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Manitoulin-Sudbury District Services Board

Strategic Plan

January 2009 – December 2011



Conseil des Services du District de
Manitoulin-Sudbury
District Services Board

Context

Need for Strategic Planning

The Manitoulin-Sudbury District Services Administration Board was created in 1999 through the introduction of the District Social Services Administration Boards (DSSAB) Act. That Act created ten DSSABs in Northern Ontario to deliver social service programs in an integrated manner within their jurisdictions. All ten DSSABs deliver Child Care, Ontario Works and Social Housing while eight of the DSSABs also deliver Emergency Medical Services. The Manitoulin-Sudbury DSSAB was one of four DSSABs which were created in jurisdictions not already served by a predecessor District Welfare Administration Board (DWAB).

Considerable work and governance issue resolution had to occur during the establishment of the DSSABs. This was particularly true in those jurisdictions which did not have an operating DWAB. The transfer of the mandatory programs from various ministries between 1999 and 2001 required extensive business planning and detailed local transfer plans. The transferred programs required a significant amount of change and new funding in order to be delivered at the new standards set by the province.

During the same time period that the DSSAB was being developed, there were a significant number of amalgamations occurring among the member municipalities and unincorporated townships within the new Board's jurisdiction. In the Sudbury East region, amalgamations impacted on the municipalities of French River, Markstay-Warren, Killarney, and St. Charles. Municipal amalgamations on Manitoulin saw the number of municipalities reduced from seventeen to nine. Having so many changes occurring at both the DSSAB and municipal level was a challenge.

Most of the initial DSSAB governance issues and urgent program transfer related problems are now resolved. However, there are many deeply imbedded problems including representation and apportionment, which will require a consistent direction from the Board and staff if they are to be resolved in the future. In addition, all of the transferred programs are facing change driven by local economic situations and demographic changes. Those local economic challenges and demographic shifts are also presenting significant challenges for the member municipalities.

The Manitoulin-Sudbury District Services Administration Board has recognized the need for strategic planning. It had its first experience as a Board with strategic planning at a Board meeting in Killarney in 2007. Based on that experience, the decision was made to conduct an in-depth Strategic Plan. The Strategic Plan would be a formal process leading to specific directions for action between January 2009 and December 2011.

Strategic Planning Goals

1. To produce a strategic plan which will assist in determining Board and staff priorities and actions over the period from January 2009 to December 2011; and
2. To ensure the DSSAB remains responsive to the identified needs and expectations of its member municipalities and as such to the constituents they are elected to represent and see served through the services the DSSAB is directed to provide.

Process

This Strategic Plan was done in two phases.

Phase 1 was a Strengths, Weakness, Opportunities and Threats (SWOT) analysis and focused on the Board's four mandated programs of Children's Services, Emergency Medical Services, Ontario Works and Social Housing. The phase also looked at the primary administrative supports of Finance, Human Resources and Information Technology. This analysis looked at how well each of these groups was performing and opportunities for optimizing performance over the coming years.

The Phase 1 SWOT analysis is not an operational review of these programs. Operational reviews entail a detailed analysis of the human and technical resources applied to the delivery of programs. Operational reviews involve an analysis of the flow of work, the content of jobs and the appropriate allocation of resources. This type of review was not within the mandate of this plan and was not completed. Two operational issues in the Information Technology area (the adequacy of the telephone system and the server room) were addressed as they presented a clear strategic threat to the delivery of mandated programs.

Phase 1 was completed by mid-June 2008. At the Board regular meeting on June 26, 2008 the recommendations were received. As of August 15, 2008, specific work plans were developed for all Directors and Managers based on those recommendations. A progress report on implementing the recommendations contained in the SWOT analysis will come back to the Board at their February 2009 Board meeting.

Phase 2 was based on in person or telephone interviews. A sincere effort was made to speak with every Mayor/Reeve/Councilor, each DSSAB Board member individually, every CAO/Clerk Treasurer/senior municipal staff and all representatives from the Unincorporated communities. In summary, 13 of 19 heads of council, 13 of 14 DSSAB Board members, 3 of 3 unincorporated representatives and 14 of 19 senior municipal staff were interviewed.

Phase 2 of the Strategic Planning process also includes a demographic review and a review of adequacy of French language service delivery. Both of those reports are addenda to this report.

As noted, Phase 1 has already been received by the Board. Phase 2 was presented to the Board on October 23, 2008. Following final acceptance of the plan, a summary of the content will be provided in a number of public forums yet to be determined.

Executive Summary

The Strategic Planning process identified a number of themes which the Board and Staff should focus on during the next three years. Each of the following themes is reflected in the specific recommendations contained within the report. The completion of the specific recommendations is essential for the implementation of this Strategic Plan.

Present Delivery

The SWOT analysis revealed that the existing delivery of the mandatory programs meets or exceeds all requirements. There is a well trained staff which is dedicated to the effective delivery of the programs. The work environment is positive and staffs are open to further program improvements.

Need to Ensure Business Continuity

The Board's day to day operations depend on key staff and crucial technology resources. The Human Resources support and the present Board senior management need to develop succession plans for the identified positions. The Board's telephony infrastructure needs upgrading and the physical location of key equipment needs improving on a priority basis to ensure no disruption in services.

Children's Services

This service needs to be understood as part of the early learning continuum of services to all children. There is the need for improving the profile of this service through internal restructuring, improved community communication and the active promotion of a broader understanding of the role of this service in the community.

Emergency Medical Services

Call volume patterns need to be monitored on an ongoing and formal review basis. Urgent action related to call patterns in Sudbury East was recognized and will be implemented in January 2009. There is a community demand for greater emphasis on Emergency First Response Teams (EFRT).

Ontario Works

Internal and external communications need to be developed in order to increase the understanding of this Board's programs and the broader changes occurring in social assistance.

Social Housing

The DSSAB needs to communicate on key issues which are of a concern to the member municipalities. That communication needs to ensure a better understanding of the full range of housing programs and the restrictions inherent in the delivery of those programs. It also needs to address concerns related to how tenant problems are being dealt with. The Housing Needs Study being completed for the Board may provide a new strategic direction for this program.

Internal/Provider Communications

There is the need to improve and formalize communications between Ontario Works and Social Housing to ensure that the prevention of homelessness is treated as a priority. The working relationship between the Board staff and non-profit providers of child care needs to be formalized. The relationship between Board EMS staff and the Emergency First Response Teams needs to be enhanced and formalized.

External Communications

The Board and management should develop a comprehensive communications plan with the following: the general public, member municipalities, organizations such as the Northern Ontario Service Deliverers Association (NOSDA), the Federation of Northern Ontario Municipalities (FONOM) and the provincial government.

The Board needs to challenge the notion that it is delivering provincial programs. The DSSAB is providing municipal services on a consolidated basis and is not the deliverer of provincial services. The DSSAB acts as an upper tier government for the delivery of specified services and needs to continue fighting for equity in treatment with counties.

Integration of Program Delivery

The Board has taken some steps toward the integration of the delivery of the Children's Services, Ontario Works and Social Housing. To move to the next level of improved and coordinated service to the public further administrative changes are needed to ensure a consistent approach to service delivery.

Economic Development

Despite municipal concerns related to DSSAB involvement in economic development, the operation of the Board's programs will mean the DSSAB will need to concern itself with economic development issues. The DSSAB will need to ensure that, in completing its mandate related to its programs, it takes into account local economic development plans. The overall trend in Ontario is greater co-operation beyond municipal boundaries in the quest for economic development.

Relations with Member Municipalities

There is a need to deal with outstanding representation and apportionment issues in an open face to face dialogue. These issues have been dealt with on numerous occasions in the past but there are lingering concerns about the present distribution of costs and Board representation. The Board needs to hold a special meeting in which these and other municipal member issues can be discussed.

Use of Internet

The Board has a well designed and informative website. However, this tool can be further developed to improve service delivery to the public. The present website can also be used as a key part of a broader communications strategy.

Economic Outlook

Ontario Outlook

There is little reason for economic optimism in the shorter term in Ontario. The province does not expect the provincial budget surplus of 2007/2008 to occur in 2008/2009. Predictions are for lower economic growth as a result of world economic conditions and the state of the United States economy.

The Ministry of Finance August 2008 update noted that the Ontario real GDP declined by .3% in the first quarter of 2008.

Local Economic Outlook

The economic outlook varies significantly across the jurisdiction. Those areas with the greatest uncertainty are those that rely on the forestry sector. In these communities there is confidence that this sector will recover and that some of the jobs will return.

