategy;
- e) Community Infrastructure Plan;
- f) Talent Plan;
- g) Police Services Business Plan and Service Delivery Model;
- h) EMS System Design;
- i) Public Library Plan;
- j) By-law Services New Patrol Zone;
- k) Fire Services Delivery Model and Volunteer Firefighter Management Plan;
- l) Corporate Emergency Plan.

### **Provincial Policy Statements**

The City will continue to respect all Provincial policy and legislation and will ensure that the intent of any such policy statements are adequately reflected and implemented through this Plan. (e.g. Ontario Works Act, Day Nurseries Act, Health Protection & Promotion Act, Rental Housing Protection Act, Ontario Heritage Act, Housing Development Act etc.) This legislation will be amended from time to time, and new legislation adopted. All legislative changes will be reviewed to ensure that the City's response to them considers the new strategic directions contained in this plan.

### **Links to the Official Plan**

The Human Services Plan is strongly aligned and linked to the Official Plan in the areas of housing, community based assessment and design, heritage, and environmental considerations. The community based assessment and design planning mechanism represents a substantial change from traditional Official Plans and is reflective of both the Ottawa 20/20 forum and the express desire of citizens and communities engaged in the Human Services and related 20/20 growth plans.

### **Capital Works Program**

As per the Official Plan, the City will not undertake any public work, nor pass any by-law, for any purpose that does not conform to the intent and policies of the Official Plan. The phasing of the public works projects will be coordinated through a capital works program that will be reviewed annually as part of the City's capital budget process.

For the capital projects necessary to meet the needs of the community in the area of human services, individual projects and their relative priority will be identified in the Facility Needs Study which will eventually be incorporated in the City's Community Infrastructure Plan.

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## Increased Height and Density Provision By-law

As permitted in Section 37 of the Planning Act, the City may authorize, in target areas, increases in the height and density of development above the levels otherwise permitted by the Zoning By-law. These increases can be permitted in return for the provision of facilities, and community amenities that meet the policy objectives in the Human Services Plan. These could include but are not limited to the following:

- a) Facilitating the development of new affordable housing units;
- b) Child care facilities;
- c) Public cultural facilities;
- d) Park and recreation facilities,
- e) Art in public places;
- f) Conservation of heritage resources;
- g) Conservation/replacement of rental housing;
- h) Improvements to rapid-transit stations; and
- i) Other local improvements identified in Community Design Plans, Community Improvement Plans, capital budgets, or other implementation plans or studies that are consistent with policies within the Human Services Plan.

## Community Design Plan Areas

The City will maintain the citywide Community Improvement Project Area designation of all lands within the city's limits. The City of Ottawa will identify and establish Community Design Plan Areas throughout the city, and cite criteria for delineating project areas. Community Design Plans will constitute a schedule of works for the maintenance, rehabilitation, repair and development of public and privately owned facilities and lands. As part of the development of these plans the provision of human services should be included.

## Conveyance of Land for Park Purposes

The Official Plan requires that as a condition of the development of residential, commercial, industrial and multi-use lands, the developer convey a percentage of such land to the City for recreation purposes. The identification of such land is set out in the Implementation Section of the Official Plan. It is important that such lands be able to accommodate the needs of new residents and employees to the area.

Cash-in-lieu of parkland may be accepted, to the value of land that would have normally been required to build a park. In developed parts of the city, the alternative of using such cash-in-lieu contributions to improve the recreational opportunities in the immediate area of a new development will be applied at the discretion of the City.

## Links to the Arts and Heritage Plan

The Arts and Heritage Plan is strongly linked to the Human Services Plan in that it builds on both the Ottawa 20/20 principles and is aligned with the five strategic directions contained in the Human Services Plan. The contribution of the Arts and Heritage Plan to community and economic development were identified as key components of ‘Smart Growth’. The links that exist between the Arts and Heritage Plan and the Human Services Plan are found in the areas of supporting and promoting diversity, partnerships, community places and spaces and in creating opportunities for employment and life long learning.

## Links to the Economic Strategy / Talent Plan

The Economic Strategy addresses three sectors of activity, all of which complement many of the actions included in the Human Services Plan under the strategic direction of ‘A Working City’. The recommendations of the Talent Plan which was developed as part of the Economic Strategy includes actions to improve the match between the skills of the workforce and the need of the employers. Links between the Talent Plan and the Human Services Plan are found in employment and life long learning opportunities.

## Monitoring, Measuring and Evaluating Performance

Although monitoring and evaluating performance is one of the most important steps in good planning, it is often the most neglected. Monitoring and evaluation is necessary in order to track progress and make adjustments where the desired outcomes are not being realized. It is also a vital element toward realizing corporate accountability and transparency to the community.

## Corporate Report Card

The City will implement a monitoring program consisting of indicators, surveys and research to assess changing conditions and performance related to the Ottawa 20/20 plans. The results of the monitoring program will be presented in the Report Card.

Report Cards will be issued on an annual basis to an audience composed of individual citizens, community groups, private sector interests, and agencies. The Report Card will serve as a powerful catalyst for collaborative action on all growth and development-related issues, such as land use, the state of the economy, the environment, social well-being and cultural issues.

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Information for the Report Card will be gathered from a variety of sources inside and outside the Corporation. One important source will be the Community-Based Assessments/Community Surveys. They will survey residents to determine how well the visions and goals of the five growth management plans are being reflected at the local level. Assessments could be carried out every five years or so and be undertaken by the communities themselves with support from the City.

