

Presentations and Delegations

Request for Recommendation Priorities Committee



Type of Decision

Meeting Date	September 22, 2003				Report Date	September 17, 2003			
Recommendation	<input checked="" type="checkbox"/>	Yes	<input type="checkbox"/>	No	Priority	<input checked="" type="checkbox"/>	High	<input type="checkbox"/>	Low
	Direction Only				Type of Meeting	<input checked="" type="checkbox"/>	Open	<input type="checkbox"/>	Closed

Report Title

Snow Removal - Parking Lots & Street Frontages - Churches and Community Facilities

Policy Implications + Budget Impact

This report and recommendation(s) have been reviewed by the Finance Division and the funding source has been identified

Background attached

Recommendation

As a result of the significant costs and service disruptions on public roads associated with plowing private parking lots and street frontages for churches and community service organizations, it is recommended that the City discontinues providing these services effective November 1, 2003.

Recommendation attached

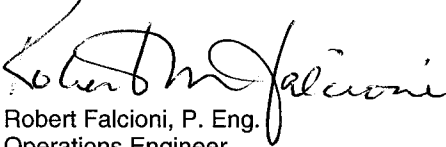
Recommended by the General Manager

Don Bélisle
General Manager of Public Works

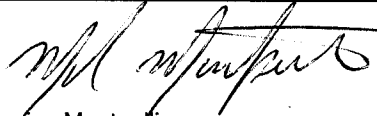
Recommended by the C.A.O.

Mark Mieto
Chief Administration Officer

September 17, 2003

Report Authored By

Robert Falcioni, P. Eng.
Operations Engineer

Division Review

Maurice Montpeffier
Director of Operations

Background

The Finance Committee received a report on a recommended policy for Winter Maintenance of Private Lots and Roads, and Public Owned Facilities on February 4, 2003. That report outlined the extent of services provided to church properties and community facilities and recommended that the service be curtailed. As a result of community concerns, Council requested that the service be continued for the balance of 2002/2003 Winter Season and that a meeting be set up with the stake holders to see if an alternate arrangement could be found.

A meeting was held on July 10, 2003 with church groups and other community organizations. Councillors Portelance, Lalonde and Bradley were in attendance (minutes of the meeting are attached).

As a result of the meeting, it was recommended that a more detailed outline of the costs would be necessary for Council to review the situation and this would be brought back to Council in September.

Major Issues

The major issues of concern are:

- The City's snow clearing equipment is not always suited for clearing parking lot areas. The plows are large and lots are small.
- The necessity to plow the parking lots while they are empty and prior to weekend services interferes with the City's priority of clearing the roads during a storm. Plows often have to interrupt their regular patrols to plow these lots.
- It takes approximately 33 man hours and about 22 hours of equipment time to clear these lots. That represents the equivalent amount of time to plow three residential plow routes.
- The City's Insurer has indicated the City is not insured to work on private property.
- The private sector is well equipped to provide this service on private property, and the City is in fact competing with the private sector.
- Some churches have no off street parking and require on street parking.
- Council reduced the snow removal budget by \$500,000.00 by implementing a policy of no snow removal on residential streets.

Costs

A more detailed cost analysis of the City snow clearing operation identifies that Operations spends approximately \$27,000.00 to snow plow 20 parking lots. There are approximately 143 additional churches and community groups that could request this same service. Extending these costs would increase the budget by a further \$193,000.00.

The City also spends an additional \$27,000.00 to clear snow from roadways in front of 20 churches, most

September 17, 2003

of which are located on residential streets. There are approximately 83 additional churches that could request snow removal on the street. Extending these costs would result in an increase in the budget of \$112,000.00.

This represents an increase in the snow removal and plowing budget of \$359,000.00.

Attached is a copy of the breakdown of costs per site.

Recommendation

It is recommended that because of the significant costs associated with plowing the parking lots and snow removal on the roadway that the City not provide this service and that these churches and community groups utilize private contractors for the service.

Summary of Costs

Location	Service Rendered	Frequency	Cost Per Event	Total Cost
Golden Age Club, Onaping	Snow Plow Parking Lot	Every Storm (18)	\$98.00	\$1,764.00
Curling Club, Onaping	Snow Plow Parking Lot	Every Storm (18)	\$117.00	\$2,106.00
Larchwood Bible Chapel, Dowling	Snow Plow Parking Lot	Every Storm (18)	\$98.00	\$1,764.00
St. Etienn Martyr Church, Dowling	Snow Plow Parking Lot	Every Storm (18)	\$98.00	\$1,764.00
St. Joseph Church, Chelmsford	Snow Plow Parking Lot	Every Storm (18)	\$143.00	\$2,574.00
Club 50, Chelmsford	Snow Plow Parking Lot	Every Storm (18)	\$143.00	\$2,574.00
Senior Craft Shop, Chelmsford	Snow Plow Parking Lot	Every Storm (18)	\$50.00	\$900.00
	Snow Removal	2 Times Per Year	\$348.00	\$696.00
St. Agnes Church, Azilda	Snow Plow Parking Lot	Every Storm (18)	\$50.00	\$900.00
	Snow Removal	2 Times Per Year	\$348.00	\$696.00
Lion's Den, St. Joseph, Hanmer	Snow Plow Parking Lot	Every Other Storm (9)	\$40.00	\$360.00
Lion's Den, Norman Recreation Centre, Capreol	Snow Plow Parking Lot	Every Other Storm (9)	\$40.00	\$360.00
Community of Christ Church, Hillcrest, Lively	Snow Plow Parking Lot and Sand	Every Storm (18) and Sand when necessary	\$30.00	\$540.00
Waters Mennonite Church, Lively	Snow Plow Parking Lot and Sand	Every Storm (18) and Sand when necessary	\$45.00	\$810.00
Naughton Congregation Church	Snow Plow Parking Lot and Sand	Every Storm (18) and Sand when necessary	\$30.00	\$540.00
St. Christopher's Church, Whitefish	Snow Plow Parking Lot and Sand	Every Storm (18) and Sand when necessary	\$45.00	\$810.00
Bethel Baptist Church	Snow Plow Parking Lot and Sand	Every Storm (18) and Sand when necessary	\$30.00	\$540.00
Beaver Lake Lutheran Church	Snow Plow Parking Lot and Sand	Every Storm (18) and Sand when necessary	\$30.00	\$540.00
St. John Church, Garson	Snow Plow Parking Lot	Every Storm (18)	\$40.00 + Sanding \$175.00	\$895.00
Sudbury Revolver Club, Maki St., Garson	Snow Plow Parking Lot	Every Storm (18)	\$40.00 + Sanding \$175.00	\$895.00

