

MINUTES

COMMUNITY SERVICES COMMITTEE

REGIONAL MUNICIPALITY OF OTTAWA-CARLETON

CHAMPLAIN ROOM

03 JULY 1997

1:30 P.M.

PRESENT

Chair: M. Meilleur

Members: M. Bellemare, R. Cantin, L. Davis, D. Holmes, H. Kreling, A. Loney,
B. McGarry, A. Munter

CONFIRMATION OF MINUTES

That the Community Services Committee confirm the Minutes of the Meeting of 05 June 1997.

PRESENTATION

1. COMMUNITY TASK FORCE ON DEMENTIA

- Co-ordinator, Community Services Committee's report dated 26 Jun 97
- Verbal Presentation by the Alzheimer's Society of Ottawa-Carleton

This item was WITHDRAWN at the request of the presenters.

2. COMMUNITY SERVICES COMMITTEE - NEW MEMBER

The Committee Chair, M. Meilleur, introduced Councillor Herb Kreling (Ward R1-Orléans) who has been appointed by Council to replace Councillor David Pratt on the Community Services Committee. Chair Meilleur welcomed Councillor Kreling on behalf of the Committee.

Notes: 1. Underlining indicates new or amended recommendations approved by Committee

2. Reports requiring Council consideration will be presented to Council on 08 October 1997 in Community Services Report No. 52

REGULAR ITEMS

1. REPLACEMENT OF ISLAND LODGE - CAPITAL PROJECT
- Commissioner, Homes for the Aged report dated 18 Jun 97

The Commissioner, Homes for the Aged, Mr. Garry Armstrong began by saying that, since the last report to Council on the replacement of Island Lodge, \$1.5 million has been expended in necessary renovations and the need for other renovations has been identified. Mr. Armstrong spoke about serving on a provincial Capital Task Force with representatives from the Ministry of Health, the Association of Non-Profit Homes and Services for Seniors and the for-profit Ontario Nursing Homes Association. He noted that, while this body's report has not been finalized, there are indications the Ministry will provide financial incentives to upgrade all long-term care facilities in Ontario, and disincentives for facilities that do not upgrade. Mr. Armstrong posited that funds would start to flow in 1999, because all facilities throughout the Province have to be assessed. In the interim, there will be sufficient savings in having two new facilities to cover the Province's 50% share of the cost: once provincial funds start to flow, these will be totally applied to the municipality, negating the need for additional funds to cover the capital costs.

Mr. Armstrong said staff recommend that the Region move forward on the Tallwood site in the City of Nepean, a property owned by the R.M.O.C. He indicated that approximately 15 sites were evaluated according to site selection criteria and the recommended site was highly rated in all categories.

Mr. Armstrong concluded his presentation by saying that, at one time, regional dollars represented 12-15% of the operating budgets of the Homes. This figure has grown to 30% but staff anticipate that, with the reductions already made and with additional funding being available, the regional share can be maintained at no higher than 15% when the two new facilities are operational.

Councillor M. Bellemare inquired about the provincial share of funding. Commissioner Armstrong said the new model will see a shift from 50/50 to almost 100% provincial funding. This will include a per diem in the accommodation "envelope" which may be used for capital funding and a 50% subsidy through an annual allotment to provide for a 20-to-25-year amortization. Councillor Bellemare inquired whether the Province would be prepared to refund its share of the debt financing. Mr. Armstrong replied that discussions in this regard have yet to be finalized.

Councillor A. Munter asked about the possibility of increasing the number of beds, either at the Tallwood site, or at the reconstructed Island Lodge facility, in the event there is a huge reinvestment in long-term care as a consequence of hospital restructuring. Commissioner Armstrong indicated that going to a smaller site at Island Lodge will limit the possibility there, however the Tallwood site is large enough to support additional beds. Councillor Munter put forward a Motion calling for the Tallwood facility to be designed to allow for expansion in the event additional beds become available. He said that the shortage of long-term care facilities in the region is a scandal and an outrage and is taking its toll on persons who have to care for elderly relatives because there is no place for them to go.