Some communities have already lost their major employer so further impacts are not anticipated. Many communities do not rely on a single employer but have multiple employers, public and private, which tend to provide stability. Some of the more rural communities have never had a

large employer and are thus insulated from dramatic changes which occur in single industry municipalities.

Several communities see themselves as bedroom communities for the City of Greater Sudbury. As long as Sudbury is doing well, these communities believe they will also do well. They tend to believe that high gas prices will not significantly impact on commuters due to the high difference in house pricing. These communities are investing in recreational opportunities for families to ensure they remain competitive as a bedroom community.

The communities which rely on tourism have seen significant declines in that business. There has been an 18% decline in traffic on the ferry to Manitoulin Island. Some communities, which rely heavily on recreational boat traffic, have seen significant declines while others have not been impacted. All tourism areas have noted a very large decline in American tourists which has impacted all of Ontario. The reasons for this decline include: increased border security on returning American tourists, loss of the spring bear hunt, poor fishing and increased gas prices. There is no consensus that this situation will improve.

There is a general loss of population across Northern Ontario. Within that overall loss, there is an important demographic shift occurring. In many communities, seniors have been moving in to the housing vacated by younger families. This shift can have multiple impacts. The loss of school age children can lead to school closures and can require changes to recreational programming. It can lead to child care centres becoming unviable. It can also reduce the viability of local businesses.

All of the smaller communities rely on key components such as post offices, gas stations and grocery stores. The loss of consumers can lead to the loss of these supports and have an impact on the livability of that community for the remaining residents.

There are some optimistic trends.

Retirees or those approaching retirement are buying properties or converting their existing cottages to year round homes. In some communities, this has led to increased local employment, increased local business revenue, higher real estate prices and quick sales. This trend is present to some degree in most parts of the jurisdiction.

In the Sudbury North Area, there is considerable mineral exploration occurring. In addition, there are efforts underway to find new uses for forest products which could reduce the dependency on the American and Canadian housing market.

In the Sudbury East Area, the four laneing of Highway 69, which is on track for completion in 2017, is already encouraging building and growth. This has meant assessment growth in the adjacent municipality and unincorporated townships.

In the LaCloche Area, the positive economic situation in Sudbury is securing the future of these municipalities as bedroom communities.

In the Manitoulin area there is a considerable effort underway to attract residents through an initiative called Manitoulin Living, <http://www.manitoulinliving.com>. This and similar initiatives may reverse the population decline.

Demographic Chart Book

Executive Summary

Manitoulin-Sudbury Districts 1996-2006

Preface

This Demographic Chart Book for the Manitoulin-Sudbury Districts depicts comparative Statistics Canada population data for municipalities within the Manitoulin-Sudbury District Services Board's (DSSAB) geographic service jurisdiction, for the years 1996, 2001 and 2006, where available. Included are charts that highlight demographic changes between 1996 and 2006 within municipalities and within the DSSAB's four regions – LaCloche, Manitoulin, Sudbury-East and Sudbury-North. Also included are graphs for population age groups 0 to 4, 5 to 14, 15 to 24, 25 to 54, 55 to 64, 65 to 74 and 75 years of age and over. The graphs supplement the charts by allowing the reader to better 'see' changes within the age groupings over the ten-year period between 1996 and 2006.

Then, there is a chart depicting the Male and Female populations of the twelve First Nations within the Manitoulin-Sudbury DSSAB's geographic service jurisdiction. No historical comparative data was available for these populations to identify demographic changes over time. Further research on demographic trends within the First Nations will be necessary to better understand local First Nations population patterns.

Finally, a chart on the Composition of Total Income (2005), with graphs depicting Earnings, Government Transfers and Other Money for each of the municipalities within the Manitoulin-Sudbury District Services Board are included for reference.

This Chart Book should be useful to members of the Manitoulin-Sudbury DSSAB, area Mayors and Reeves, Municipal CAO's and Clerks, Federal and Provincial Members of Parliament for the Manitoulin-Sudbury districts, to those interested in the demographic make-up of the Districts of Manitoulin and Sudbury, and to appropriate staff at the Ministry of Northern Development and Mines, FEDNOR staff, the North-East LHIN (Local health Integration Network).

As noted in the Chart Book, the population in the DSSAB's service jurisdiction is aging-in-place. This has both direct and indirect impacts on the programs offered through the Manitoulin-Sudbury DSSAB.

C. J. Stewart, October, 2008

DEMOGRAPHIC CHARTBOOK – HIGHLIGHTS

It is well documented that Canada's population is aging. This is evident in the Districts of Sudbury and Manitoulin: the catchment area for the Manitoulin-Sudbury District Services Board.

Key components of the population aging phenomenon include:

- A net decrease and relative decline in the 0 to 4, 5 to 14 and 15 to 24 age groups;
- A large increase and proportionate increase in the 55 to 64, 65 to 74 and 75 years of age and over age groupings;
- Limited in-migration, primarily in the retirement age groups, along with out-migration in the younger age groups;
- The population of the LaCloche Region declined by 2.2%; the Manitoulin Region's increased by 6%; the Sudbury East Region's decreased by 5.6% and the Sudbury North Region's decreased by 19% between 1996 and 2006.
- The population of the twelve First Nations totalled 4,925 persons in 2006; the largest being Wikwemikong (2,390 persons).
- The Composition of Total Earnings is most revealing – Earnings in all municipalities in the Manitoulin-Sudbury Districts were lower than the provincial average; Government Transfers in all municipalities in the Manitoulin-Sudbury Districts were higher than the provincial average; and with few exceptions, Other Income was higher than the provincial average – which indicates an economy heavily dependent on government transfers.

Implications of this aging-in-place phenomenon may be manifested in the following ways that have repercussions for the Manitoulin-Sudbury District Services Board:

- Fewer young children in the area may have an impact on the demand for Child Care/Day Care spaces.
- Fewer young and working aged adults (e.g. aged 15 to 54 years) can mean more of a tax burden on older adults who may be on fixed incomes.
- An aging population may have implications on social housing as persons on fixed incomes may have increasing difficulty maintaining and living in their own homes.
- An aging population may have implications on Emergency Medical Services as the need for medical services tends to increase with age.

DEMOGRAPHICS

Chart 1

Region: LACLOCHE (Towns and Townships)

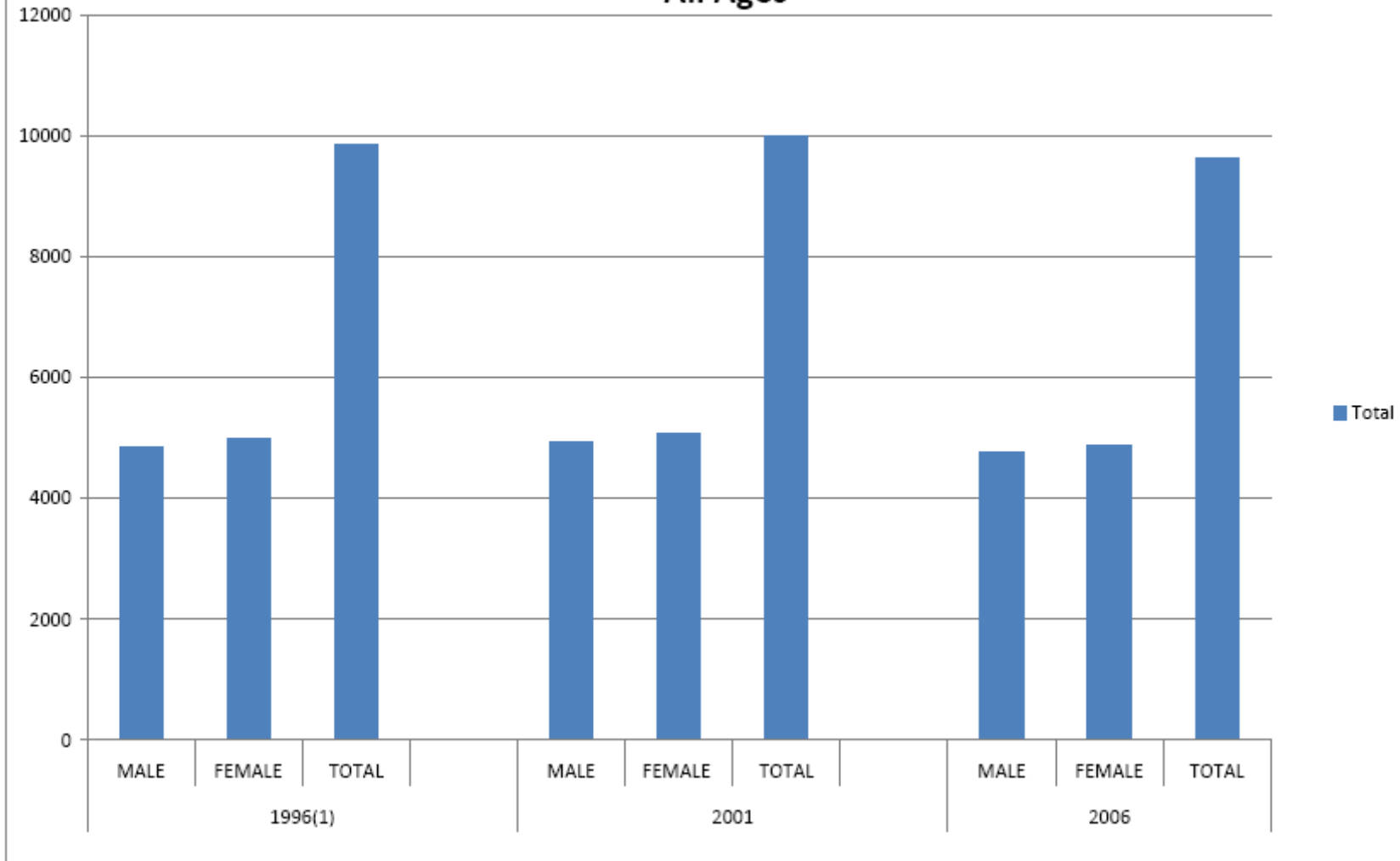
AGE	1996(1)			2001			2006			% CHANGE 1996-2006
	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	
0 to 4	345	315	660	390	365	755	185	205	390	-40.9%
5 to 14	630	705	1335	700	675	1375	650	585	1235	-7.5%
15 to 24	720	680	1400	600	590	1190	600	530	1130	-19.3%
25 to 54	2145	2140	4285	2095	2185	4280	1915	2060	3975	-7.2%
55 to 64	490	465	955	530	520	1050	720	655	1375	44.0%
65 to 74	325	370	695	380	395	775	420	450	870	25.2%
75 and over	205	310	515	235	335	570	270	380	650	26.2%
Total	4860	4985	9845	4930	5065	9995	4760	4865	9625	-2.2%

