REGION OF OTTAWA CARLETON RÉGION D'OTTAWA CARLETON RAPPORT

Our File/N/Réf. Your File/V/Réf.

DATE 30 March 1999

TO/DEST. Co-ordinator

Community Services Committee

FROM/EXP. Commissioner, Social Services Department

SUBJECT/OBJET CHILD CARE CAPITAL REQUIREMENTS FOR 1999

DEPARTMENTAL RECOMMENDATIONS

That the Community Services Committee recommend Council:

1. Approve a maximum expenditure of \$2,624,000 from the child care capital reserve fund in 1999 to provide capital grants to child care programs within the following groups and that staff manage the grant allocations to specific centres within each group;

New school construction \$700,000;
Programs moving to different schools \$50,000;
Programs existing in non-operational schools slated for disposal\$1,099,000;
Community Programs \$650,000;
Minor capital requirements \$125,000.

2. Approve a precommitment of the 2000 child care capital budget of up to \$600,000 to provide for the balance of funding required for the City View relocation project.

PURPOSE

This report outlines the community needs for child care capital funding for 1999. The report contains information on the overall context and issues regarding capital requirements for child care, as well as a description of each child care program's situation and recommendations for Regional funding.

BACKGROUND

The Province of Ontario released a discussion paper in August, 1996 recommending the Province only provide 50% capital funding for health and safety related projects. The responsibility for capital expansion, as well as relocation and capital maintenance requirements would be turned over by the Province to the community. These recommendations have not been incorporated into new legislation, but the allocation of provincial capital funding has been frozen. In keeping with the intended new provincial direction, the Provincial Area Office has consolidated uncommitted child care funds each year to be allocated locally for health and safety related projects. As well, in 1995, the Minister of Finance cancelled the New School Program, which provided funding for child care centres to be included in new school construction.

Regional Council has recognized the important role that the provision of child care capital funding plays in the operation of an overall vital child care system and has participated in capital funding since 1987. In response to the Provincial restrictions in capital funding and the anticipated increased role of the Region in the management of the child care system, Regional Council adopted a new child care capital funding policy in July, 1997. The new policy established three funding streams: health and safety, minor capital and program support, development and expansion. The policy is attached as Annex A to this report. Regional Council also endorsed the position, supported through community consultation, that priority be given to the protection and preservation of the existing high quality system in Ottawa-Carleton. At the same time, Council directed staff to examine the inclusion of a child care component in the new RDC by-law for growth-related capital funding of new facilities.

The Provincial Services Improvement Act and corresponding amendments to the Day Nurseries Act have provided clarity on the enhanced role of the Region in the provision of child care services. The Region has now assumed the responsibilities of one of the forty-seven designated consolidated municipal service managers across Ontario. Three areas of responsibility have been outlined as part of the new system management role: funding, administration and local system development. The Region is required to provide 20% of the cost of prescribed services, which include fee subsidies, wage subsidies, special needs programs and family resource centres. The Province will provide the remaining 80% funding for these prescribed services. The Region is expected to assume responsibility for the administration of the system, with the exception of licensing, by the end of 1999. A recent provincial announcement has now established that administration will be cost shared 50/50 effective July 1, 1999. The final stage of the Region's new responsibilities include the development of a local service plan that conforms to the guidelines set out by the Province.

LONG TERM TRENDS FOR CAPITAL FUNDING

Community Services Committee directed staff, during their deliberations on the approval of the 1997 regional capital grant policy, to develop a long term capital plan for child care to be incorporated into annual budgets. Regional staff have been undertaking this work in conjunction with the planning for the inclusion of a child care component in the new RDC by-law. The child

care community has also been undertaking strategic planning processes for english and french child care services in Ottawa-Carleton. This work has been undertaken collaboratively between the Region and the child care community and will be integrated to form the long term plans for child care services in Ottawa-Carleton. Although some components have been completed, the overall long term child care capital plan for Ottawa-Carleton will be completed after all the components are finalized, reviewed and integrated into a plan, which will be undertaken in consultation with the child care community. The funding requests and staff recommendations for 1999 capital grant allocations are consistent with the preliminary information and directions of the long term planning process.