Replying to a question from Councillor A. Loney, Commissioner Armstrong indicated the Province's announcement regarding additional long-term care beds and capital funding will coincide with the recommendations of the Health Restructuring Commission. Councillor Loney asked whether the site was large enough to accommodate a Nepean Housing proposal for life-lease tenancy units as well as any future expansion as suggested by Councillor Munter's Motion. Commissioner Armstrong expressed the belief that the ten acre site would accommodate both developments. He said staff intend to work closely with the local community, as they have done in Vanier and in Nepean. Upon Council approval, staff will begin the architect selection process with a view to putting out a Request for Proposals at the end of July and making a recommendation to Council in the Fall: new construction could begin in the new year.

Committee discussion focused on the need for pre-selection or pre-qualification of the contractor. Councillor Loney said that, given that the end product is to be a health care facility for elderly persons, such an approach should be seriously considered. Councillor R. Cantin said he would support this, as past experiences have shown this to be one way of ensuring contract specifications are met. Commissioner Armstrong spoke about the excellent work being done by the current Project Manager at Centre d'accueil Champlain, Mr. R. Morley, and he stated a similar approach would be appropriate for the Island Lodge project.

The Committee Chair, M. Meilleur, said she was happy to see that some beds would remain on the Island Lodge site, as many seniors live downtown and want to remain in their own community when moving into a residence.

Moved by A. Munter

That staff be directed to design the Tallwood site in such a way as to enable the facility to be expanded in the event of the future allocation of additional long-term care beds for Ottawa-Carleton.

CARRIED

That the Community Services Committee recommend Council approve the Island Lodge Replacement Capital Project authority of \$16,000,000 and the selection of the RMOC-owned Tallwood site for Phase One.

CARRIED

2. **REQUEST FOR A REPRESENTATIVE ON THE PROJECT GRANTS FOR HEALTH AND SOCIAL SERVICES ALLOCATIONS COMMITTEE**

- Medical Officer of Health and Social Services Commissioner's joint report dated 26 Jun 97

That Community Services Committee appoint Councillor Brian McGarry as the representative to the "Project Grants for Health and Social Services" Allocation Committee that reviews the 1998 requests for grants.

CARRIED

3. **CHILD CARE CAPITAL FUNDING**

- Social Services Commissioner report dated 17 June 97

In his preliminary comments, the Social Services Commissioner, Mr. D. Stewart, said the proposed policy is intended to preserve the existing child care infrastructure and to position the Region to be able to deal with future possible growth. The draft policy has been prepared in light of the Province of Ontario's stated intent to limit its capital contribution to 50% for health and safety-related projects and it may need to be modified when the Province brings forward its final report on child care sometime in 1998.

Ms. Gayle Preston, Director, Child Care Services Division, gave an overview of the province's past role in child care capital funding. She spoke about the regional funding policy developed in 1987, noting that since its implementation, funds were provided to 13 centres totalling 863 spaces.

Ms. Preston described the policy's goals as follows:

- to support and preserve existing programs and facilities in the Region;
- to develop new child care facilities to support the creation of new spaces in high priority, under-served areas or to under-served populations.

She described the three proposed funding "streams" and the varying levels of contribution that would be required from the agencies, the Region and the Province. She identified two possible funding sources, the Child Care Levy and the Regional Development Charges (RDC), noting that the former is considered the most appropriate source to provide funds for implementing the policy in 1998. Ms. Preston said the Finance Department's review of the RDC by-law will include an assessment of various child care components, and once the review is completed, the appropriate funding balance between the levy and the RDC will be established.

Speaking to the financial implications of the policy, Ms. Preston indicated that \$60,000 will be required to respond to the community's demand for minor capital requirements in 1997. This requirement can be met by a transfer from the Child Care Contingency Fund.

Ms. Preston described the public consultation process followed by the department:

- informal discussions and meetings with several child care "umbrella" groups (Child Care Association, Child Care Council, Regroupement des services de garde de langue française);
- distribution of a bilingual questionnaire to all licensed programs in Ottawa-Carleton and to community services such as child care resource centres.

Generally, the community expressed its support for continued regional participation and for protecting the current system. Many respondents favoured a higher regional contribution, i.e., 80 to 100% of project costs.

Ms. Preston said the community has identified the need for greater corporate support and has suggested establishing a child care foundation or joining an existing foundation if this is feasible.