Between 1996 and 2006, the population of the region of LaCloche, consisting of the Townships of Baldwin, Nairn & Hyman, Sables-Spanish Rivers and the Town of Espanola, **decreased by 2.2%**. Components of this decline included a decline of 40.9% of persons between the ages of 0-4, a decline of 7.5% between the ages of 5-14, a decline of 19.3% in the 15-24 years of age category and a decline of 7.2% of the 25-54 years of age category. Gains were experienced in the upper age categories: a 44% increase in the 55-64 age category, an increase in the 65-75 years of age category of 25.5%, and 26.2% increase in the 75 and over age category. A graphic depiction of this data is produced in Graphs 1.1 through 1.8.

(Source: Statistics Canada 1996; 2001; 2006. Numbers do not add up due to rounding by Statistics Canada.)

Graph 1.8 - LACLOCHE

All Ages



DEMOGRAPHICS

Chart 2

Region: MANITOULIN (Towns and Townships)

AGE	1996(1)			2001			2006			% CHANGE 1996-2006
	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	
0 to 4	230	195	425	190	170	360	165	140	305	-28.2%
5 to 14	535	505	1040	475	465	940	430	370	800	-23.1%
15 to 24	430	395	825	440	405	845	410	380	790	-4.2%
25 to 54	1460	1495	2955	1440	1565	3005	1360	1455	2815	-4.7%
55 to 64	490	490	980	605	635	1240	770	750	1520	55.1%
65 to 74	430	440	870	500	475	975	560	510	1070	23.0%
75 and over	210	400	610	285	420	705	370	500	870	42.6%
Total	3785	3920	7705	3935	4135	8070	4065	4105	8170	6.0%

Between 1996 and 2006, the population of the Manitoulin Region, consisting of the Townships Assiginack, Barrie Island, Billings, Burpee & Mills, Central Manitoulin, Cockburn Island, Gordon, and Tehkummah, and the Towns of Gore Bay and Northeastern Manitoulin & The Islands, **increased by 6.0%**. Components of this increase included a decline of 28.2% of persons between the ages of 0-4, a decline of 23.1% between the ages of 5-14, a decline of 4.2% in the 15-24 years of age category and a decline of 4.7% of the 25-54 years of age category. Gains were experienced in the upper age categories: a 55.1% increase in the 55-64 age category, an increase in the 65-75 years of age category of 23.0%, and 42.6% increase in the 75 and over age category. A graphic depiction of this data is produced in Graphs 2.1 through 2.8.

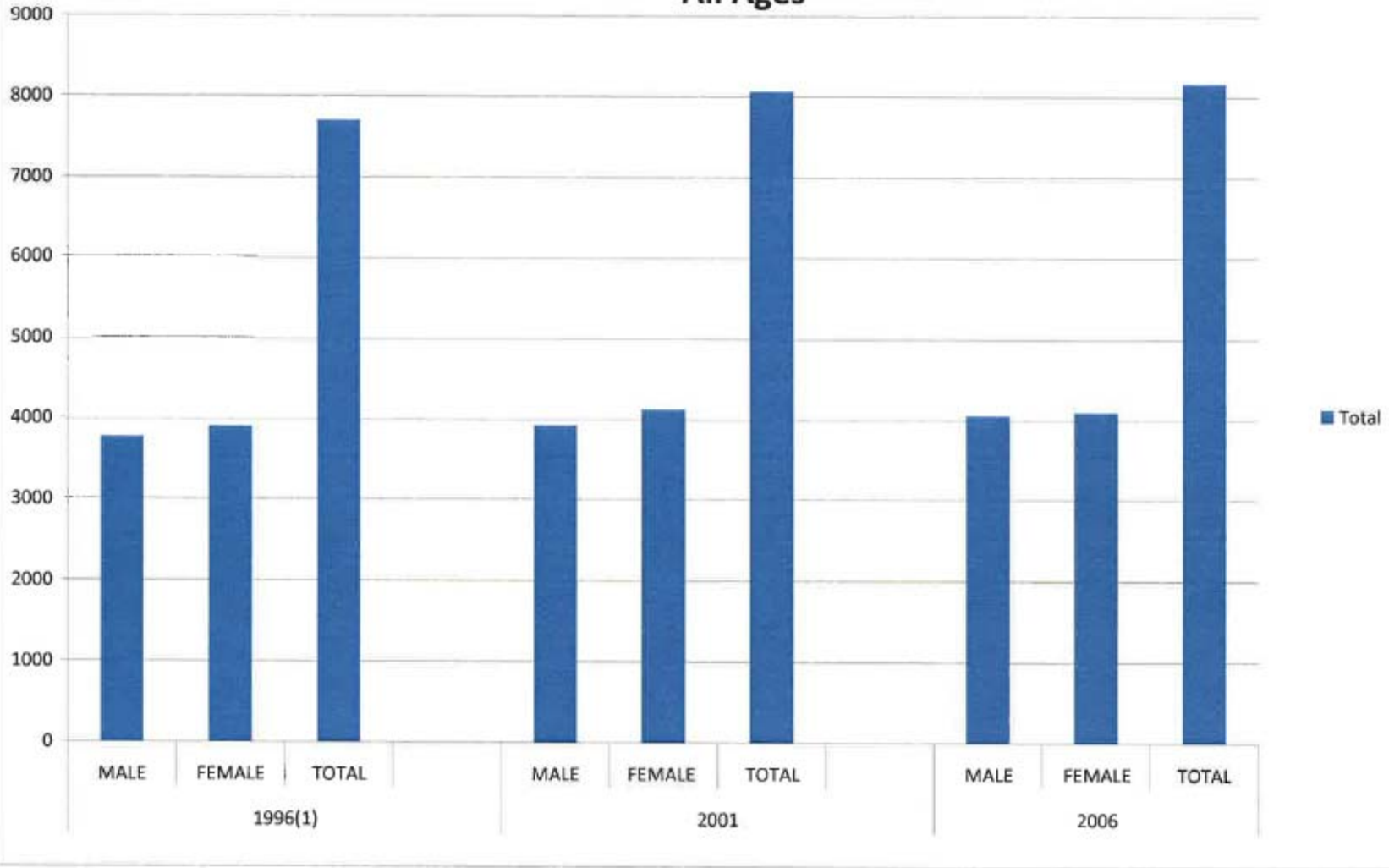
(2) Does not include First Nations populations resident on Manitoulin Island due to lack of comparative data for prior Census periods.

(3) Does not include population in unorganized townships.

(Source: Statistics Canada 1996; 2001; 2006. Numbers do not add up due to rounding by Statistics Canada.)