The Report Card will be based on a set of qualitative and quantitative indicators that best reflect our successes and failures. There will be three types of indicators:

- General trends in the prosperity, quality of life, and health of the environment in the City of Ottawa. Although these trends (e.g. life expectancy, employment by job sector, availability of social housing, air quality) are determined by a number of variables external to the Ottawa 20/20 process, influencing them is the ultimate goal of the planning process;
- Performance measures that indicate the degree to which the strategies and policies contained in the growth management plans are being implemented; and
- Measures of whether individual citizens or groups (e.g. businesses, associations, non-governmental organizations) are living or acting in a manner consistent with the goals of the growth management plans.

## Human Services Accountabilities

With regard to the Human Services Plan, implementation success is dependent upon whether:

- the assumptions underpinning the Plan continue to be valid;
- policy priorities remain constant or undergo significant change;
- the policies contained in the Plan are being carried out; and
- the policies being carried out are having the desired outcomes.

Monitoring these indicators over time will allow us to respond to changing circumstances and continuously improve on the effectiveness of the Human Services Plan. Targets will be adopted for those indicators that lend themselves to such treatment. However, the evaluation of trends, outcomes, and changing community values is very complex and the City will need to develop the best means of such measurement.

## Revisions to the Plan

Although it is important that the strategic directions contained in the Human Services Plan be pursued with all the intelligence and integrity that the City and its many partners can marshal, it is also true that no plan

should be written in stone. Some aspects of the Ottawa 20/20 plans may need to be revised in order to improve their relevance and efficacy. For instance, these factors could influence the Plan's applicability:

- Population growth or other projections made during the preparation of the plans may turn out to be quite different from current projections;
- Projections such as the demand for housing or other types of land uses may change due to changing economic conditions; and
- Policy priorities may undergo significant change due to local political changes or changes in policy by other levels of government.

It is recommended that the Human Services Plan be reviewed in detail and revised where necessary every five years. This review would be brought to City Council for approval.



# Appendices

## Appendix I

Map 1 – Youth Population Projection to 2011

Map 2 – Low Income Households

Map 3 – Low Income Children (Under 18 Years)

Map 4 – Number of Persons 65 and Over in Private Homes

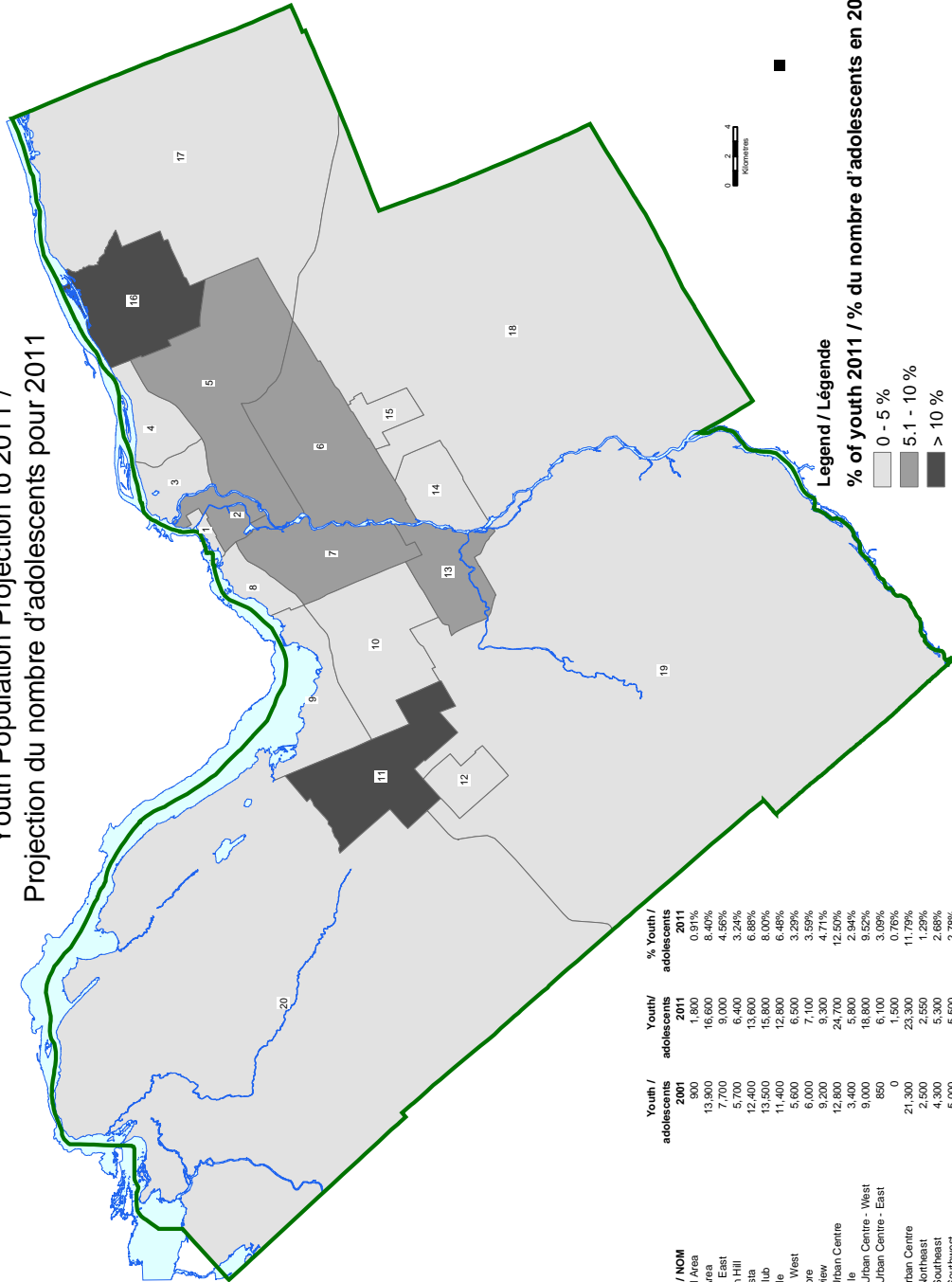
Map 5 – Number of Children Under the Age of 6 Living at Home