Snow Removal - Parking Lots & Street Frontages - Churches and Community Facilities

September 17, 2003

Nickel Centre Seniors, Falconbridge	Snow Plow Parking Lot	Every Storm (18)	\$30.00 + Sanding \$175.00	\$715.00	
Skead Seniors, Skead	Snow Plow Parking Lot	Every Storm (18)	\$30.00 + Sanding \$175.00	\$715.00	
Brady Park Food Bank, O'Neill Dr., Garson	Snow Plow Parking Lot	Every Storm (18)	\$30.00 + Sanding \$175.00	\$715.00	
Sub-Total Seasonal Snow Plowing					\$23,458.00
St. John United Church, Levack	Snow Removal Along Street	Twice Yearly	\$1,010.00	\$2,020.00	
St. Barth Church, Levack	Snow Removal Along Street	Twice Yearly	\$1,010.00	2,020.00	
St. Anthony's Church 19 Mary St., Sudbury	Snow Removal Along Street	Xmas	\$680.00	\$680.00	
St. Clement's Church Albert St., Sudbury	Snow Removal Along Street	Xmas	\$680.00	\$680.00	
St. Eugene Church Eyre St., Sudbury	Snow Removal Along Street	Xmas plus Special Events (Average 3 Yearly)	\$1,360 Xmas \$680 Event	\$3,400.00	
Berean Baptist Church Pine St., Sudbury	Snow Removal Along Street	Xmas	\$680.00	\$680.00	
Ukrainian Greek Church Baker St., Sudbury	Snow Removal Along Street	Xmas	\$680.00	\$680.00	
All People United Church 400 Antwerp St., Sudbury	Snow Removal Along Street	Xmas	\$140.00	\$140.00	
Holy Trinity Church 426 Burton Ave., Sudbury	Snow Removal Along Street	Xmas plus Funerals (Average 3 yearly)	\$1,360 Xmas \$680 Event	\$3,400.00	
St. Jean de Brebeuf Bond Street, Sudbury	Snow Removal Along Street	Seldom	N/A	---	
Ste. Anne's Church 40 Beech St., Sudbury	Snow Removal Along Street	Xmas plus Funerals (Average 3 yearly)	\$676 Xmas \$675 Event	\$2,700.00	
Salvation Army Birch St., Sudbury	Snow Removal Along Street	Xmas	\$270.00	\$270.00	
All Nations Church 885 Prete St., Sudbury	Snow Removal Along Street	Xmas	\$410.00	\$410.00	
St. Timothy's Church, Collin's Drive, Copper Cliff	Snow Removal Along Street	Xmas	\$410.00	\$410.00	

Snow Removal - Parking Lots & Street Frontages - Churches and Community Facilities

September 17, 2003

Croatian Catholic Church Pine @ Alder, Sudbury	Snow Removal Along Street	Xmas	\$815.00	\$815.00	
Serbian Orthodox Church 515 Antwerp St., Sudbury	Snow Removal Along Street	Xmas	\$140.00	\$140.00	
Shaar Hashomayim Syn. John St., Sudbury	Snow Removal Along Street	Xmas	\$1,350.00	\$1,350.00	
Calvary Baptist Church 493 Ontario St., Sudbury	Snow Removal Along Street	Xmas	\$270.00	\$270.00	
Sudbury Missionary 5 MacLaughlin, Sudbury	Snow Removal Along Street	Xmas	\$270.00	\$270.00	
Trinity United Church, Lively	Snow Removal Along Street	3 Times per Year	\$190.00	\$570.00	
St. Pius Church, Lively	Snow Removal Along Street	3 Times per Year	\$190.00	\$570.00	
Lively Regular Baptist	Snow Removal Along Street	3 Times per Year	\$190.00	\$570.00	
Christ Anglican, Lively	Snow Removal Along Street	3 Times per Year	\$190.00	\$570.00	
Sub-Total - Occasional Snow Removal					\$23,330.00
Sub-Total				\$46,788.00	
Plus 15% Administration				\$7,018.20	
Total				\$53,806.20	

Note: Wages Calculated at 1.5% for Plowing and straight time for Snow Removal

Minutes
Review of Snow Removal Policy
Churches and Community Facilities

Date: Thursday, July 10, 2003

Time: 1:00 p.m.