In reply to questions from Councillor L. Davis, Ms. Preston said staff have not made a direct approach to the Ottawa-Carleton Learning Foundation or to any other body. While she agreed it would be preferable to be able to access more than one funding source, she did not feel this would totally replace the need for agencies to do their own fundraising. Councillor Davis asked whether there are legal limitations to the Region accessing "gaming" or lottery grants. Commissioner Stewart replied there are many examples of

municipalities accessing grants from other sources for major capital expenditures. He pointed out there would be added value in having the child care collective join with the Region through a foundation to centralize fundraising efforts. He posited that a 50% base is a good way to lever funds from other sources. He drew Committee's attention to Recommendation 7 which suggests the Province be asked to add a capital component to per diem rates and he suggested staff could add accessing lottery grants to this recommendation.

Councillor A. Loney, speaking to Recommendation 7, said he wondered how agencies could access funds for capital expenditures other than through the per diem rates. Commissioner Stewart pointed out that agencies were prohibited from including depreciation and maintenance costs in per diem rates in the past because the Province was providing capital grants. However, since this kind of funding is no longer available, staff feel it is timely to discuss this possibility with the Province again.

Councillor D. Holmes commented on the absence of a plan similar to the Regional Official Plan where the number of spaces required to meet the needs of the growth population is identified and strategies are brought forward to reach this level over a 25-year period. Ms. Preston replied that part of the problem is the uncertainty about provincial policies on operating budgets, funding arrangements, wage subsidies and other matters. This lack of information makes it difficult for staff to propose concrete plans that target young mothers, spaces for francophone centres, Headstart programs. Councillor Holmes suggested staff not wait for the Province but bring forward policies that can be used as political levers.

Councillor Davis said she has been informed that funds for child care infrastructure could have been accessed within the most recent Canada-Ontario Infrastructure Program. Commissioner Stewart clarified that, while the federal government had indicated this was a possibility, the Province had not, and this is why staff continued to develop the interim policy before Committee.

Councillor R. Cantin posited that better long range planning is needed, that building owners are responsible for capital costs and that the community has to be ready to show its support for the programs it wants. He added that many sources can be approached for, and will be glad to provide, funding for child care.

The following delegations were heard:

Denise Tremblay, Vice-president, Regroupement des services de garde de langue française d'Ottawa-Carleton

Ms. Tremblay indicated the first goal is to make child care services independent and autonomous and not always have to approach the Region for funding. The Regroupement is advocating that 5% of agencies' total budgets be retained to provide a financial cushion to meet emerging, often uncontrollable, costs. For francophone centres, having to find a 20 to 50% share for projects would be an onerous task; in the case of health and safety related costs, who would provide the 50% if the centre was unable to raise it? Speaking to the Minor Capital grants, Ms. Tremblay suggested the allocations be made with the support of both the Regroupement and the Child Care Council. These umbrella groups have been working for several years on a strategic plan for both the francophone and anglophone community and their knowledge of the community is an asset. Ms. Tremblay noted that no francophone centre has a surplus, as the per diems are lower, and this should also be a factor.

Danièle Galipeau, Past-president, Regroupement des services de garde de langue française d'Ottawa-Carleton

Ms. Galipeau began by saying that Program Development and Expansion is a very important component of the Policy, as the francophone community does not have the number of spaces required to meet its needs. The 50% share required of agencies is too high, and this means it will be difficult to acquire new services. Ms. Galipeau spoke about the Regroupement being involved in developing its third business plan, and she asked how this exercise would fit in with establishing priorities for program expansion.

In response to concerns expressed by the speaker, Commissioner Stewart indicated that, should the Province not be prepared to fund its 50% share for health and safety-related projects, the item would flow to Minor Capital. He noted that the Department is well aware of the Regroupement's strategic plan and have a proposal from the Child Care Council for a companion plan for the balance of services; the intent is to incorporate both documents into the departmental strategic plan.

Cindy Magloughlin, Ottawa-Carleton Child Care Association, commended the department for the report. She said she was pleased to see the policy allow for the creation of new spaces in the future, as there is urgent need in the community. She requested that the amount for major capital items be stated, however she acknowledged the need to have a strategic plan in place before allocating funds. She suggested that before creating new spaces, the policy has to address the need for expanded subsidized spaces and the issue of wage subsidies.