Graph 2.8 - MANITOULIN

All Ages



DEMOGRAPHICS

Chart 3

Region: SUDBURY EAST (Municipalities)

AGE	2001			2006			% CHANGE 1996-2006
	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	
0 to 4	140	150	290	130	125	255	-12.1%
5 to 14	440	405	845	355	365	720	-14.8%
15 to 24	430	350	780	340	285	625	-19.9%
25 to 54	1550	1500	3050	1395	1345	2740	-10.2%
55 to 64	610	545	1155	625	615	1240	7.4%
65 to 74	390	315	705	435	360	795	12.8%
75 and over	155	180	335	190	195	385	14.9%
Total	3715	3445	7160	3470	3290	6760	-5.6%

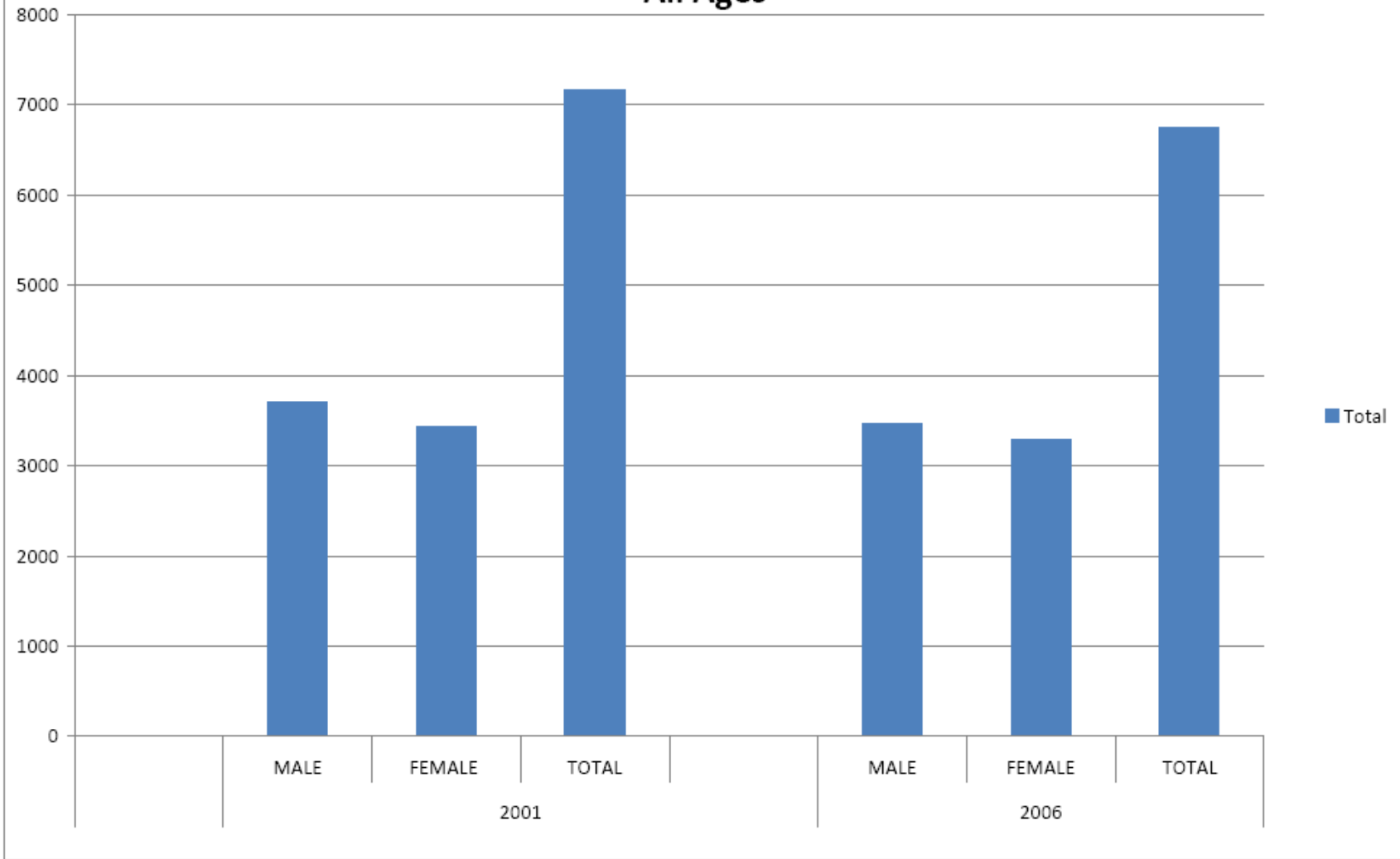
Between 2001 and 2006, the population of the Sudbury East region, consisting of the Municipalities of Killarney, French River, St. Charles and Markstay-Warren, decreased by 5.6% (1). Components of this decrease included a decline of 12.1% of persons between the ages of 0-4, a decline of 14.8% between the ages of 5-14, a decline of 19.9% in the 15-24 years of age category and a decline of 10.2% in the 25 to 54 age category. Gains were experienced in the upper age categories: a 7.4% increase in the 55-64 age category, an increase in the 65-74 years of age category of 12.8%, and a 14.9% increase in the 75 and over age category. A graphic depiction of this data is produced in Graphs 3.1 through 3.8.

(1) Because of amalgamation of municipalities in 1999, the chart for French River does not include Alban population as part of the Municipality of French River for 1996 - Alban population could not be accurately disaggregated from Sudbury North Unorganized data for 1996 Statistics Canada Census, therefore a comparative analysis for the ten year period 1996-2006 could not be performed for the Sudbury East region. Figures for 2001 and 2006 are comparable and complete for all communities within the region and are herein analyzed.

(Source: Statistics Canada 2001; 2006. Numbers do not add up due to rounding by Statistics Canada)

Graph 3.8 - SUDBURY EAST

All Ages



DEMOGRAPHICS

Chart 4

Region: SUDBURY NORTH (Town)

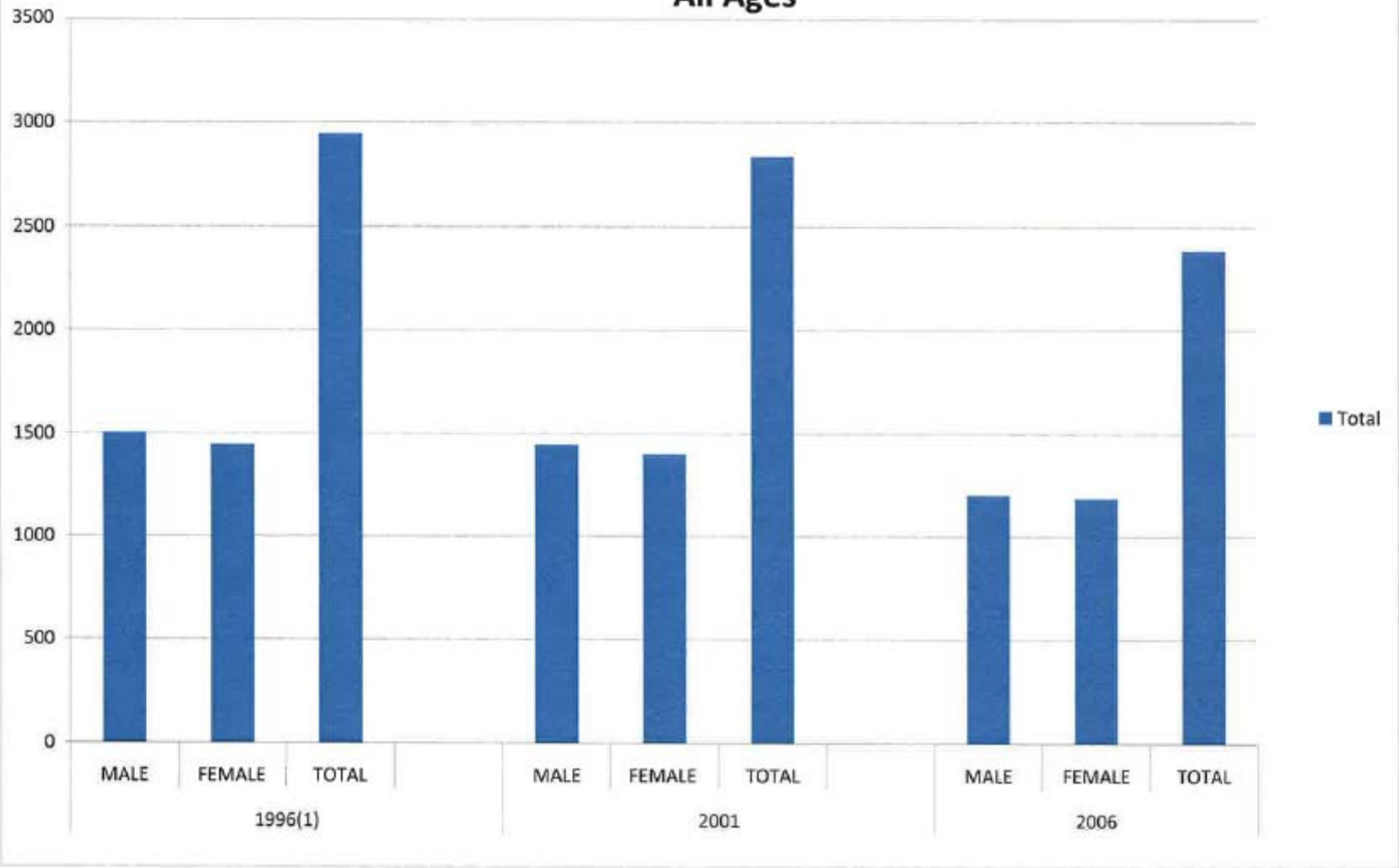
AGE	1996(1)			2001			2006			% CHANGE 1996-2006
	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	
0 to 4	105	125	230	90	95	185	70	55	125	-45.7%
5 to 14	235	205	440	200	210	410	160	170	330	-25.0%
15 to 24	200	220	420	210	195	405	155	140	295	-29.8%
25 to 54	695	605	1300	675	605	1280	530	520	1050	-19.2%
55 to 64	125	100	225	105	100	205	140	120	260	15.6%
65 to 74	90	105	195	100	105	205	80	85	165	-15.4%
75 and over	55	80	135	60	85	145	65	95	160	18.5%
Total	1505	1440	2945	1440	1395	2835	1200	1185	2385	-19.0%
Median Age	38.8	39.1	39	42.3	42.9	42.7	46.4	49.7	48.5	