## Appendix II

Human Services Priority Action Plan 1 to 11



Youth Population Projection to 2011 /  
Projection du nombre d'adolescents pour 2011



ID	NAME / NOM	Youth / adolescents 2001	Youth / adolescents 2011	% Youth / adolescents 2011
1	Central Area	900	1,800	0.91%
2	Inner Area	13,900	16,600	8.40%
3	Ottawa East	7,700	9,000	4.56%
4	Beacon Hill	5,700	6,400	3.24%
5	Alta Vista	12,400	13,600	6.88%
6	Hunt Club	13,500	15,800	8.00%
7	Merivale	11,400	12,800	6.48%
8	Ottawa West	5,600	6,500	3.25%
9	Bayshore	6,000	7,100	3.59%
10	Cedarview	9,200	9,300	4.71%
11	East Urban Centre	2,800	24,100	12.56%
12	South Urban Centre - West	3,000	18,100	2.52%
13	South Urban Centre - East	9,000	18,800	9.52%
14	Leirim	850	6,100	3.06%
15	Leirim	0	1,500	0.76%
16	East Urban Centre	21,300	23,300	11.75%
17	Rural Northeast	2,500	2,550	1.25%
18	Rural Southeast	4,300	5,300	2.68%
19	Rural Southwest	5,000	5,500	2.78%
20	Rural Northwest	4,300	5,100	2.58%
<b>TOTAL / TOTAL</b>		<b>148,750</b>	<b>197,550</b>	<b>100.00%</b>

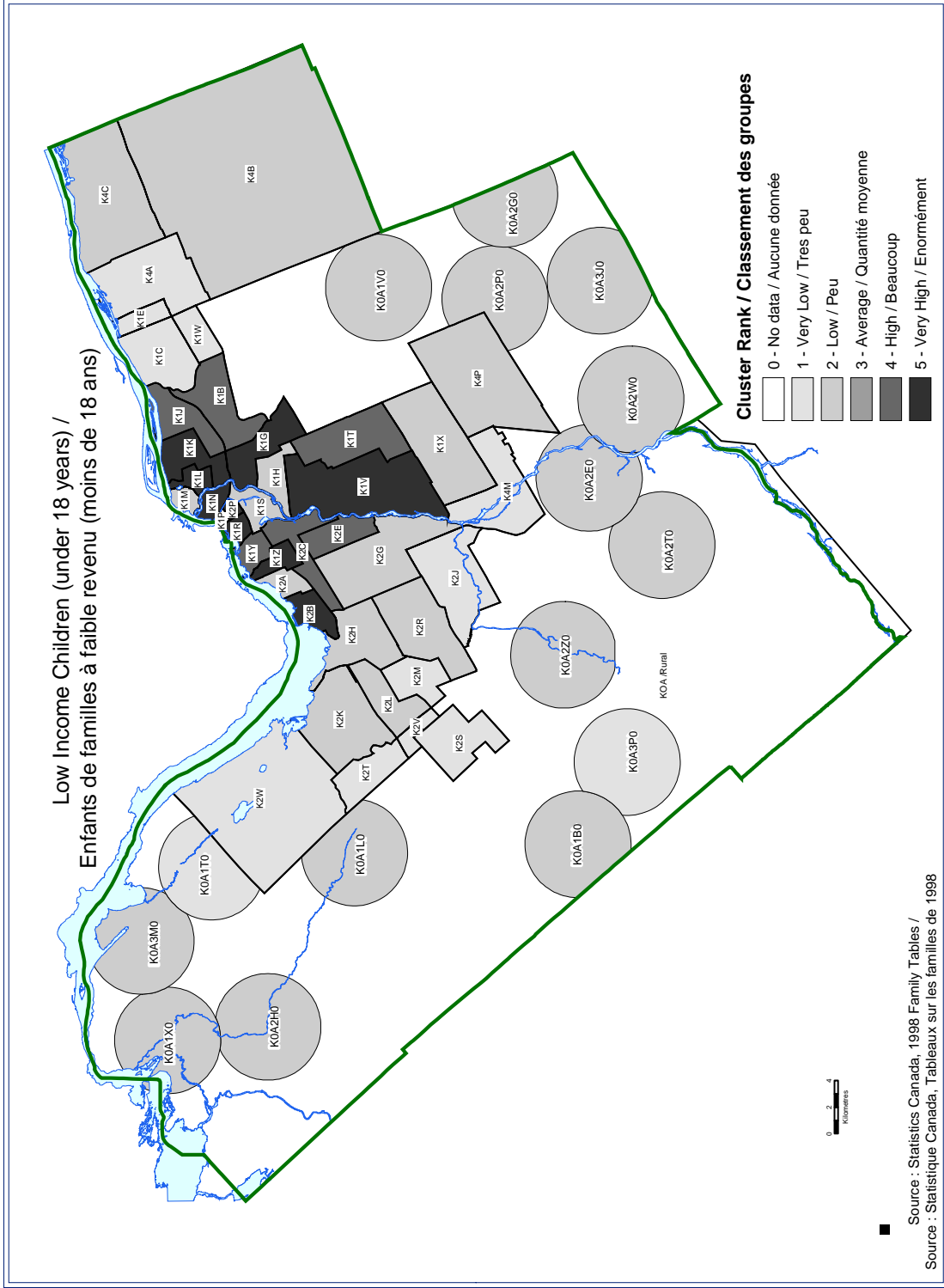
Legend / Légende  
% of youth 2011 / % du nombre d'adolescents en 2011