Ms. Magloughlin said a major concern with the report is the percentage of funding required for Program Development and Expansion and how to address crisis situations such as those faced by the Sunflower Co-operative and, to a lesser extent, the Children's Centre. She pointed out that while most centres make fundraising a priority, they may raise between \$5 - 10,000 yearly: these amounts would be insufficient for an agency trying to raise \$500,000 in the short term.

In reply to a question from Councillor Munter, Ms. Magloughlin confirmed the Child Care Association would like to see the recommendations for health and safety and minor capital approved: however, program development and expansion should be the subject of further discussion as well as measures to address the crisis situations alluded to earlier.

Councillor H. Kreling asked whether the Ministry of Education has given any indication that programs in its facilities are in jeopardy. Ms. Magloughlin explained her agency is in a building that is not currently being used as a school, however this situation may change when school boards amalgamate. She added that, under the current regulations, Boards can only extend leases to the end of 1997. In reply to a further question from the Councillor, Commissioner Stewart confirmed that the instability in Ottawa-Carleton is replicated across the Province, with municipalities being challenged to preserve and maintain existing facilities: it is the uncertainty around the Province's intentions which makes it difficult to plan.

Councillor Kreling asked that the department be directed to communicate these concerns directly to the Province as it develops its policies, more specifically, that there be adequate provision for child care facilities in redundant properties, that operators be given adequate notification or that special consideration be given to extending leases.

Joanne Hunter, Child Care Council of Ottawa-Carleton

Ms. Hunter reminded Committee members that they act as the social conscience of the people they represent. She called child care a major component of parental support. She spoke about this component having taken on added importance because of two recent tragic incidents where parents took the life of their children because they felt they had no support from society. She posited that perhaps society should also be on trial for not providing that support.

Ms. Hunter continued by saying the Child Care Council supports the development of a capital funding policy and agrees in principle with the proposed policy and funding directions. She echoed some of the earlier comments about the levels of contribution expected for major capital expenditures. She posited that establishing a foundation would benefit most agencies as the foundation could assist with major fundraising efforts. She suggested staff investigate accessing federal funds. She wondered whether the RMOC could encourage corporations to invest in child care through property tax reductions or

rebates. She concluded her presentation by saying that the need to support the current infrastructure is paramount. In reply to a question from Committee Chair M. Meilleur, staff clarified that a property tax rebate is not permissible, however under certain conditions, grants may be made to non-profit corporations.

Cathy Yach, City View Day Care, asked that the Committee support the proposed policy. She expressed displeasure about the Province opting out of capital funding, and about the Minister of Education's decision not to continue funding new centres in new schools, noting that this approach saved costs and facilitated life for both children and parents. She said she had concerns about the direction the new amalgamated School Boards would be taking and she urged the Region to begin discussions with the Boards on this matter.

Sister Maco Cassetta, Youville Centre

Sr. Cassetta expressed her support for the proposed policy, but she was concerned that establishing and developing a foundation will take time. She indicated that the Youville Centre has been lobbying the Province for the past five years but it still has not had a positive response. She spoke about the increasing number of clients, young mothers, and their increasing needs and about the problems created by the uncertainty of not having a lease. She said she had been disappointed by not being able to access funds from the infrastructure program, as another window of opportunity was missed.

Ms. Elsie Chen, Andrew Fleck Child Care Centre, described the facility and the services provided at the current location. She spoke about the situation created by the cancellation of the provincial grants program, and the impact this has had on negotiation between the agency and the City of Ottawa for the purchase of an adjacent property declared surplus to the City's needs.

In reply to a question from Councillor Munter, Commissioner Stewart indicated a proposal would be brought to Committee if in staff's judgement, the existence of a centre is threatened. He spoke about the transition period into the policy, noting there is a pent-up demand for requests, as many agencies were in the process of negotiating with the Province, and this will need to be sorted out during this time

The Committee then considered the following Motion:

Moved by D. Holmes

That the Department be directed to prepare a long-term budget plan to be incorporated in annual budgets to provide for future capital needs over the time-frame of the Regional Official Plan.