Location: Room C-11, Tom Davies Square

Present: Don Belisle, General Manager of Public Works.
Maurice Montpellier, Director of Operations.
Robert Falcioni, Operations Engineer.
Dan Laakso, Section Manager, South Section.
Jacques Brault, Section Manager, North-East Section.
Marcel Potvin, Section Manager, South-East Section.
Bob Hagan, Acting Section Manager, South-West Section.
Guy Vezeau, Acting Section Manager, North-West Section.
Councillor Portelance
Councillor Lalonde (A: 1:15 p.m.)
Councillor Bradley (A: 1:20 p.m.)
Rod Furchner, Onaping Falls Golden Age Club
Neil Ferguson, Onaping Falls Golden Age Club
William Hayes, Skead Seniors' Club
Gerard Lachance, St Christopher's , Whitefish
Mike Chorikawy, Trinity United, Lively
Judi Cartman, Shaar Hashomayim Synagogue
Addison MacCabe, Water's Menonite
Pat Dubreuil, Diocese of Sault Ste Marie
Alfred Maskell, Lively Baptist Church
Guy Bergeron, St John The Evangelist, Garson
Charles N Mathie, St John The Evangelist, Garson
Lil Bergeron, Holy Trinity Church
Marcel St Jules, Holy Trinity Church
Pauline Kruk, Holy Trinity Church
Keith McCormick, Holy Trinity Church
Dolores Arnold, Holy Trinity Church
Paul Labelle, Holy Trinity Church
Richard Charbonneau, Paroisse St Joseph, Chelmsford
Gerard Joliat, Paroisse St Joseph, Chelmsford

Introduction:

- Don Belisle went through a brief introduction as to the background. Region did not snowplow lots, it was the area municipalities that offered this service.
- Our records indicate there are 103 churches and 60 volunteer service clubs that could receive this service.
- Presently we snowplow lots at 18 to 20 churches and we remove snow from the roadway in front of approximately 20 other church locations.
- Presently we are offering this service to approximately 1/7th of the total church and volunteer service clubs.
- Our equipment is suitable for road clearing and not suitable for parking lots. It requires us to interrupt our service in order to provide it in a timely fashion and requires additional overtime to provide it. The City also does not have insurance to work on private property.

Discussion:

- The Skead Seniors Club had an agreement with the Town of Nickel Centre and provided a copy to Don Belisle. Don indicated that where agreements were in writing, the City will continue to honour them. He requested that anyone with written agreements to provide him a copy.
- The representative from Holy Trinity raised the concern that they have no parking lot and utilize all on street parking. During the winter months there is only one lane of traffic due to the snow banks and two rows of parked cars.
- Don Belisle indicated that City Council cut \$500,000 from the Snow Removal Budget for residential streets. Don acknowledged that Councillor Portelance was in attendance.
- Deacon Paul Labelle from Holy Trinity Church referred to Council's decision and stated that the City had approved construction of the church with no parking lot so that they should be prepared to address parking concerns on the street.
- Deacon Labelle spoke of snow removal in front of the churches specifically noting funerals and that the Funeral Directors were not notified of this meeting. He expressed that the church representatives wish to have an opportunity to address Council directly. He also noted that many churches had verbal agreements for

parking lot snow removal and should be recognized equally as with written agreements.

- Deacon Labelle raised the question as to the City's liability if snow is not removed from the streets and people are injured? Don Belisle advised that the City carries insurance for the city right of ways but not on private property.
- Judi Cartman from the Shaar Hashomayim Synagogue indicated that on John Street when the City plows they push the snow onto their property and reduces their parking.
- Gerard Lachance from St. Christopher's Church in Whitefish indicated that they all pay high taxes and that their parishioners are not pleased. He questioned what the City does when it is not snowing. Don Belisle explained that City Forces have other work to do when it is not snowing and they are not sitting around waiting for the snow.
- Councillor Portelance stated that she had sat on the Committee on Volunteerism and their recommendation was that the City was to provide the same level of service after amalgamation. This recommendation was adopted by Council. She further stated that amalgamation has not been kind to the service groups and an agreement should be reached to provide the same service levels.
- Don Belisle advised that service levels could not be changed without Council's direction and that representatives must approach Council to review.
- Don Belisle indicated that the City cannot work on private property and that he was expecting the representatives to provide some alternatives on how to continue to provide for this service. He asked if the group was prepared to pay for snow removal on the streets.
- Councillor Bradley stated that since amalgamation the area municipalities had been losing services and gave examples. He stated that 80 churches are not getting services and we need to seriously look at solutions. Some churches are not financially able to pay for the work and may have to close.
- It was noted that in Skead, services are performed by a payloader presently and that the contractor should be approached to provide a price to do the private lots.
- Don Belisle offered to provide a list of contractors who could provide maintenance services. Some discussion ensued as to whether this work should be contracted out and offered to private contractors or the City provide part of the service.
- Councillor Lalonde indicated that in the past the Town of Rayside Balfour performed

this work including work on private property. He stated that the Town had no problems with insurance coverage. He felt that this work should still be provided as part of the new City.

- Discussion ensued that in order for Council to review this situation, a more detailed outline of costs both for existing and potentially all sites be prepared.
- Don Belisle stated that the Councillors present would have to bring this forward to the August Council meeting to give him direction on preparing the report.
- Everyone present agreed that they would allow their names and telephone numbers to be circulated with the minutes.
- The Community Groups requested that they be informed as to when this would be presented to Council so that they could be present.

Request for Recommendation Priorities Committee



Type of Decision

Meeting Date	September 22, 2003			Report Date	September 17, 2003		
Recommendation	Yes	<input checked="" type="checkbox"/>	No	Priority	<input checked="" type="checkbox"/>	High	Low
	Direction Only			Type of Meeting	<input checked="" type="checkbox"/>	Open	Closed

Report Title

**LETTER
ATTENDANCE - CHURCHES AND COMMUNITY FACILITIES - PRIORITIES COMMITTEE**

Policy Implications + Budget Impact

This report and recommendation(s) have been reviewed by the Finance Division and the funding source has been identified

POLICY IMPLICATIONS

None

BUDGET IMPACT

None

Background attached

Recommendation

This report appears on the agenda for information only.

Recommendation attached

Recommended by the General Manager


Doug Wuksinic
General Manager of Corporate Services

Recommended by the C.A.O.