Between 1996 and 2006, the population of the Sudbury North region, consisting of the Town of Chapleau, **decreased by 19.0%**. Components of this decline included a decline of 45.7% of persons between the ages of 0-4, a decline of 25.0% between the ages of 5-14, a decline of 29.8% in the 15-24 years of age category, a decline of 19.2% of the 25-54 years of age category, and a decline of 15.4 in the 65-74 age category. Gains were experienced in the 55-64 age category of 15.6% and a gain of 18.5% in the 75 and over age category. A graphic depiction of this data is produced in Graphs 4.1 through 4.8.

(Source: Statistics Canada 1996; 2001; 2006. Numbers do not add up due to rounding by Statistics Canada.)

Graph 4.8 - SUDBURY NORTH

All Ages



DEMOGRAPHICS

Chart 5

MANITOULIN-SUDBURY DISTRICTS

(including First Nations and Unorganized Townships Populations)

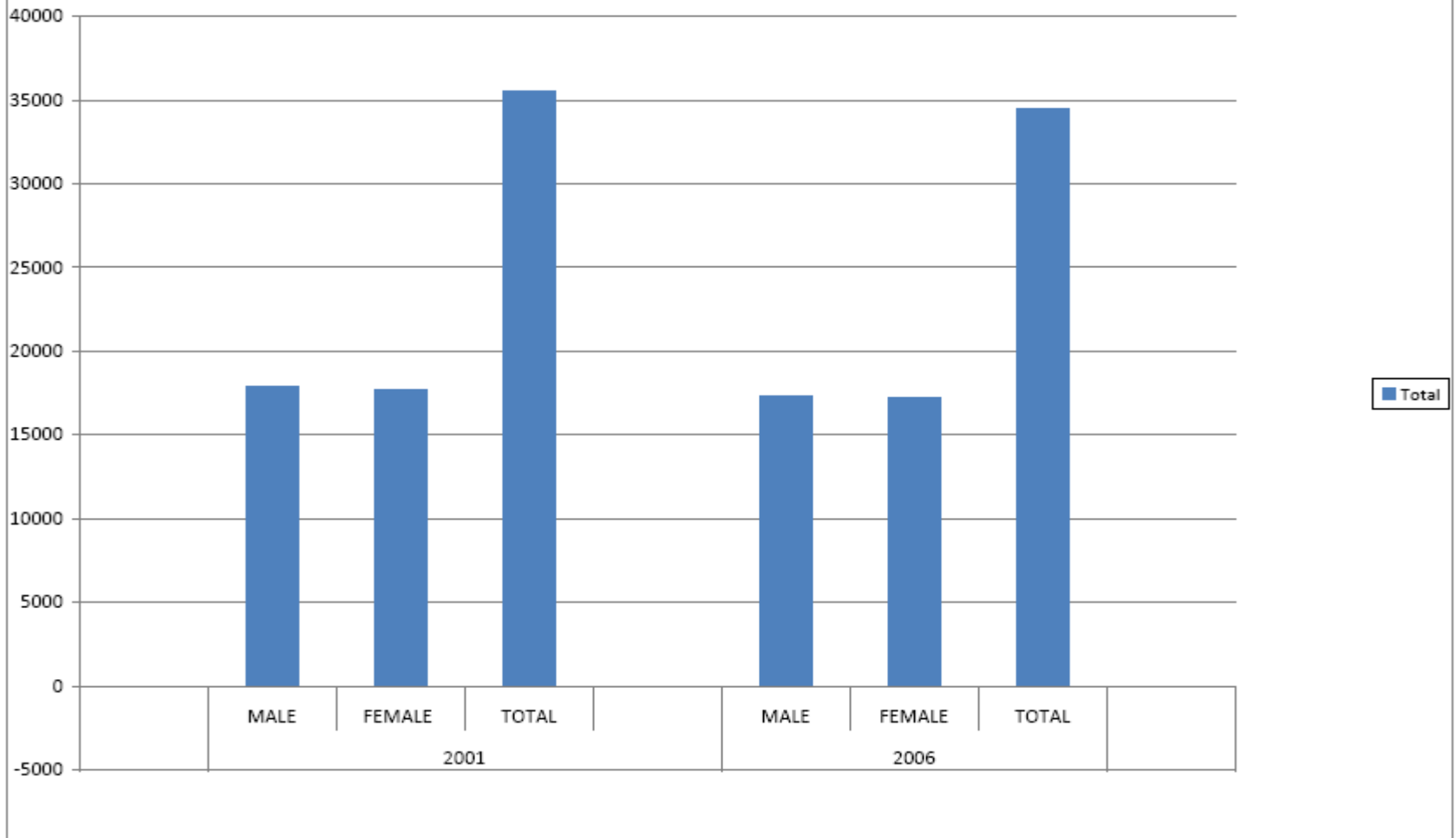
AGE	2001			2006			% CHANGE 2001-2006
	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	
0 to 4	970	910	1880	790	740	1530	-18.6%
5 to 14	2565	2430	4995	2205	2110	4315	-13.6%
15 to 24	2125	1975	4100	2025	1845	3870	-5.6%
25 to 54	7440	7485	14925	6695	6925	13620	-8.7%
55 to 64	2305	2220	4525	2785	2610	5395	19.2%
65 to 74	1650	1530	3180	1820	1690	3510	10.4%
75 and over	810	1150	1960	980	1295	2275	16.1%
Total	17865	17700	35565	17300	17215	34515	-3.0%

Between 2001 and 2006, the population in the Manitoulin-Sudbury Districts, including First Nations and Unorganized Township Populations, decreased by 18.6%. Components of this decrease included a decline of 18.6% of persons between the ages of 0-4, a decline of 13.6% in the 5-14 years of age category, and a decline of 5.6% in the 25-54 years of age category. In the upper age categories: a 19.2% increase in the 55-64 age category, an increase of 10.4% in the 65-74 years of age category and 16.1% increase in the 75 and over age category. A graphic depiction of this data is produced in Graphs 5.1 through 5.8.