Three main components exist for long term capital grant requirements: maintenance of existing infrastructure, growth-related child care development, and new program development to increase current service levels. Current service levels for child care are roughly 12% of the 0 to 9 year old population across the Region, which equates to 1 licensed space for every 8.4 children. Inside the Greenbelt that figure is 15%, while outside the Greenbelt it is 9.4%. The maintenance of existing infrastructure would therefore be concentrated mostly inside the Greenbelt and would include the preservation of existing programs. This type of capital spending must be tax supported through the child care levy.

Current child care services available outside the Greenbelt fall below the regional service average. Projections for the 0 to 9 year old population forecast a decrease inside the Greenbelt and a substantial increase outside the Greenbelt. Growth-related child care development, to maintain the current service level, would therefore only occur outside the Greenbelt and could be supported through the child care component of the new RDC by-law, if approved. Given these population projections, any possible new program development should also be focused mostly outside the Greenbelt and would be tax supported, since this would increase current service levels. The following chart illustrates the forecasted 0 to 9 year old population projections inside and outside the Greenbelt.

POPULATION 0-9

Area	1991	1996	2001	2006	2011	2021
Inside Greenbelt	54,085	57,165	53,452	44,515	39,706	39,577
Urban Centre -	24,865	26,105	32,331	37,647	42,021	49,947
Outside Greenbelt						
Rural	10,951	13,335	11,625	12,346	12,631	14,129
Regional Total	89,900	96,605	97,408	94,508	94,358	103,653

Source: 1991 and 1996 data from Statistics Canada, Census of Canada. Other from Region of Ottawa-Carleton, Planning and Development Approvals.

IDENTIFIED CAPITAL NEEDS FOR 1999

The provincial government's school consolidation policy requires that school boards must reach 100% utilization rates to attract provincial funding for new school construction. This has resulted in the identification of schools for closures which will necessitate the relocation of child care

programs located in these schools. This change in provincial policy has created an increased need for the relocation of child care programs than would normally be experienced in a single year. The Region has formally requested that the Province share in the relocation costs but no written response has been received.

There has been a great deal of uncertainty regarding school board plans and possible closures due to the complicated nature of the process stemming from the changes in provincial funding. Both school boards and child care programs have not had adequate time to develop detailed plans regarding the relocation of programs. Many centres will be required to move quickly once school boards have finalized their plans and having a regional grant allocation approved will facilitate this process.

Since child care programs have not, in most cases, developed detailed financial requirements, regional staff are therefore recommending the grouping of child care programs in similar circumstances and assigning one global grant allocation for each group. The five groups would be: new school construction, programs moving to different schools, programs currently in schools but not expected to move to different schools, community programs and minor capital requirements. Regional staff would then work with the individual child care programs, approve the detailed plans and provide the capital grants within the group allocations. Capital grants would represent a regional contribution of 80% of the total project costs, unless a smaller contribution is otherwise noted.

Capital grant allocations would be held for up to three years, for centres that were required to move and still actively planning to relocate their program. In the preparation of the child care annual budget, regional staff would review the programs to ensure a need remained for allocations to be held in reserve. Once all projects within a group were completed or no longer going forward, all unused funds would be returned to the uncommitted balance in the child care capital reserve fund.

The majority of funds recommended in this report could possibly be required as early as the summer of 1999, depending on how quickly suitable new space can be identified for each child care program. A few projects are expected to take a longer period of time and could have their allocations divided over two years. For this reason staff are recommending some of the capital requirements be included in the 2000 child care capital budget. This will require a precommitment of a portion of the 2000 child care capital budget. Details regarding the overall financial requirements are contained in the financial implications section of this report.

The following is the total list of requests for funding in 1999 that the Region has received. The list is organized into three main sections by new school construction, programs within each school board that are required to move as a result of school closures and community requests unrelated to school board issues.

NEW SCHOOL CONSTRUCTION

Two of the four school boards operating in Ottawa-Carleton have formally requested the Region to consider the possibility of including child care centres in new schools planned for construction in 1999. For the school boards to proceed with their plans for design and construction they require a response now from the Region regarding its interest. All the proposed new schools are planned to serve areas outside the Greenbelt where new child care services are required to meet existing demand as well as forecasted demand. Although it is possible to open new child care centres, no wage subsidies or subsidized spaces are available to allocate to these centres. Centres that provide care for school aged children, where care is for a portion of the day and full fees are not as high, are possible within this restricted funding environment. Other types of centres, such as full day infant/toddler care, would be prohibitively expensive and not likely to succeed.