Mark Mieto
Chief Administrative Officer

Date: September 17, 2003

Report Authored By



Corrie Jo Caporale
Council Secretary

Division Review

BACKGROUND

Please find attached a copy of a letter dated September 4, 2003 regarding the snow removal on parking lots and street frontages for churches and community facilities. A copy listing the groups and organizations who received this letter is also attached.

At the close of the agenda no application was made from the affected groups requesting to speak to the Committee.

September 4, 2003

FIELD(Name)
FIELD(Address)
FIELD(City)
FIELD(PC)

Dear Sir/Madam:

**Re: Snow Removal - Parking Lots & Street Frontages
Churches and Community Facilities**

Thank you for your request to appear before the Priorities Committee of Council regarding the issue of the elimination of snow removal services on private lots and along the street frontage of churches and various community facilities.

I am pleased to confirm that you have been added to Priorities Agenda for **Monday, September 22, 2003.**

Please be advised that you may have up to ten (10) minutes to make your presentation to Council. Members of Council will have up to twenty (20) minutes to ask for information or clarification regarding your presentation.

I am attaching a copy of Section 14 (Delegations) of Council's Procedural Rules for your information.

If you wish to utilize slides, overheads or video tapes, as part of your presentation, then the time taken to present them is to be included in the time allocated to you. I would ask that if you plan to use audio visual equipment that you arrange with this Office to have it set up and in place in the Council Chamber no later than 4:00 p.m. on Monday, September 22, 2003.

If you plan to have a handout available at the meeting, please be sure to bring a minimum of 30 copies for the Mayor, Councillors, senior staff and the press. Paper copies of electronic presentations on three-hole punched paper are to be made available to the Members of Council and senior staff. If you wish, you may e-mail your presentation to Thom Mowry, City Clerk at thom.mowry@city.greatersudbury.on.ca no later than 9:00 a.m. of the meeting date and we will arrange to have it photocopied.

.../2

Page 2

September 4, 2003

Snow Removal - Parking Lots & Street Frontages - Churches and Community Facilities

Should you wish to provide Council with additional printed information in advance of the meeting, either under separate cover or as part of the Council Agenda, then I would ask that you provide me with one copy, suitable for photocopying on 8½ by 11 inch plain white paper, no later than 12:00 o'clock noon on Monday, September 22, 2003.

Presenters often ask for the appropriate manner in which to address Council. The Chair of the meeting will introduce you and then ask you to proceed to the podium to speak. A person addressing Council should first wait to be recognized by the Chair. Once recognized by the Chair they should in a clear voice announce their name and the purpose of their presentation.

The Chair can be addressed as *Chair* or *Councillor*. **All remarks must be addressed to the Chair.** A Presenter should not directly speak to any other member of Council.

Once the delegation has finished its presentation, please remain at the podium in case any member of Council wishes to ask a question.

Meetings of the Priorities Committee of Council start at 7:00 p.m., in the Council Chamber on the main level of Tom Davies Square, 200 Brady Street, Sudbury. I would appreciate if you could be present at approximately 6:45 p.m. in order to familiarize you with the layout of the Council Chamber and answer any questions you may have.

Please note that parking is available under Tom Davies Square at no charge to members of the public attending Council meetings. Access to the Council Chamber can be had from the parking level.

Should you have any questions concerning your presentation, please do not hesitate to contact me at 671-2489, extension 2471.

Yours truly,

Corrie-Jo Caporale
Council Secretary

Attachment

cc: Mr. Mark Mieto, Chief Administrative Officer
Mr. Don Belisle, General Manager, Public Works
Mrs. Vivian Gibbons, Executive Assistant to the General Manager of Public Works
Mrs. Fran Cottam, Administrative Assistant to the Director of Operations
Ms. Jeannie McKechnie, Mayor's Office

Golden Age Club
PO Box 125
Onaping, Ontario
P0M 2R0

Club 50 Balfour
25 Main Street West
Chelmsford, Ontario
P0M 1L0

Lion's Club
4611 St. Joseph Street
Hanmer, Ontario
P3P 1K5

Waters Mennonite Church
MR #55 West
Lively, Ontario
P3Y 1E2

Waters Mennonite Church
MR #55 West
Lively, Ontario
P3Y 1E2

St. Christopher's Church
MR #55 West
Whitefish, Ontario
P0M 3H0

Bethel Baptist Church
RR #1
Whitefish, Ontario
P0M 3E0

Beaver Lake Lutheran Church
Highway 17 West
Worthington, Ontario
P0M 3H0

Falconbridge Seniors Centre
c/o Harold Harris, 1250 Ramsey
View Court
Sudbury, Ontario
P3E 2E7

Skead Senior Citizen Club Inc.
5 Bell Street
Skead, Ontario
P0M 2Y0

St. John the Evangelist Church
255 Church Street
Garson, Ontario
P3L 1A6

St. Agnes Church
15 St. Agnes Street
Azilda, Ontario
P0M 1B0

Paroisse St. Joseph
3594 Errington Avenue
Chelmsford, Ontario
P0M 1L0

St. Etienn Martyr
68 Sturgeon Street
Dowling, Ontario
P0M 1R0

Larchwood Memorial United
Church
15 Douglas Street
Dowling, Ontario
P0M 1R0

Senior Craft Shop
3506 Errington Avenue
Chelmsford, Ontario
P0M 1L0

St. John's United Church
Third North Avenue
Levack, Ontario
P0M 2C0

St. Bartholomew's
30 Church Street
Levack, Ontario
P0M 2C0

Trinity United Church
6th Avenue
Lively, Ontario
P3Y 1M2

St. Pius X
45 A Street
Lively, Ontario
P3Y 1M2

Lively Baptist Church
227 6th Avenue
Lively, Ontario
P3Y 1M2

Christ Anglican
231 6th Avenue
Lively, Ontario
P3Y 1M2

St. Anthony's
19 Mary Street
Sudbury, Ontario
P3C 1B7

St. Clements
328 Albert Street
Sudbury, Ontario
P3C 1M2

St. Eugene
50 Eyre Street
Sudbury, Ontario
P3C 4A4

Berean Baptist Church
95 Pine Street
Sudbury, Ontario
P3C 1W9

Ukrainian Greek Orthodox
Church of St. Volodymyr
190 Baker Street
Sudbury, Ontario
P3C 2G1