(Source: Statistics Canada 2001; 2006. Numbers do not add up due to rounding by Statistics Canada; 1996 comparable data unavailable)

Graph 5.8 - MANITOULIN-SUDBURY

All Ages



**FIRST NATIONS POPULATION –
 MANITOULIN-SUDBURY DISTRICT SERVICES BOARD
 2006 Census of Canada**

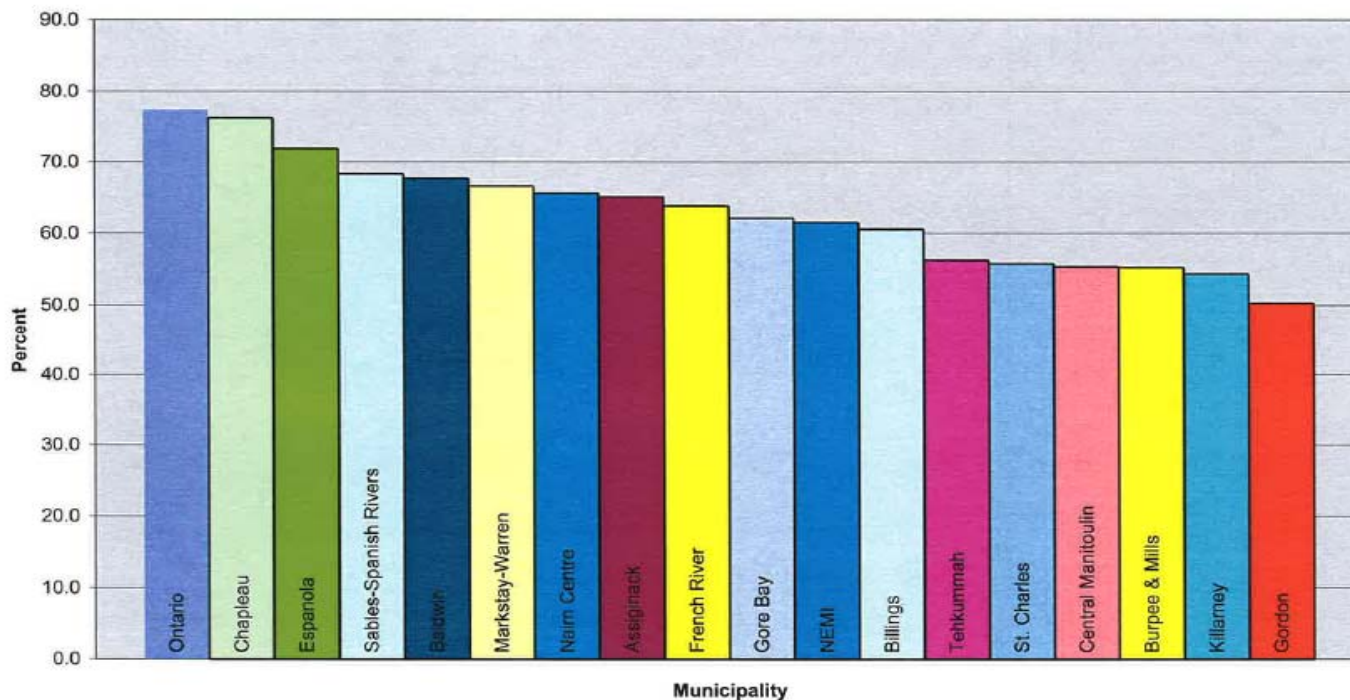
FIRST NATION	POPULATION		
	MALE	FEMALE	TOTAL
Wikwemikong	1,180	1,210	2,390
Sheguiandah	75	85	160
Sucker Creek	175	165	340
M'Chigeeng	395	370	765
Sheshegwaning	50	55	105
Whitefish River	185	195	380
Zhiibaahaasing	25	25	50
Mattagami	95	95	190
Whitefish Lake	160	190	350
Chapleau 74A	*	*	20
Chapleau 75	45	50	95
Duck Lake	45	35	80
<hr/>			
Totals	2,430	2,475	4,925

SOURCE: STATISTICS CANADA, COMMUNITY PROFILES, 2006

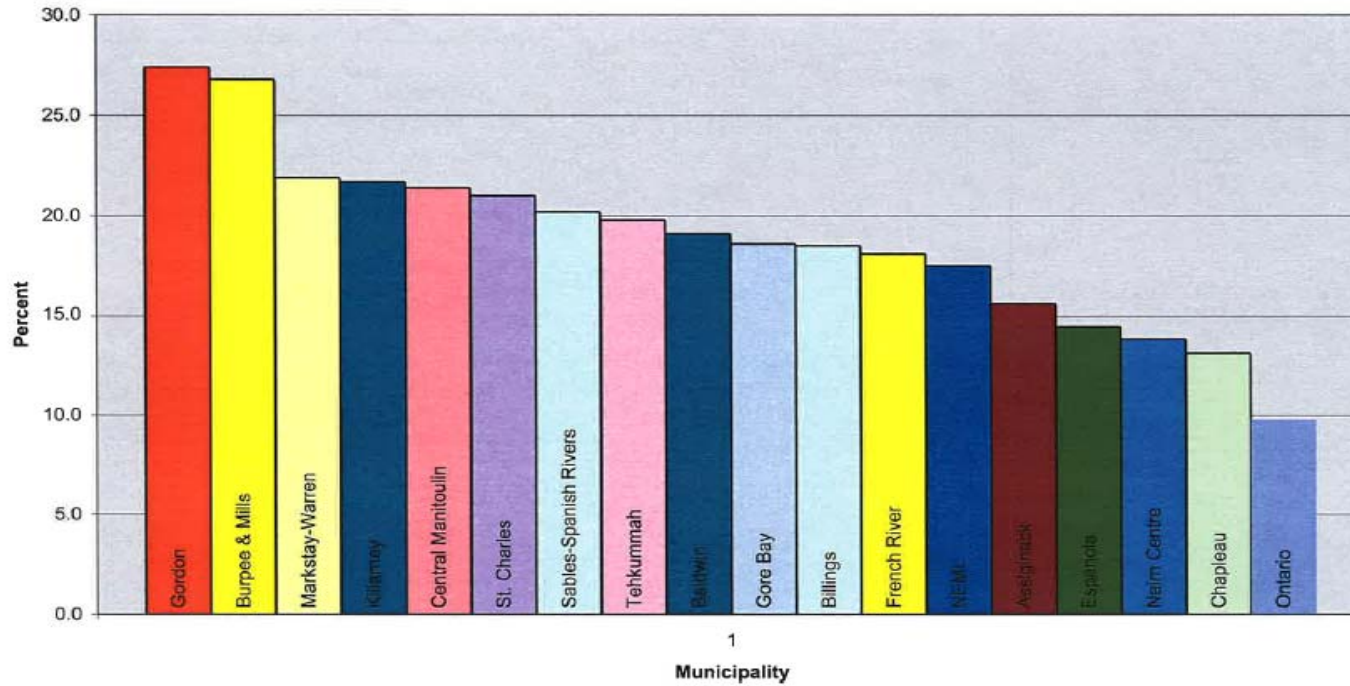
COMPOSITION OF TOTAL INCOME (100%)--2005

	EARNINGS			GOVERNMENT TRANSFERS			OTHER MONEY		
	M	F	T	M	F	T	M	F	T
ONTARIO	80.7	72.4	77.4	6.9	14.0	9.8	12.4	13.5	12.9
Assignack	67.2	63.5	65.1	12.9	19.8	15.6	19.6	18.2	19.0
Barrie Island	*	*	*	*	*	*	*	*	*
Billings	60.3	62	60.6	18.4	18.0	18.5	21.9	19.5	21.0
Burpee	65.8	-15.9	55.3	16.6	103.0	26.8	18.0	14.9	17.8
Central Manitoulin	52.6	59.6	55.4	21.7	21.1	21.4	26.1	19.1	23.1
Gordon	44.7	56.8	50.3	29.9	23.8	27.4	24.7	19.8	22.3
Gore Bay	67.3	54.2	62.1	12.5	27.6	18.6	19.5	17.6	18.8
NEMI	62.1	61.1	61.5	15.3	21.1	17.5	22.9	18.1	21.1
Tehkummah	53.2	61.6	56.3	13.9	28.6	19.8	30.9	9.7	23.9
French River	67.4	56.8	63.8	14.4	25.0	18.1	17.9	18.4	18.1
Killarney	62.2	34.2	54.4	15.3	39.5	21.7	22.6	25.8	23.5
Markstay-Warren	70.2	59.3	66.6	17.8	30.8	21.9	12.0	10.5	11.5
St. Charles	50.7	64.3	55.8	21.3	20.5	21.0	28.2	15.8	23.5
Baldwin	74.2	58.1	67.7	13.0	34.2	19.1	14.6	6.9	12.1
Espanola	77.1	63.1	71.9	10.8	20.8	14.4	12.3	16.1	13.7
Naim Centre	66.1	64.1	65.6	11.7	18.1	13.8	21.2	17.3	19.9
Sables-Spanish									
Rivers	74.3	57.9	68.3	15.3	29.5	20.2	10.4	12.9	11.3
Chapleau	78.4	72.4	76.2	9.4	19.9	13.1	12.4	7.4	10.6