Ottawa-Carleton Catholic School Board (OCCSB)

The OCCSB has three new schools planned for construction in 1999. These schools would serve the communities of Bridlewood, South Nepean and Stittsville. The board is requesting a regional commitment of \$150,000 for each of the three sites, which would represent 80% of the total capital cost. A total regional commitment of \$450,000 is required for this initiative. These new child care programs would be operated by the Carleton Roman Catholic Child Care Corporation, which currently runs many successful programs within school facilities. These three programs would offer full fee for service before and after school child care and would be run in some shared space with the schools, which would significantly decrease the ongoing operating costs.

Conseil des écoles catholique de langue française du centre-est (CECLFCE)

The CECLFCE is planning to construct a new school to serve Orleans in 1999. The board is also planning on building or acquiring new schools in Barrhaven, Cumberland and Bells Corners in 2000 or 2001. The CECLFCE would like to include a child care centre in each of the new schools. They have formally requested at this time, a regional contribution of \$250,000 towards a total capital project of \$350,000 for the new Chapel Hill school in Orleans.

Ottawa-Carleton District School Board (OCDSB)

The OCDSB is planning to build two new schools currently intended for construction sometime between 2000 and 2002. The board has expressed an interest to the Region to include child care centres in these new schools but no detailed plans have been developed or formal requests received.

SCHOOL CLOSURE IMPACTS ON CHILD CARE PROGRAMS

The child care centres identified in this section are all required to relocate as a result of the provincial school consolidation policy. The list is organized by school board but describes the child care programs affected within each board. Some child care centres are in non-operational schools that are now identified for disposal while others are located in schools identified for

closure. Each school board that has child care programs operating in affected properties has worked with regional staff to examine and provide alternative space, where possible. The process established by the Province for the identification and disposal of schools has created a local process that is not conducive to a comprehensive co-ordinated child care plan across the four school boards.

Some of the affected child care programs will be able to be accommodated in space in alternate schools, which will require minimal capital investments for the relocation of the programs. Other child care programs, especially those providing infant, toddler or pre-school care are less likely to be accommodated in other schools, since they have more involved space requirements, such as the need for kitchen facilities. These child care centres will most likely incur greater financial expenses to relocate their programs.

Ottawa-Carleton Catholic School Board (OCCSB)

There are five child care programs currently operating within the non-operational schools in this board. All five of these non-operational schools were approved for disposal. There is a detailed process for the disposal of property by the school boards and although the process will begin` in 1999 it may take more than one year before sales are completed and child care centres must move. It is regional staff's recommendation to allocate a block of funds in 1999 for the relocation of these child care programs to facilitate planning and ensure funds will be available when they are required. However, due to the uncertainty in the relocation plans of all centres in this group the dollars set aside may not be sufficient to meet all of the needs.

Youville Centre

Youville Centre provides a supportive integrated program for young mothers and their children. Their core program provides an on-site school for mothers to complete their high school education and a child care centre for their children. Youville currently operates their central program in Sacre Coeur, a non-operational school. Youville has 74 licensed child care spaces, but their program is divided between their central site and an old house located in the neighbourhood close to the school. All of the 74 licensed child care spaces in the program are subsidized. Youville has previously identified the need for a new facility that would allow them to provide all their services in one location. This would increase operating efficiencies for the child care program. There are also concerns regarding high maintenance costs in their current facilities, due to the age of the buildings.

Youville has currently raised \$500,000 towards an estimated total capital campaign of \$3 million. Youville is looking at possible relocation sites, including other schools, to purchase. They have one possible site in Centretown that they are actively pursuing. They intend to maintain their current child care program of 74 licensed subsidized spaces to be located within the new facility as one program. The OCCSB stated in their press release on school closures that "The Board will assist the Youville Centre, which is operating out of Sacre Coeur, to find new, more appropriate facilities, after which Sacre Coeur will be disposed."

Fairview

Fairview is a child care centre providing services in Jean XXIII, a non-operational school on Karen Way in the east end of Ottawa. It has a licensed capacity of 64 spaces, 57 of which are subsidized. It would be desirable for this centre to remain in the area it is currently serving since their are few other child care facilities serving this community. There are currently no relocation plans for this centre.