All People's United Church
400 Antwerp Avenue
Sudbury, Ontario
P3C 4M8

Holy Trinity Parish
426 Burton Avenue
Sudbury, Ontario
P3C 4K7

St. Jean de Brebeuf
26 Kathleen Street
Sudbury, Ontario
P3C 2M1

The Salvation Army
107 Lorne Street
Sudbury, Ontario
P3C 4P3

All Nation's Church
885 Prete Street
Sudbury, Ontario
P3E 3X9

St. Timothy Lutheran Church
12 Collins Drive
Copper Cliff, Ontario
P0M 1N0

Croatian Catholic Church Sveti
Marko
140 Alder Street
Sudbury, Ontario
P3C 4J8

Serbian Orthodox
515 Antwerp Avenue
Sudbury, Ontario
P3C 4M9

Shaar Hashomayim Synagogue
158 John Street
Sudbury, Ontario
P3E 1P4

Calvary Baptist Church
493 Ontario Street
Sudbury, Ontario
P3E 4K4

Sudbury Missionary
(Elgin Street Mission)
200 Elgin Street
Sudbury, Ontario
P3E 3N5

Request for Recommendation Priorities Committee



Type of Decision

Meeting Date	September 22, 2003				Report Date	September 10, 2003			
Recommendation	<input checked="" type="checkbox"/>	Yes	<input type="checkbox"/>	No	Priority	<input checked="" type="checkbox"/>	High	<input type="checkbox"/>	Low
	Direction Only				Type of Meeting	<input checked="" type="checkbox"/>	Open	<input type="checkbox"/>	Closed

Report Title

"Child Care Project: Study of the Child Care Delivery System in the City of Greater Sudbury" - Summary and Recommendations

Policy Implications + Budget Impact

This report and recommendation(s) have been reviewed by the Finance Division and the funding source has been identified

The recommendations in this report support Children Services' overall goal of maintaining a viable child care system in Greater Sudbury that meets the changing needs of children and families in our communities.

The direct cost to the City to implement these recommendations is estimated to be \$80,000, which is available within the current allocated budget for child care.

Background attached

Recommendation

WHEREAS the Children Services Division provided an information report to Council in March 2003 to highlight some of the challenges facing licensed child care; and

WHEREAS the Children Services Division has worked over the summer with Child Care Providers and Laurentian University Professor Ozhand Ganjavi to analyze the child care system and develop responses to these challenges; and

WHEREAS a research report has been completed and several strategies have been

Recommendation attached

Recommended by the General Manager

Catherine Sandblom

General Manager, Health and Social Services Department

Recommended by the C.A.O.

Mark Mieto
Chief Administrative Officer

Date: Sept. 10, 2003

Report Authored By



Kate Barber
Policy/ Community Developer, Children Services Division

Division Review



Carmen Ouellette
Director, Children Service Division

developed in response to the challenges and recommendations contained in the research report:

THEREFORE BE IT RESOLVED THAT Council receive the research report entitled "Child Care Project: Study of the Child Care Delivery System in the City of Greater Sudbury";

AND FURTHER THAT Council support the recommendations contained in this report related to changes to Children Services Division's reporting requirements for child care service providers and payment structure for subsidized child care rates;

AND FURTHER THAT Council use the results of the research report to advocate to the Provincial and Federal governments for changes to the funding and administration of the child care system in Ontario.

Background

In March 2003, in response to public budget presentations to Council by members of the child care community, an information report from Health and Social Services Department entitled "Status of Licensed Childcare in Greater Sudbury" provided Council with an overview of the licensed childcare system in Greater Sudbury and reviewed the current system of funding for childcare. At that time challenges facing the childcare system in Greater Sudbury and throughout the Province were highlighted and Children Services Division committed to working with the child care community to further analyse the nature and scope of the challenges to child care and to develop resources and strategies to assist child care centres to remain viable despite funding challenges.

To assist with this project, Children Services Division contracted with Laurentian University Commerce professor Ozhand Ganjavi to perform an analysis of the business of child care in Greater Sudbury and to propose some solutions to assist Child Care centres to improve their viability and the Children Services Division to better administer the child care system.

Although Professor Ganjavi's research was not able to come up with a "magic solution" to respond to the challenges facing the child care system, he was able to develop some recommendations and proposals to improve the child care system's ability to cope with funding challenges.

Children Services Division staff formed a working group with representatives of the Child Care community which met to discuss these proposals. This working group was able develop concrete strategies to respond to the proposal which have been endorsed by the Child Care community at large and are acceptable to the Children Services Division. This report will outline these proposed strategies and ask for Council's endorsement to implement them on a pilot basis.