- 0 - 5 %
- 5.1 - 10 %
- > 10 %

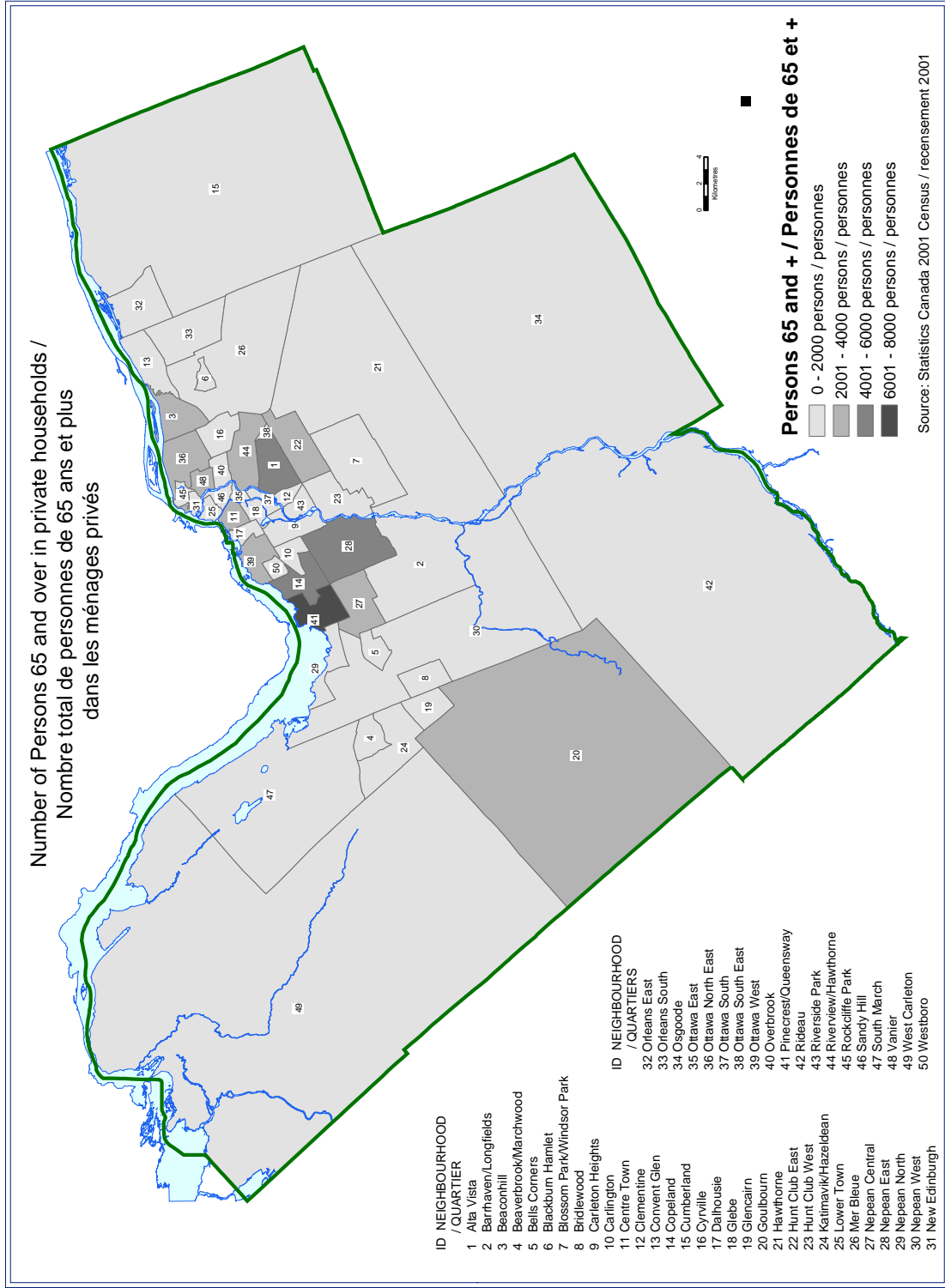
Source: City of Ottawa Development Services / La Ville d'Ottawa Services d'aménagement