Dalhousie Parents

Dalhousie Parents is an infant, toddler, pre-school program with 57 spaces all of which are subsidized. The centre is currently operated in St. Agnes, a non-operational school located on Louisa Street in Ottawa. Different options are currently being examined for the relocation of this program, which may not be required until 2000.

Two other child care programs, Thursday's Child and Fernhill are also located in non-operational schools slated for disposal. Thursday's Child is a small, specialized nursery school for autistic children which is also being impacted by another Provincial restructuring initiative "Making Services Work for People". Fernhill is a private school which also operates a licensed child care program at their location in New Edinburgh. The child care program which has no regular subsidized spaces, currently provides service to one handicapped child with a special needs subsidy. Fernhill has indicated an interest in purchasing Barrett School and continuing to operate their child care and private school program. The needs of these two programs for Regional funding will require reassessment as their plans proceed.

Conseil des écoles catholique de langue française du centre-est (CECLFCE)

Quatre Saisons

Quatre Saisons is a child care program operated by the Region in Sandy Hill, with a licensed capacity of 50, of which 40 are subsidized spaces. The centre is operated in St. Pie X, scheduled to close in 1999. The CECLFCE is consolidating three elementary schools in Vanier into one former high school, Andre Laurendeau and has suggested that Quatre Saisons be relocated to this site.

The CECLFCE has approached the Region regarding establishing an innovative pilot program between Quatre Saison and Andre Laurendeau. A typical 4 year old kindergarten program is operated on one of two models; either every day for a ½ day or every other day for a full day. For children requiring full day supervision child care must be accessed for the other ½ day or alternate days. The proposal would be to operate a co-ordinated school program and child care centre to create an integrated seamless day for 4 year olds instead of two unrelated programs. This proposal provides possibilities for enriching the low income area by focusing resources on children under six, providing early intervention opportunities and increasing access to child care. It is an interesting concept that needs to be further explored as it would require additional

operating resources for the child care centre. Regional staff will continue to work with the school board on examining the feasibility of this concept.

L'école Terre des Jeunes

The CECLFCE is embarking on a similar project for the west end of Ottawa in 2000 as it has just completed for the east end with the amalgamation of the three elementary schools at Andre Laurendeau. The west end project is in the initial planning stages but is looking at the feasibility of combining three schools into one, that would occupy one or possibly two sites. All three of these schools have child care centres located in them, but it is too early to know how they will be affected. Garderie Le Carrefour is one of these child care centres, which was originally expected to be impacted in 1999, but will now not be until at least 2000. Regional staff are working with the programs and the CECLFCE in the development of this plan.

Ottawa-Carleton District School Board (OCDSB)

Centretown McNabb

Centretown McNabb is a child care program with a licensed capacity of 18, of which 16 spaces are subsidized. It serves kindergarten age children and is located in McNabb Park Public School, which has been identified for closure. The current plan is for Centretown McNabb to relocate to Centennial Public School, where the school board believes it will have space to accommodate the program.

Whitehaven School Age

Whitehaven School Age is a child care program operating in Whitehaven School, which has been identified for closure by the board. The child care program serving 6 to 9 year olds, has a total licensed capacity of 50, with 23 of those subsidized spaces. The board has identified space in neighbouring D. Roy Kennedy Public school, to relocate the child care centre.

COMMUNITY CHILD CARE CAPITAL REQUIREMENTS

City View Day Care Centre

City View Day Care Centre has been providing child care services in Nepean for over 20 years. The program currently provides a centre-based pre-school program with a licensed capacity of 48, 45 of which are subsidized, manages a home child care program for 275 children and operates a summer camp for 52 children. The day care centre and administrative offices for the home child care program are located in City View United Church. The child care program is located in multiuse space, requiring constant set-up and dismantling of equipment. The home child care offices require more space than is presently available in the church. In general the program has outgrown its present facilities, and is experiencing licensing and maintenance issues. City View has been looking for new opportunities to locate its program and address these issues.