Research Report Summary

The following are a summary of the features and findings of Child Care Project: Study of the Child Care Delivery System in the City of Greater Sudbury":

- For the benefit of readers not familiar with the licensed daycare industry in the City of Greater Sudbury some background material is presented that demonstrates the role of various levels of government, their obligations and their responsibilities.
- Generally, the Early Childhood Educators (ECE) teachers earn low wages all across the province including in the City of Greater Sudbury.
- The province provides some support, in the form of wage subsidy, to maintain the wages of all day care staff. The provincial support is assessed to be inadequate to deal with the extent of the problem. The regulation does not permit the City to move funds between wage subsidy and fee subsidy budgets.
- The licensed day care is a relatively low profit margin business.
- Cost of wages is reported to be around 80% of the total cost of operating licensed daycare centres.
- The wage rate of the ECE at commercial (for-profit) daycare centres on average is 37% lower than average wage rate of the not-for-profit centres.
- Other costs are widely varied among centres; in particular cost of occupancy depends on the arrangements made to use a physical facility.
- Recent changes in tax regulations requiring the not-for-profit organizations to pay property tax and other associated costs such as garbage removal charges has put more burdens on financially weak centres.
- One of the hazards in the day care business is the high variation in demand level across all time horizons (i.e. variation within a day, within a week, and within a year). High levels of variation often result in periodic levels of utilization, which in turn results in financial losses.
- Two of the underlying causes of such variations are: increasing number of parents working part time jobs, and introduction of part-day or part-week kindergarten programs.
- Day cares that avoid deficit often pay lower wages. In fact, the difference between wages paid and fees collected is a very good predictor of financial outcome.
- Financial Data provided annually by centres to CSD is often incomplete and not appropriate for analytical work.
- While all centres are experiencing some degree of financial discomfort, recent cases of financial deficit suggest that the centres with a combination of being large, independent, and located in outlying communities are more susceptible to financial deficit than the rest of the centres.

Date: Sept. 10, 2003

- One major way to assist the centres is to facilitate simple tools that are used for financial reporting.
- To simplify the system of billing codes provided to CSD by daycare centres, it is suggested that the current system of more than 160 codes be modified to a system of 25 codes.
- It is recommended that City Council bring the child care issues to the Province for the purpose of securing more financial commitment as well as changing regulations which prohibit the City from utilizing the provincial funds in a more effective manner.

Responding to the recommendations:

The report points to several challenges to the child care system:

1. As it is currently funded Child Care is a "low margin" business which has very little flexibility to respond to any increases to costs or fluctuations in demand or utilization.
2. Most (and in some cases all) of the funding received by child care centres is based on fees collected from enrolled children (either paid by their parents or by the City in the case of subsidized children). The fee structure is based on outdated assumptions about child care usage and is not always able to respond to changes to operating expenses. From the City's perspective, the current fee structure is also unduly complex with each centre being paid up to 20 different rates for subsidized children.
3. Differences and inadequacies in centres' reporting to the City make good comparative analysis of the financial situation of child care very difficult and may point to centres' own difficulty tracking and projecting their expenses and spending. This is especially true for smaller child care centres who do not have professional assistance with bookkeeping and financial management.
4. The general low level of staff wages and the large discrepancies between salaries in child care centres present very real recruitment and retention issues in child care centres, which impact directly on operational costs and efficiency.
5. The City has very little flexibility about how Provincial funding earmarked for child care may be spent and is limited in its ability to use unspent dollars to assist child care centres directly.

In response to these challenges, Children Services Division has developed five recommendations for consideration by Council.

Recommendation #1- Advocacy:

Many of these challenges stem from funding decisions and regulations at the Provincial level and may not be responded to in a systemic way at the local level. For this reason, the first recommendation is for City Council to join with other Municipalities in advocating to the Province for more funding for licensed quality child care, and for more local discretion about how the funding may be spent to respond to local issues and priorities.

Recommendations #2 to #5- Operational changes in the administration of Child Care Subsidy:

Date: Sept. 10, 2003

There are, however, areas where Children Services Division feel that there is some ability to make operational changes which will assist Child Care Centres to remain viable while still upholding the current Provincial requirements as they relate to the provision of mandated Child Care programs.

Recommendation #2- Changes to Reporting Requirements for Child Care Centres

Proposed Change: Children Services Division will simplify the financial and reporting data collected from child care centres by asking only for the yearly audited statement and the Ministry required Wage Subsidy Verification and Utilization Reports.

Rationale: The research found that the current data being collected (yearly budget submissions and quarterly spending reports) was not useful for analytic purposes and child care centres report that it is difficult to prepare with their limited resources. The only reports used consistently by the Children Services Division for planning and allocation purposes and required by the Province are the audited statement and Wage Subsidy Verification and Utilization Reports.

Implementation: Starting January 2004, child care centres will be informed that they need only submit the audited statement and Wage Subsidy Verification and Utilization Reports. The only exception will be independently operated Nursery Schools for whom, because of the very small scale of these operations, the expense of an audited statement would not make sense. These agencies will be permitted to submit unaudited financial statements at the end of their operational year but will still be responsible for submitting the Wage Subsidy Verification and Utilization Reports.

Impact on Child Care Centres: This change will create less work for child care centres, saving money and staff time.

Financial Impact for CGS: There will be no financial impact to this change.

Conformity with Provincial Requirements: The Ontario Child Care Service Management Guidelines require only that all centres receiving Wage Subsidy funding provide audited statements and Wage Subsidy Verification and Utilization Reports.

Recommendation #3- Coordination and Development of Financial and Management Supports for Child Care Centres

Proposed Change: Children Services Division will work with Child Care providers to determine centres' needs around financial and management training and resources and work with City and community resources to develop and make available appropriate supports.

Rationale: Many child care centres are small operations run by parent boards who do not necessarily have financial or management experience or training. The consultant found that some centres would benefit from simple managements tools and resources. The City has expertise in many of these areas that could be shared with centres to assist them in their operations and help them to better forecast budgetary and staffing needs.

Implementation: Children Services Division will consult with child care operators through the City's Child

Date: Sept. 10, 2003

Care Committee to determine their needs around financial and management support and will facilitate training and resources on an as needed basis.

Impact on Child Care Centres: This will provide valuable and affordable supports to the child care sector which will allow them to improve in areas they identify themselves.

Financial Impact for CGS: This will be implemented with existing resources.