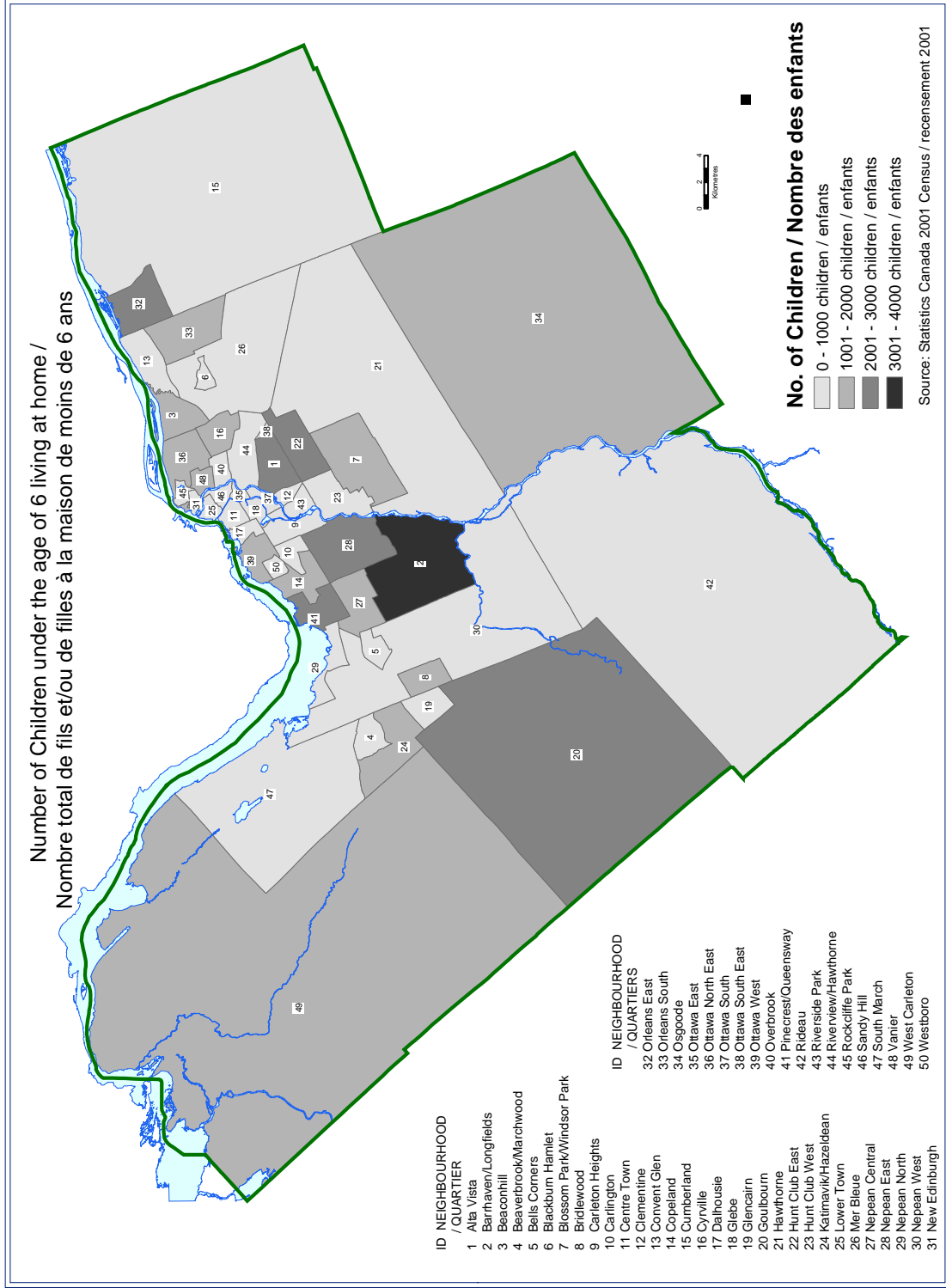
Low Income Children (under 18 years) /  
Enfants de familles à faible revenu (moins de 18 ans)



Number of Persons 65 and over in private households /  
 Nombre total de personnes de 65 ans et plus  
 dans les ménages privés



Number of Children under the age of 6 living at home /  
 Nombre total de fils et/ou de filles à la maison de moins de 6 ans





Appendix II – Human Services Plan Priority Actions 1 to 11

Human Services Plan Priority Action 1

Project Name	Community Planning and Assessment Tools
<b>Project Description</b>	Develop community-based assessment and planning tools that can be self-administered by neighbourhoods and communities of common interest. These tools will allow for an assessment of community based issues and opportunities, and provide a basis for the future planning of the community. These tools can enable communities to play a strong role in finding solutions to problems they identify in their community as well as providing the city with thorough community assessments.
<b>Relationship to Ottawa 20/20 Principles and Strategies</b>	<i>Responsible and Responsive City</i> – Partnerships; Open and Participatory Process. <i>City of Distinct, Liveable Communities</i> – complete communities
<b>Costing Information</b>	To be determined in conjunction with Development Services. Will partially build on data which is presently available. In 2003, existing funds approved to complete the Human Services Plan will be used. \$150K will be required in 2004, and \$150K in 2005 to further develop the data and application.
<b>Rural, Suburban and Urban Impact</b>	Community based assessments are applicable to rural communities similar to that for all other parts of the city. This approach is familiar to rural communities
<b>Progress Measures</b>	By the end of 2003 the framework for the initiative will have been developed, and the first five data frames will be made available for use by communities. By the end of 2004 a pilot community assessment package will be available to all communities as a web based application. Alternate delivery mechanisms will also be available.
<b>Disposition</b>	People Services will work in partnership with the Development Services, Ottawa Police Services and Emergency & Protective Services.