JDS Fitel is a Canadian high technology company that manufactures and distributes a broad range of products for the fiberoptics communications market. JDS Fitel has a corporate campus located in the South Merivale Business Park, where they undertake R&D and manufacturing activities. JDS Fitel recently announced construction of the second phase of their campus facility in the business park. The company currently has over 2,000 employees at this site, with projections for over 5,000, the majority of these are young parents with pre-school children. JDS Fitel has been interested in the issue of ensuring adequate child care services for their growing workforce.

JDS Fitel and City View Day Care Centre have entered into an agreement of understanding to relocate and expand City View Day Care Centre within the new second phase of the corporate campus. The proposal would be to expand the centre, eventually providing group care for up to a licensed capacity of 186 and provide adequate facilities for the administration of the home child care program serving 275 children. The total capital investment for this project would be \$2,351,000. City View Child Care Centre has requested a regional capital grant of 50% of the total project cost.

JDS Fitel had agreed to fund the remaining 50% initial capital costs for the construction of the facility. They have also agreed to accept from City View their 50% contribution over two years. This will allow the Region to divide the capital allocation to City View into two \$600,000 payments, one in 1999 and the second instalment in 2000. JDS Fitel has also committed to funding the regular operating costs of the portion of the building the child care program is located in, such as heat, hydro, water, snow removal etc. This will be a major benefit to the centre, decreasing its overall operating costs. It is expected that the child care centre will predominantly be used by JDS employees but it will be accessible to the community.

To date workplace child care programs have been located at federal or municipal work places. This new proposal expands the concept to include the private sector and expands workplace child care into the high technology sector, a major growth-sector of Ottawa-Carleton's economy. It is an exciting proposal, that could lead to further such partnerships. It also supports workforce development issues that the Region is actively engaged in, since adequate child care is a major barrier to employment.

Gloucester Heritage

Gloucester Heritage is a child care centre with a licensed capacity of 60, of which, 51 are subsidized spaces. The child care centre has a long term lease for the building it operates in, with the NCC. The NCC is undertaking extensive renovations of the building during the summer, including work on the foundation, which will necessitate the closure of the centre. The child care centre also requires regular maintenance, such as painting, new carpets and other interior work. This work should be undertaken in conjunction with the exterior work to be performed by the NCC to minimize the impact on the operation of the child care program. The NCC will assume responsibility for 100% of some renovation costs and will cost share, on a 50/50 basis with Gloucester Heritage, a portion of the work to be undertaken. Gloucester Heritage has requested a regional capital grant for total work of between \$80,000 and \$100,000, of which the regional contribution will be 50%.

MINOR CAPITAL REQUIREMENTS

As part of the work to develop a long term capital budget for child care services, regional staff undertook a survey of all existing community child care programs that operated in buildings they own. This work was done to identify the financial requirements necessary to ensure that the existing child care infrastructure in Ottawa-Carleton is preserved. Staff consulted professionals in developing the forecasts of total financial requirements that would be needed to maintain the existing child care infrastructure. Child care programs may apply for a minor capital grant, which provides 50% regional funding up to a maximum total project cost of \$40,000. Regional staff have delegated authority to allocate minor capital grants. The estimated total requirement for minor capital grants in 1999 to meet the community's needs is \$125,000. This amount has been included in the total list of child care capital requirements for 1999.

FINANCIAL IMPLICATIONS

Regional staff have reviewed the circumstances of all the affected child care programs, and grouped centres in similar situations together and assigned one global budget allocation to each group. This will allow centres to be assured that their is a regional capital allocation to facilitate their relocation. It will also allow staff to ensure costs are minimized, since funds are limited given the large number of programs requiring assistance.

There is currently an unallocated balance of \$2.624 million in the child care capital reserve fund. This report recommends a total financial commitment in 1999 of that amount. The report also recommends a precommitment of up to \$600,000 from the child care capital budget for 2000. Regional staff have been directed to include \$1.5 million annually in the child care capital budget. With the approval of the 2000 child care capital budget of \$1.5 million, sufficient funds would be available to accommodate this precommitment of the 2000 budget.