CARRIED

Councillor A. Loney said he was concerned that the policy does not go far enough even for short-term funding. The departmental report does not recommend moving to a levy to provide funds, but only a relocation from operating to capital, and while this approach has been taken in the past, there should continue to be an operating fund to finance any new, additional spaces. The Councillor said he supported the approach suggested by Councillor Holmes' Motion, as this will provide a clearer idea of future needs. He stressed the importance of having the will of Council clearly expressed in this regard, to guide the Department in its approach.

Councillor Loney pointed out that the RMOC and the City of Toronto remain the key players in child care, as many municipalities do not have programs and are unlikely to develop them in light of the current uncertainties. In as such, it is up to both municipalities to "carry the ball" with the Province and to get the Province to recognize the role both municipalities play. He asked that the Committee keep these observations in mind when considering the recommendations.

Committee discussion focused on Recommendation 4 and the possible impact on development charges. The Committee Chair, having ascertained there could be a potential increase to the theoretical charge calculated by the Act, expressed concern that the development industry was being asked to pay for child care services when these services should be financed by all constituents. Councillor D. Holmes said she felt strongly that child care should be part of the infrastructure, and that this would be a more appropriate method of financing.

The Committee considered the report recommendations:

Moved by A. Munter

That Recommendation 1 be replaced by the following:

- 1. the capital grant funding policy for Health and Safety improvements and for Minor Capital; and that approval of the Program Development and Expansion funding stream be deferred until the first meeting in October, pending further discussion and research.**

CARRIED

- 2. the adoption of an annual allocation process for major capital requests based on established funding priorities for existing and new facilities;**

CARRIED

- 3. the allocation under delegated authority of minor capital grants and health and safety related capital grants for projects that have received provincial approval;**

CARRIED

- 4. the inclusion of a child care component in the new Regional Development Charge By-law in the Finance Department's Regional Development Charges review;**

CARRIED

(M. Meilleur dissented)

- 5. consideration of a contribution in 1998 to the Child Care Capital Reserve Fund based on a review of community needs and subject to budget approval;**

CARRIED

Moved by A. Loney

6. **the transfer of \$60,000 from the Child Care Contingency Fund to the Child Care Capital Reserve Fund to respond to community requests for minor capital grants in 1997 and consideration of the transfer of a portion of the balance of the funds in the Child Care Contingency fund to the Child Care Capital Reserve Fund after the full impact of changes in Provincial child care policy and funding are known;**

CARRIED

(P. Clark, M. Meilleur
A. Munter dissented)

7. **a direction to the Department to pursue negotiations with the Province with regard to the inclusion in per diem rates of an allowance to provide for depreciation and maintenance of capital infrastructure.**

CARRIED

4. FULL FEE RATES IN MUNICIPAL CENTRES

- Commissioner, Social Services Department report dated 19 June 97

That the Community Services Committee recommend Council approve maintaining the rates charged to full fee payers in child care centres operated by the Region at 1996 levels as indicated below:

Infant	\$52.45
Toddler	\$41.40
Preschool	\$29.80
Kindergarten	\$21.05
School Age	\$12.50

CARRIED

INFORMATION PREVIOUSLY DISTRIBUTED

1. EPIDEMIOLOGY OF HIV IN OTTAWA-CARLETON
- Medical Officer of Health memorandum dated 15 May 97

OTHER BUSINESS

PRESENTATION OF ALPHA AWARD TO COUNCILLOR R. CANTIN

Chair M. Meilleur informed Committee members that Councillor R. Cantin has received a Distinguished Service Award from the Association of Local Public Health Agencies (ALPHA, formerly the Association of Local Official Health Agencies (ALOHA) which recognizes significant contributions to public health at the provincial level. Chair Meilleur congratulated Councillor Cantin on his achievements as Past-President of ALPHA.

Councillor Cantin thanked Chair Meilleur for her comments. He stressed the importance of having regional representation on the Board of ALPHA. He expressed the view the R.M.O.C. has made a contribution through his participation, and that smaller municipalities need the support of larger units to maintain the benefits of public health across the Province.

NEXT MEETING

04 September 1997

CHAIR

CO-ORDINATOR