**Human Services Plan Priority Action 2**

<b>Project Name</b>	<b>B u i l d i n g a L i t e r a t e a n d L e a r n i n g S o c i e t y</b>
<b>Project Description</b>	<p>The project includes three specific activities:</p> <ul style="list-style-type: none"> <li>▶ Extending the active relationship that the Ottawa Public Library (OPL) maintains with the Ottawa-Carleton Coalition for Literacy (OCCL) in 2003 to include co-sponsored programs that integrate library tours with learning to use library services.</li> <li>▶ In 2003, the OPL will be growing its collection in 11 foreign languages: Arabic, Chinese, English, French, German, Japanese, Polish, Russian, Somali, Spanish and Vietnamese. In addition, the OPL will support two multicultural book clubs: the Mandarin Reading Circle and the Arabic Book Club, and will actively pursue opportunities for other multicultural communities to establish book clubs in other languages.</li> <li>▶ OPL will participate in a multi-year study for family literacy called ALSO (Alternative Learning Styles and Outcomes). This project targets Ottawa families whose first language is English.</li> </ul>
<b>Relationship to Ottawa 20/20 Principles and Strategies</b>	<p><i>A Caring and Inclusive City – Access to basics</i> <i>An Innovative City where Prosperity is shared among all – connecting people to opportunities.</i></p>
<b>Costing Information</b>	<p>The 2003 operating budget includes a \$60,000 allocation to cover staff salaries in support of literacy development. Alternative Learning Styles and Outcomes is supported through a grant from the Trillium Foundation, and by services in kind from the Ottawa Public Library Board.</p>
<b>Rural, Suburban and Urban Impact</b>	<p>All geographic areas of the city will be serviced by this initiative.</p>
<b>Progress Measures</b>	<p>Greater use of literacy and ESL collection, measured by OPL usage statistics. Increase in the number of foreign language book clubs, or increase in the use of the multilingual collection, measured by OPL usage statistics. Increased number of literacy tours in partnership with OCCL (measured in larger number of participants). Implementation of ALSO program, whose participants will be surveyed annually (year-end 2003) to gauge impact on family literacy.</p>
<b>Disposition</b>	<p>The Ottawa Public Library assumes responsibility for implementation.</p>

Human Services Plan Priority Action 3

Project Name	Increase employment, and reduce underemployment for residents, including foreign trained professionals.
<b>Project Description</b>	The overall objective is to ensure greater inclusion of all unemployed and underemployed citizens, including the immigrant community, so they fully participate in and contribute to the life of the community.
<b>Relationship to Ottawa 20/20 Principles and Strategies</b>	<i>An innovative city where prosperity is shared by all:</i> Connecting people to opportunities. <i>A caring and inclusive city:</i> Citizen engagement. <i>A Responsive and Responsible City:</i> Partnerships.
<b>Costing Information</b>	\$50K is available in the 2003 budget and community based partners have also been successful in obtaining funds from other sources to move forward on this initiative.
<b>Rural, Suburban and Urban Impact</b>	These initiatives will benefit all Citizens of Ottawa, regardless of their geographic location.
<b>Progress Measures</b>	Foreign Trained Teachers Project (ATAPIE) – Number of people employed as result of program. The Foreign Trained Workers Project – Strategy for assessment and recognition of skills and foreign trained credentials developed.
<b>Disposition</b>	People Services.

**Human Services Plan Priority Action 4**

**Project Name**

**B u i l d i n g   A f f o r d a b l e   H o u s i n g**

**Project Description**

Seek innovative ways to increase the supply of affordable housing supply of affordable housing across a continuum of needs and communities, actively support strategies to prevent and end homelessness. Work in partnership with private, non-profit and co-operative housing developers to support their initiatives in building affordable housing. Through the Action Ottawa Affordable Housing Initiative; leverage community equity by providing financial incentives to housing developers (incentives will be offered through a competitive request for proposal process)

- ▶ 2002-2005: Implement and administer the Action Ottawa Affordable Housing Initiative.
- ▶ 2003: Complete a Municipal Housing Statement.
- ▶ 2003: Complete the implementation of the recommendations in the City’s Affordable Housing Strategy.

**Relationship to Ottawa 20/20 Principles and Strategies**

*A Caring and Inclusive City: Access to the Basics*  
*A City of Distinct, Liveable Communities: Complete communities.*

**Costing Information**

Council has allocated \$1 million in capital funding and committed another \$1 million from the social housing reserve fund for Action Ottawa initiatives in 2003. Over the next 2 years (2004-2005), Council has identified an additional \$7 million in capital funding to support this program and increase the supply of affordable housing. It is hoped there will be increased support from senior levels of government in future years.

**Rural, Suburban and Urban Impact**

The building of affordable housing across the City will benefit all geographic areas.

**Progress Measures**

Targets: 250 affordable housing units to be built annually under Action Ottawa (2002-2005)  
25% of the City’s annual new housing development to be affordable  
Output Measurements: # of affordable housing units built annually  
# Of clients housed annually from social housing waiting list  
Greater acceptance of affordable housing in communities

**Disposition**

Housing Branch of People Services, and Development Services.