Conformity with Provincial Requirements: There are no Provincial Requirements related to this area.

Recommendations #4 and #5 are a two-part solution to two separate, but related issues. Recommendation #4 responds to the complexity of different rate structures in centres throughout the City which have been created by individual centres and have resulted in over 160 different rates for child care in the City. Recommendation #5 responds to the current system of child care rates' inability to respond to the increased costs of providing a variety of child care services to meet parents needs. Children Services Division feels that these two steps need to be completed together in order to both rationalize child care rates and recognize the true operating costs of child care in our City.

Recommendation #4- Simplification and rationalization of "Child Care Codes" (rate structure for Child Care) which reflect the diversity of types of child care offered

Proposed Change:

The rate structure paid for subsidized child care will be rationalized from 160 separate "child care codes" to a set of 25 codes which are based on the age of the child and the hours of child care provided in order to allow centres to continue to provide flexible child care to meet parents needs while simplifying the payment and billing process. The following table of proposed codes is further explained in the report, it uses averages of the current codes to develop a set of codes with each code related to the "base code" (the 6-9 hour day for a preschool child) by a defined weight or ratio. Using this table, actual rates to be paid are generated by assigning a rate to the 6-9 hour preschool code ("base code") then multiplying by the appropriate weight to generate proportional rates in the other codes.

Date: Sept. 10, 2003

Proposed Child Care Codes

Age Group	More than 12 hours	9 to 12 hours	6 to under 9 hours	4 to under 6 hours	Under 4 hours
Infant Code Weight	I- 12 2.056	I-10 1.534	I-9 1.304	I-6 1.050	I-4 0.569
Toddler Code Weight	T- 12 1.542	T-10 1.244	T-9 1.058	T-6 0.852	T-4 0.461
Preschool Weight	P- 12 1.408	P-10 1.176	P-9 1.000	P-6 0.805	P-4 0.436
Kindergarten Weight	K- 12 1.430	K-10 1.169	K-9 0.994	K-6 0.801	K-4 0.434
School age Weight	S- 12 1.386	S-10 1.146	S-9 0.974	S-6 0.784	S-4 0.425

A brief description of the method used to arrive at the proposed ratios is presented in Appendix 6 of the report.

Rationale:

The current system of child care codes has been developed in an uncoordinated way over time with each child care centre contributing their own codes based on the particular way they have decided to offer their services. For each separate rate that parents are charged by the child care centre, a new "care code" must be created in order for the City to pay the rate on behalf of the subsidized parent. For example, one child care centre may have started with a full day rate for each age group, then added new rates for each new service they offer, such as before school, after school, part day, evening, extended days, supper club or evening programs. Because of the varying costs of providing different services, centres may have different rates depending on how many meals the child eats, what time of day the service is provided, or even the number of children attending per family. Since each service also usually has a separate rate for each age group, and centres have continued to offer more flexible child care services to meet parents' needs, the number of codes has multiplied very quickly.

This large number of care codes creates a very complex system both for the City and for the child care centres. Monthly billings are time consuming for child care centres to prepare and for City staff to pay. The diversity of codes also mean that it is more difficult for child care centres to predict how much funding they will be receiving from the City on behalf of subsidized families.

The rationalized set of child care codes has been developed using all of the existing codes to create one set of codes that can incorporate and balance the varied costs of providing different types of care, at different times in the day. The hours-based system of payment reflects the diversity of different types of care currently offered and will allow centres to continue to provide new types of services to respond to parents needs, without having to create new care codes.

Implementation:

A working group of child care providers has met with Children Services Division staff and the consultant

Date: Sept. 10, 2003

several times over the summer to provide input about this proposed system. This group was able to provide valuable suggestions to improve the model and all have been supportive of the change. With the recommendation of the working group, the proposal was taken to the City of Greater Sudbury Child Care Committee, made up of representatives of all Child Care centres, and has been approved by this group.

Analysis was completed based on child care billings over the last year and it was determined that the current system could be adapted reasonably easily to the proposed new system of child care codes and that child care centres could provide the same services within the new system with very little disruption.

With Council's recommendation, the Children Services Division will work with child care centres to prepare for a transition to the new system for January 2004. Administrative changes to the child care payment software program could be made in-house with little difficulty, and training for child care centre operators would be organized to take place in November to introduce child care administrators to the new system of codes and to assist them in converting their existing codes into the new structure.

Impact on Child Care Centres:

The new system of codes will simplify billing for child care centres, free up some administrative time for centre staff and allow centres to better project their revenues from the City, while still providing enough flexibility to provide care for families based on changing community needs.

Financial Impact for CGS:

The development of the new care code structure will not have a financial impact for the City on its own. Until the actual rates are generated there is no cost to this recommendation.

Conformity with Provincial Requirements:

Provincial requirements direct that rates paid for child care subsidy be based on the market rate for child care. The proposed system of rates more closely reflects the changing market for child care based on families' child care needs and allows for continued flexibility to meet these ever-changing needs.

Consolidated Service Managers are mandated by the Province to ensure a viable child care system that meets families' needs. This change will help the City of Greater Sudbury to fulfill this mandate.

The proposed change to the rate structure will be easily adaptable to the "Ontario Child Care Management System", the child care administration database developed and required by the Province.

Recommendation #5- Development of a harmonized, fixed set of rates to be paid for all subsidized children which reflect actual operating costs for child care.

Proposed Change:

Rates paid for subsidized children will move from a system of rates set by child care centres themselves and based on the community's ability to pay, to a standardized, fixed set of rates designed to reflect the true operating costs of child care in the City of Greater Sudbury. The following proposed table of rates was

Date: Sept. 10, 2003

designed to reflect the full cost of providing all types of child care to families in our community. These rates were developed using the "Proposed Child Care Codes" table explained in recommendation #4, and were set at a level equal to or above the current rates being charged by 80% of centres.