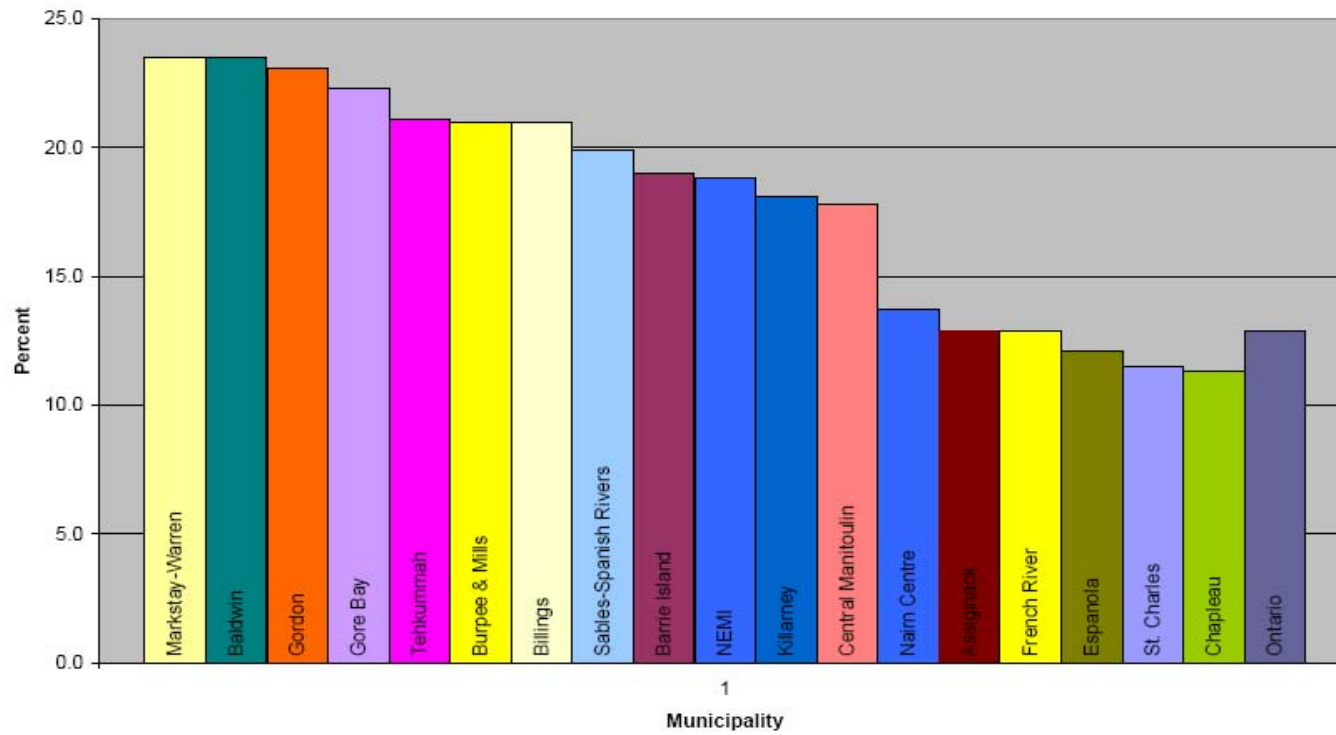
**COMPOSITION OF TOTAL INCOME 2005
EARNINGS**



**COMPOSITION OF TOTAL INCOME 2005
GOVERNMENT TRANSFERS**



COMPOSITION OF TOTAL INCOME 2005
OTHER MONEY



Phase #1

Strengths, Weakness, Opportunities and Threats – SWOT Analysis of Existing Programs

(presented June 26, 2008)

Children's Programs – SWOT

Context: The DSSAB's involvement on the children's services front involves more than simply "child care". The DSSAB is involved in one way or another with a number of "early learning", "child development" and "family support" initiatives and programs from both a planning and a funding perspective. Notwithstanding same, the herein will focus primarily on the DSSAB's downloaded child care planning, funding and coordinating mandate and responsibilities.

As in the majority of DSSABs, this DSSAB's Child Care programs are not directly delivered by the Board. Delivery in this jurisdiction is through contracts with eight non-profit corporations. As a result, staffing at the DSSAB is limited to delivery system management and the provision of financial supports. These corporations provide a total of 331 centre based licensed seats across the District and up to another 100 Private Home Day Care (PHDC) licensed seats.

There is a general province-wide trend not to directly deliver child care services as cost increases have led to unaffordable programs which then close. However, there are many difficulties in managing such an important program through service contracts.

Strengths

Leadership – The Children's Program Supervisor, Suzanne Malette, has been employed by the Board since February 26, 2008. Although only briefly in this Board's employ, she comes with twenty-five years of experience as a direct provider of child care programs. This experience will be invaluable as she is learning the complexities of service management from the DSSAB perspective. Her direct experience as a provider gives her credibility with the providers and this is a huge advantage.

The Finance Assistant to the Supervisor is Amy Campbell who has been with the Board since December 2003. Amy has a sound grasp of the financial pressures which impact on the non-profit providers, the Ministry financing of programs and the role of parent contributions.

Staffing – Given the nature of the contract based delivery system, staffing is adequate and mirrors that in similar DSSABs.

Training – There are fewer training opportunities for Child Care Management staff due to the lack of strong province-wide organizations focused solely on Child Care. However, there is significant support available through the NOSDA Children’s Services Management group and through the Ontario Municipal Social Services Association (OMSSA) Child Care sub-committees. In particular, the Supervisor is participating in the Children’s Services Professional Development Task Force to help build training tools and capacity for service managers.

Delivery Model - As previously noted, direct services to children are provided by the non-profit child care providers. Financial support to the parents, so that the family can afford the child care, is provided by DSSAB staff. Key functions of the DSSAB staff include ensuring the completeness of applications and the quick determination of eligibility for fee subsidy.

In this jurisdiction, the fee subsidy determination process occurs on an integrated basis with the delivery of Ontario Works. The province expects the Board to deliver its Ontario Works, Child Care and Social Housing programs in an integrated fashion within its jurisdiction. The delivery of fee subsidy determination delivery occurs from four main locations and two sub-locations in the District. The four main locations are Chapleau, Warren, Little Current and Espanola and the sub-locations are Noëlville and Alban. These are the same locations where the public can access Ontario Works or obtain Social Housing applications.

The integrated approach in the Manitoulin- Sudbury DSSAB is an excellent example of service integration which improves services to communities while reducing delivery costs. This integration is further supported by excellent IT support which allows parents to download applications and self assess their ability to pay through the Board’s website.

A summary of the Children’s programs can be found in Appendix #2.

Responsiveness - The application process exceeds all requirements for speedy completion of the fee subsidy application.

IT Support - The IT staff has ensured that all service providers are linked to the Board's systems through email. They have worked to ensure that the service providers have the equipment, connections and knowledge to be able to communicate with Board staff. They have also installed the Ontario Child Care Management System (OCCMS) software to allow the submission of attendance online.

Relations with Service Providers - Staff are meeting with child care service providers on a bi-monthly basis to resolve issues and share best practices. This is a high level of interaction and is very helpful in supporting the service providers. Children's Program staff understand their role is more than just determining eligibility for parents and funding service providers. They appreciate that, for the system to work effectively, service providers need ongoing support and a venue to share best practices.

There is a system of ensuring that service provider audits are received and that the corporations carry adequate liability insurance. There are steps to ensure the corporations provide proof of their status.

Weaknesses

Family Resource Centres (FRCs) and Ontario Early Years Centres (OEYCs) - Like several, but not all, other DSSABs this Board continues to co-fund the Family Resource Centre (FRC) programs. The FRC program has been part of the Child Care budget envelope since prior to the point of transfer/download. FRCs are 20% funded by DSSABs and report to Municipal Service Managers/DSSABs. These valuable services assist parents with child rearing skills and resources.

In its second of the Harris government's mandates, Ontario created 102 Ontario Early Years Centres. These OEYCs have the same service mandates as FRCs. Unlike FRCs, they are 100% provincially funded, created to serve the political riding boundaries of their day and report not to CMSMs and DSSABs but directly to Ministry Regional Offices.

This DSSAB, like others, objected to the artificial creation of these 102 Ontario Early Years Centres (OEYCs) to provide the same services as the already existing FRCs.

Continuing to fund FRCs is an essential component of fighting for realignment of OEYC boundaries to match those of the 47 Consolidated Municipal Service Managers (CMSMs) and DSSABs. The goal is the eventual return of this functionality to the child care program's mandate of the DSSABs and CMSMs. Considerable administrative savings are possible and these savings could be reinvested into real services to families.