Human Services Plan Priority Action 5

Project Name	Emergency Response Program
<b>Project Description</b>	The Emergency Response Program is a five-year multi agency plan to respond to large-scale emergencies. A vulnerability analysis was undertaken to identify potential hazards (e.g. terrorism, earthquake, flood, train derailment) facing the City. A program of 31 projects have been identified to enhance the City's capacity to respond to the identified hazards.
<b>Relationship to Ottawa 20/20 Principles and Strategies</b>	<i>A Caring and Inclusive City:</i> personal safety and security <i>Responsible and Responsive City:</i> partnerships
<b>Costing Information</b>	The Emergency Response Program has a Council approved five-year budget of \$7.1 Million. The annual spending program is as follows: \$1.43 M in 2003; \$1.43 M in 2004; \$1.42 M in 2005; \$1.4 M in 2006 and \$1.42 M in 2007.
<b>Rural, Suburban and Urban Impact</b>	The program will be of benefit to all residents of the City of Ottawa.
<b>Progress Measures</b>	Operational objectives: <ul style="list-style-type: none"> <li>▶ Provide proper medical management and decontamination for 200 individuals within an hour, 2,000 individuals within 4 hours, and 20,000 exposed individuals within 24 hours;</li> <li>▶ Provide access to safe drinking water to 100% of affected population within 48 hours. Ensure multi-agency water response capacity within 1 hour;</li> <li>▶ Ensure the protection of 10% of the population by evacuation or shelter-in-place procedures;</li> <li>▶ Restore or provide alternative essential municipal services and lifelines in vulnerable facilities within 48 hours;</li> <li>▶ Provide and coordinate direct emergency social services to 1% of the population (8,000) within 48 hours;</li> <li>▶ Provide comprehensive search and rescue efforts of the emergency site within 48 hours;</li> <li>▶ Control access to all structures within 6 hours and ensure inspections within 48 hours (i.e.: dams, bridges, buildings, etc.);</li> <li>▶ Confine, control fire and prevent the explosion of 200 metric tons of liquid hazardous material within 24 hours;</li> <li>▶ Protect the environment from undue damages within 24 hours.</li> </ul>
<b>Disposition</b>	All Departments and agencies represented on the project Steering Committee (Emergency and Protective Services, Ottawa Fire Services, Ottawa Emergency Medical Services, Emergency Measures Unit, Ottawa Police Services, People Services Department, Public Health Department, Transportation, Utilities and Public Works Department, and hospitals.)

**Human Services Plan Priority Action 6**

<b>Project Name</b>	<b>I n t e g r a t e d R o a d S a f e t y P r o g r a m</b>
<b>Project Description</b>	<p>Develop, implement and evaluate a Five Year Integrated Road Safety Program for the City of Ottawa in support of the 2010 vision to reduce fatal, disabling and general injury collisions by 30% (Transport Canada Road Safety Vision 2010). Specifically:</p> <ul style="list-style-type: none"> <li>▶ Establish an Integrated Road Safety Program: partnership program between the People Services Department, Police Services, Emergency &amp; Protective Services Transportation, Utilities &amp; Public Works (TUPW) and the Communications &amp; Marketing Branch of Corporate Services, Transport Canada, and the Ministry of Transportation of Ontario.</li> <li>▶ Establish a City of Ottawa Road Safety Report Card</li> </ul>
<b>Relationship to Ottawa 20/20 Principles &amp; Strategies</b>	<p><i>A Healthy and Active City</i> – Health Promotion and Protection  <i>A Caring and Inclusive City</i> – Personal Safety and Security  <i>Responsible and Responsive City</i> – Partnerships</p>
<b>Costing Information</b>	<p>\$110K is available in the 2003 budget to develop the strategy, prepare the report card framework and undertake a public awareness program. Funds will be requested in 2004 to continue the report card preparation.</p>
<b>Rural, Suburban and Urban Impact</b>	<p>The road safety program benefits a wide range of persons, communities, road users, etc, however it is recognized that there are collision and road safety comfort level differences between urban and rural areas. Preliminary analysis suggests that additional collision risks may be present on Ottawa’s rural roads, an item that will garner greater attention in terms of collision reduction. Complaint wise, level of comfort and perceived safety issues for residents in urban and suburban neighbourhoods are higher. This is an area that will also require special attention.</p>
<b>Progress Measures</b>	<p>Completion of Road Safety Program Implementation underway with indicators identified.</p>
<b>Disposition</b>	<p>People Services, Ottawa Police Services, TUPW, Corporate Services, Emergency and Protective Services.</p>

Human Services Plan Priority Action 7

Project Name	Physical Activity Initiative
<b>Project Description</b>	Develop, implement and evaluate a 5 year Physical Activity Strategy to increase the number of Ottawa residents who participate in sufficient daily physical activity to achieve and maintain health benefits.
<b>Relationship to Ottawa 20/20 Principle &amp; Strategies</b>	<p><i>A Healthy and Active City</i> – Health Promotion and Protection; Recreation and Sport</p> <p><i>A Caring and Inclusive City</i> – Citizen engagement</p> <p><i>A Responsible and Responsive City</i> – Partnerships</p>
<b>Costing Information</b>	\$20K available in 2003 to identify priority target groups. \$125K available for communications and partnership development. Other partners will contribute funds and services in kind. Additional funding will be identified in subsequent annual budget submissions.
<b>Rural, Suburban and Urban Impact</b>	Action plan in place for community partners including city core, suburban and rural areas.
<b>Progress Measures</b>	<p>Community consultation: number of community interviews, number of partnerships secured.</p> <p>Physical activity plan for priority populations including seniors, children and youth in collaboration with relevant partners: 5% increase in number of seniors and 5% increase in subsidy usage for low income participants.</p> <p>Program launch with community partners (Fall 2003 &amp; 2004) – Media coverage in 60% of major print and media</p> <p>10 community activities implemented</p>
<b>Disposition</b>	The Community Services and Public Health & Long Term Care Branches of People Services together with community based partners (e.g. YM-YWCA, Schools, Colleges and Universities).