Proposed Harmonized Rates

Age Group	More than 12 hours	9 to 12 hours	6 to under 9 hours	4 to under 6 hours	Under 4 hours
Infant	65.00	55.00	46.00	37.00	21.00
Toddler	49.00	41.00	34.50	28.00	16.00
Preschool	44.50	37.50	31.50	25.50	14.50
Kindergarten	45.00	38.00	32.00	26.00	15.00
School age	44.00	37.00	31.00	25.00	14

Rationale:

The report described recommendations #4 and #5 as two stages to a general strategy to rationalize child care rates and recognize the true operating costs of child care in our City. With input from child care providers, Children Services Division feels that it would be possible to undertake both of the changes at the same time on a pilot basis, thus corresponding with the City's Child Care strategic Plan for 2004-2006.

The report also highlights the funding challenges that child care centres are facing in our community and explained the limited flexibility that municipalities have to assist child care centres to meet these challenges. Operating grants or increased wage subsidy grants have not been approved by the Province, leaving the daily rate paid to child care centres on behalf of subsidized children as the only avenue to address these challenges.

Historically, child care rates have been set by parent boards of directors based on full fee parents' ability to pay. This has meant that child care rates charged by centres, in many cases, have not reflected the true operating costs of the centres and have not been able to keep pace with changes to the market. In some cases rates for the more costly types of service required by subsidized parents (part time or evening/ shift care) have been set at rates reflecting the true cost of care with the result that full fee parents have not chosen to use them.

Accordingly a single set of rates must be set high enough to encompass a large majority of centres. Additionally, there are some services (mostly infant and toddler) that are not offered by a large number of centres. The rates for these services must be high enough to encourage more participation and avoid withdrawal of services by those who currently offer them. Because of these two considerations the set of rates should not be set at the average level. Utilizing figures that are between 80 to 100 percentile of the distribution for each cell should address the above concerns.

While this will have a financial impact on the City, paying rates more reflective of the true costs of child care will assist child care centres to develop a more stable funding base and allow them to continue to provide viable services for the community at large. Analysis based on current usage shows that the cost of paying these "true-cost" rates will still be possible within Children Services Division's existing allocated budget.

Date: Sept. 10, 2003

Over the time frame of the three year pilot, these rates will be fixed and child care centres will work to adjust their centre's full fee rates to ensure that they are also reflective of the true cost of providing each service. No increase to the fixed rate for subsidy will be considered until such time that the full fee rates in this sector also reflect the true cost of service delivery. Nevertheless, Children Services is committed to work with the child care community to monitor and review on an annual basis the full fee rates and analyse whether or not both sector's are keeping up with the true market cost of providing each service.

Implementation:

A working group of child care providers has met with Children Services Division staff and the consultant met several times over the summer to provide input about these proposed rates. This group was able to provide valuable suggestions based on their experience to improve the model and all have been supportive of the change. With the recommendation of the working group, the proposal was taken to the City of Greater Sudbury Child Care Committee, made up of representatives of all Child Care centres, and has been approved by this group.

Analysis was completed based on previous child care billings and it was determined that for the large majority of centres, the new rates would bring in similar or higher revenues to the centre, allowing centres to better plan for the needs of the centre and to be better able to withstand changes in utilization or costs.

With Council's endorsement, Children Services will work with child care centres to prepare for a transition to the new system for January 2004. Administrative changes to the child care payment software program will be made in-house with little difficulty, and training for child care centre operators will be provided as needed. Centres will have the rest of the year to prepare for any impact this change may have on their centre and will be asked to provide a plan of how they will work to make changes to their full fee structure that will ensure that these rates are also reflective of their true market rate costs.

Centres will also be asked to submit a plan of how these changes may impact their staff's salary rates. It is expected that centres paying lower wages will use potential funding increases to improve staff salaries or benefits and help them with each centre's recruitment and retention challenges.

Impact on Child Care Centres:

This proposal has been developed in part to address financial challenges facing child care centres caused by increasing operating costs. In many cases new rates will provide a larger cashflow thus providing the increased flexibility to offset increasing costs. It is anticipated that centres will be better able to plan for their centre needs and provide more stable revenues to assist them with cash management. Centres will be able to continue to adapt their services to meet the changing needs of parents and will be receive funding at a level that will allow them to continue to offer programs that may be slightly more costly to deliver.

Financial Impact for CGS:

Based on an analysis of previous billings, the projected cost of changing to these new rates may be as high as \$400,000 for a twelve month period. The City's contribution of 20% for this increase would be \$80,000. This amount falls within the existing allocated child care budget and would allow Children Services to maximize the Provincial allocation for child care. The City's contribution will have significantly high benefit of stabilizing the overall child care system.

Date: Sept. 10, 2003

In the past, Children Services Division has been able to use unspent fee subsidy dollars to respond to Health and Safety requests of child care centres. The proposed increase in costs created by the new rates may mean there is less funding available for these requests. It is anticipated that child care centres will use the increased revenues to respond to their individual centre's needs, including those that may in the past been address by Health and Safety dollars.

Conformity with Provincial Requirements:

Provincial requirements direct that rates paid for child care subsidy be based on the market rate for child care. The proposed rates more closely reflect the actual cost of providing child care in the Sudbury market. Current rates based on the full fee paying parent's ability to pay, in many cases, do not reflect the true market cost of providing child care.

Consolidated Service Managers are mandated by the Province to ensure a viable child care system that meet families needs. This change will help the City of Greater Sudbury to fulfill this mandate by stabilizing child care centres and allowing them to better respond to changes in need, utilization and costs.

The proposed change to child care rates will be easily adaptable to the "Ontario Child Care Management System", the child care administration database developed and required by the Province.