Groups	1999	2000
New school construction OCCSB new school construction (3) CECLFCE new school construction	\$700,000	
Programs moving to new schools Quatre Saisons Centretown McNabb Whitehaven School Age	\$50,000	
Programs in non operational schools which will have to be relocated Fairview Dalhousie Youville	\$1,099,000	

Community programs

Gloucester Heritage \$50,000

City View Day Care Centre \$600,000 \$600,000

Minor Capital \$125,000

Total \$2,624,000 \$600,000

PUBLIC CONSULTATION

Regional staff have consulted extensively with the school boards in Ottawa-Carleton regarding new school construction and the impacts of school closures on child care programs. Discussions have also taken place with community child care programs affected by school board decisions as well as with programs that have identified unique needs. A survey of community child care programs that own their facilities has also been conducted to ensure their minor capital needs can be addressed.

CONCLUSION

The situation for the majority of capital grants that will be required in 1999 remains in flux, especially for those programs located in school board facilities. In some cases, decisions about the disposition of schools and properties were not made until the end of March, 1999. For many of the affected child care centres different options are still being considered. Regional staff have therefore designed the recommendations contained in this report to provide certainty to programs that a capital grant will be available and to provide the flexibility to respond to different options in a quick responsive manner.

Even with the incredible demands placed on the child care system by the consolidation of schools, new and innovative programs have still been able to be included in the 1999 capital grant allocations. Partnerships between the school boards and the Region have allowed for the inclusion of school age child care programs in new school construction. The development of a major work place child care facility with private sector involvement has established new models for future development. The Region is also examining the feasibility of undertaking a pilot program with the CECLFCE to integrate a child care and school program for kindergarten children.

Approved by Dick Stewart

Finance Department Comment

The uncommitted balance of the Child Care Capital Reserve Fund as at March 31, 1999 was \$1.9 million (see attached schedule). In order to have \$2.6 million available for spending as requested in this report, the department has indicated that the unspent balance of \$738,000 in the 1998 Child Care Capital Grant Program (Project # 96-54432) can be transferred to provide the remaining funding.

The attached schedule summarizes the March 31, 1999 financial position of the Child Care Contingency and Capital Reserve Funds.

Approval of the \$600,000 for 2000 represents a recommitment of the 2000 budget. A capital reserve fund contribution of \$1.5 million will be included in the 2000 draft operating estimates.

T. Fedec on behalf of the Finance Commissioner

Child Care Capital Commitments

Council Approved Commitments:

	Object <u>Code</u>	Authority	Funded	Balance Committed against Cap. <u>Reserve</u>
Capital Project # 96-54460				
C. S. C. Report No. 41 (Jan 22/97)	0504	040.000	040.000	
New Edinburgh Child Care Centre Garderie Sunflower Cooperative	3501 3502	210,000 125,000	210,000 125,000	-
Gardene Sunnower Cooperative	3502	125,000	125,000	-
C.S.C. Report No. 46 (Apr. 9/97) New Child Care Centre in Kanata	3503	225,000		225,000
C.S.C. Report No. 49 (June 11/97)				
The Children's Centre	3504	960,000	960,000	-
C.S.C. Report No. 51 (July 9/97) Minor Capital	3505	60,000	40,000	20,000
C.S.C. Report No. 50 (June 25/97)				
Various Centres	3506	100,000	103,000	(3,000)
Total Cap. Project # 96-5446	0	1,680,000	1,438,000	242,000
Capital Project # 96-54432				
1998 Child Care Capital Grant Program	3500	790,000	52,000	738,000
Capital Project # 96-54433				
C.S.C. Report No. 27 (Mar.10/99) Early Beginnings M.C.D. Centre	3500	135,000	-	135,000
Early Dogimings W.O.D. Contro	0000	100,000		.00,000
Total Commitments		2,605,000	1,490,000	1,115,000

Preliminary Child Care Reserve Fund Balances as of Mar. 31, 1999

Status of Child Care	Contingency	Reserve Fund	(804-86117-0000)
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	\$
Cash Balance as at Dec. 31/98	1,981,315
Interest Earnings (Y.T.D.)	14,861
Contribution to the Corporate Fin. System Proj. # 91-17924	(52,000)
Cash Balance as at Mar. 31/99	1,944,176

Status of Child Care Capital Reserve Fund (804-86116-0000)

Cash Balance as at Dec. 31/98	\$ 3,123,056
Contributions Interest Earnings (Y.T.D.) Transfers	20,235
To fund 'The Children's Centre Proj. # 96-54460	(96,000)
Cash Balance as at Mar. 31/99	3,047,291
Less: Commitments	(1,115,000)
Total Uncommitted Balance	1,932,291