**Human Services Plan Priority Action 8**

Project Name	Successful Aging Initiative
<b>Project Description</b>	Develop, implement and evaluate a Successful Aging strategy that promotes and supports independence, participation and quality of life for Ottawa seniors. Working in partnership with the community and city stakeholders including senior leaders, health, recreation, heritage, housing, libraries, planning and transportation.
<b>Relationship to Ottawa 20/20 Principles &amp; Strategies</b>	<i>A Caring and Inclusive City</i> – Seniors <i>A Healthy and Active City</i> – Recreation and Sport; Health Protection and Promotion
<b>Costing Information</b>	Strategy will be developed in 2003 using existing resources from both the city and community based partners. \$125, 000 will be required in 2004.
<b>Rural, Suburban and Urban Impact</b>	This issue is of high priority for seniors living in the rural parts of the city.
<b>Progress Measures</b>	Seniors Population Health Survey will be conducted in partnership with key agencies/coalitions – survey data to inform planning Inventory of Existing services for and policies affecting seniors Collaborative development of a Successful Aging initiative 15-20 partners involved Community commitment to specific initiatives High profile program launch Media coverage: 75 % of major print and media 10 community activities implemented as a follow-up to the launch. – 2004
<b>Disposition</b>	People Services in partnership with community based partners including the United Way, Seniors Planning Forum and Seniors Advisory Committee.

Human Services Plan Priority Action 9

Project Name

Child Care / Children's Agenda

Project Description

Collaborative effort of the City, community partners and private sector:

- ▶ Completion of the work plan for the Home Child Care Task Force eight recommendations expected to stabilize and enhance the child care system.
- ▶ Children's agenda – development and implementation of an action plan to specifically address issues of concern for children 6-12 years. Implementation to follow within a 2-5 year timeframe.

Relationship to Ottawa 20/20 Principles and Strategies

*A Responsible and Responsive City* – Partnerships.  
*An Innovative City Where Prosperity is Shared by All* – Connecting people to opportunities.  
*A Caring and Inclusive City* – access to the basics.

Costing Information

Costing of each to be determined. Costing analyses not yet complete.

Rural, Suburban and Urban Impact

Issue of child care spans the entire geography of the City of Ottawa.

Progress Measure/s

Report completed.  
 Development of implementation plan and indicators underway.

Disposition

People Services and community partners.

**Human Services Plan Priority Action 10**

<b>Project Name</b>	<b>C o m m u n i t y P o l i c e C e n t e r s</b>
<b>Project Name</b>	Community Police Center Evaluation
<b>Project Description</b>	Evaluate the role of the Community Police Centres (CPC) with the objective of continuing to build strategic partnerships with community and institutions and of reinforcing the Ottawa Police Service’s commitment to community and problem oriented policing.
<b>Relationship to Ottawa 20/20 Principles and Strategies</b>	<i>A caring and inclusive city – personal safety and security</i> <i>A responsible and responsive city – partnerships</i>
<b>Costing Information</b>	The cost of the evaluation is \$85,000. This amount is in the approved budget. The cost of implementing the evaluation results in unknown.
<b>Rural, Suburban and Urban Impact</b>	There is a wide range of CPCs and of community involvement in the CPCs across the region. Some of the rural areas have highly committed and involved constituencies and some do not.
<b>Progress Measure/s</b>	The Evaluation Framework completed. Measure: the numbers of surveys completed, the numbers of interviews completed and the number of focus groups held.
<b>Disposition</b>	This project is the responsibility of the Ottawa Police Service, Operations.

Human Services Plan Priority Action 11

C o l l a b o r a t i v e C i t y S a f e t y P r o j e c t	
<b>Project Name</b>	Collaborative City Safety Project
<b>Project Description</b>	The project will develop a collaborative public education program within Emergency and Protective Services, in conjunction with other public safety partners and agencies in the community. It will promote public safety with programs tailored to specific communities.
<b>Relationship to Ottawa 20/20 Principles and Strategies</b>	<i>A Caring and Inclusive City – Personal Safety and Security</i> <i>A Responsible and Responsive City – Partnerships</i>
<b>Costing Information</b>	The Collaborative City Safety Project is funded through existing public education dollars currently identified within the 2003 branch operations budgets.
<b>Rural, Suburban and Urban Impact</b>	The Collaborative City Safety Project is intended to create public education programs that would be of benefit to all residents of the City of Ottawa.
<b>Progress Measures</b>	Number of school-aged children participating in the program over the number of school aged children in the City (% of children reached); Survey of program participants to identify levels of understanding/recall of key messages.
<b>Disposition</b>	Emergency and Protective Services, in collaboration with key public safety partners, is responsible for implementing the actions.