The Manitoulin-Sudbury DSSAB is especially aggrieved in the present situation as the OEYC which governs a good portion of the District is managed by Superior Children's Centre located in Wawa. That OEYC has not been able to satisfactorily show that a rationale exists for the amount of funding (\$100,000) that it annually allocates to the portion of its political riding catchment area that is within this DSSAB's jurisdiction.

That situation is however much better than that which exists at the Nickel Belt riding OEYC located in the City of Greater Sudbury which the Ministry has indicated serves the balance of the rest of the DSSAB's jurisdiction. It has thus far refused to annually earmark any of its \$500,000 of 100% provincial funding for those portions of its catchment area that are situated outside of the City of Greater Sudbury: that is to say in the DSSAB's jurisdiction. DSSAB calls upon the Ministry that oversees the OEYC to correct the situation have fallen on deaf ears. The services that the Nickel Belt OEYC provides to the Nickel Belt and Sudbury East portions of the DSSAB's jurisdiction are mostly hit and miss services that depend heavily on volunteer and donated services with no guaranteed financial basis to build upon.

101 Recommendation: That the CAO and Board lobby for the consolidation of the Ontario Early Years Centres on the same boundaries as the DSSABs.

#102 Recommendation: That the CAO and Board lobby for the inclusion of Ontario Early Years Centre programming into the existing Family Resource Centre mandate of the DSSABs.

Relationship with Best Start Network- The relationship between the Manitoulin-Sudbury DSSAB and the Manitoulin-Sudbury Best Start Network is by any standard poor.

The reasons for the poor relationship are well documented in a myriad of reports and pieces of correspondence with the Ministry of Children and Youth Services (MCYS). Without going into a lengthy litany of the reasons for the poor relationship, suffice it to say that they are well summarized in the [DSSAB Chair's June 20th 2007 letter to the Minister responsible for this dossier](#). The relationship, in this DSSAB's perspective, became particularly fractious:

- When the Ministry (MCYS) failed to answer questions raised of it in the first Network Best Start Plan submitted;
- When the Network's members voted to remove the need for any developed plans to be "responsive" to the needs of the communities served from the second Network Best Start Plan submitted;
- When the Plan began to primarily represent the interests of third party service providers headquartered outside of the District proper rather than those of the communities served.

The disagreements reflect basic differences of opinion on how to deliver services to the full DSSAB jurisdiction on an equitable basis. Such differences are not uncommon between CMSMs/DSSABs and Best Start Networks and the Ministry that directs them but the situation here is notably acrimonious.

It should be noted that these Best Start Plans, which were done under extreme time constraints, have never been responded to by the Ministry of Children and Youth Services (MCYS). Regardless, the Ministry has insisted on a new round of planning related to hub development for which it has made no commitments related to either funding or governance. It should also be noted that MCYS has made no commitment to fund any Best Start activities beyond March 31, 2010, the point at which federal funding has been spent.

Presently, the DSSAB's role at the Best Start Network table is limited to that of a "scribe" or meeting facilitator. In practical terms this means Best Start

funds flow through the DSSAB's books and Board staff act as the recoding secretary to the Network. The Board's Children's Programs Supervisor is writing the Child Care component of the 2008 Status Update of the Network Plan and providing other assistance as a Network ex-officio, non-voting member. The CAO technically remains the Chair of the Network.

#103 Recommendation: That the CAO should resign as Chair of the Best Start Network. That the DSSAB, as a child care funding partner retain its seat at the Network table and that its voting status at the table be the same as that of the other child care funding partner (MCYS) at the table.

#104 Recommendation: Once the Province has made a decision related to Best Start funding beyond March 31, 2010, the CAO and the Board should re-examine the role of the DSSAB in relation to the Best Start Network and make a determination as to what role, if any, it should play going forward.

Provider Financial Viability - In Northern Ontario and especially in single resource communities, the financial viability of non-profit service providers of child care is a continuing problem. The present attendance based fee subsidy funding system does not account for the sudden drop or rise in demand as industries either shut down or gear up. The fee subsidy funding approach, driven by attendance, does work in urban centres where the demand for child care always exceeds the supply and where changes in the local work environment are not extreme.

In 2007, three centres operated by two providers ceased operations. In 2007, these services were picked up and restarted by other providers as a result of the extraordinary efforts and supports provided by the DSSAB.

105 Recommendation: That the CAO and Children's Programs Supervisor continue working with other DSSABs on a base funding model for non-profit child care providers which recognizes the needs of Northern Ontario.

106 Recommendation: That the CAO and the Board seek a meeting with the Minister if the present activity related to base funding has not been satisfactorily concluded by January 1, 2009.

Special Needs Resourcing Programs - Special Needs Resourcing helps child care providers deliver programming to children with disabilities or other special needs. This is an important activity to ensure these children are

integrated into the larger community. Delivering meaningful Special Needs programming is a serious challenge in rural areas since accommodating these children requires specialized training and supports.

In this jurisdiction, the service is managed by a service contract with Child Family Centre. The total amount funded under the Day Nurseries Act (\$92,875) is totally inadequate to meet the identified need. Best Start funding of \$118,675 has been added to bring the total to a barely adequate level of \$211,500. If the additional Best Start funding were to end, then this program may become unviable.

This totally inadequate funding of an essential service which is designed to bring some level of equity to very disadvantaged children is common across Ontario. In most jurisdictions, the Day Nurseries Act funding has been supplemented by numerous other means.

107 Recommendation: That the CAO and Children's Programs Supervisor continue pursuing adequate base funding separate from Best Start to support this programming.

Wage Subsidies - As part of the overall inadequate funding system for child care operators, the Ministry has a system of wage subsidies originally designed to assist in improving wages in this historically low wage sector. There is a specific formula which is used to determine the amount of Wage Subsidy which should flow to a given operator. However, there are not sufficient Ministry allocations to allow the full amount to be paid to all operators.

The total Wage Subsidy budget based on the Ministry calculation formula is \$486,245. However, the base amount provided to date under the Day Nurseries Act has been \$203,433. The shortfall has been made up by Early Learning and Child Care (ELCC) funding of \$107,250 and Best Start of \$175,562. Once again, if Best Start ends then most of the wage subsidy ends and operators may cease to be viable.

As noted previously, this dilemma is best addressed through a new base funding formula which would eliminate administratively complex wage subsidies and other funding streams. Base funding, if appropriately designed, will allow service providers to be viable over the longer term.

FLS Capacity - French Language child care is available in Private Home Day Care in Sudbury-East. There is also a school-based French language program at Espanola's École St. Joseph in Espanola and the soon-to-be reintroduced availability of a French language school-based child care program in Chapleau's École Sacré Coeur.

108 Recommendation: That the Director of Social Services and the Children's Programs Supervisor need to interview service providers and report back to the Board on the problems that service providers have in establishing and maintaining French Language child care.

Opportunities

Website Development - There is a significant opportunity to enhance website information. The website can be used in two distinct ways in order to help both service providers and parents seeking child care opportunities.

For Service Providers: A section of the site could be used to provide on-line supports to non-profit service providers. This section could include sample service contracts, sample job descriptions, sample meeting agenda and minutes. It could contain a best practices area in which providers can exchange information among themselves. It should include instructions for operating in the Ontario Child Care Management System (OCCMS). The site should have hotlinks to key sites such as MCYS, E-Laws and province-wide associations. It should contain the policies related to Special Needs resourcing and Wage Subsidy calculations. Development of this section of the site would proceed by holding a focus group meeting with providers to determine the full content and look of their section of the site.

For Parents: This section should have contact information, photos and service descriptions of all service providers in the District. It should contain the existing downloadable application and the existing fee subsidy calculator. This section needs to contain links to parent resources other than child care. Development of this section of the site would proceed by holding a focus group meeting with parents to determine the full content and look of their section of the site.

109 Recommendation: That the Director of Social Services, Children's Programs Supervisor and the IT unit work co-operatively to expand the Child

Care portion of the website to enhance support to service providers and parents.

Provider Governance Reviews - Ensuring that providers continue to operate and continue to provide services to residents is essential for the operation of this program. There are some governance review tools which have been developed which could assist service providers to meet their obligations as corporations. This process is similar to how non-profit providers of social housing are reviewed by Housing Service Managers to ensure they are meeting their operating by-laws and have good financial controls.

110 Recommendation: That the Director of Social Services, the Children's Programs Supervisor and the Finance unit develop a co-operative governance review process to improve service provider corporate governance. That this process be introduced through the existing communication lines already established with the child care service providers.

Threats

Best Start Funding Termination - Best Start funding was based on a federal government initiative which has now been terminated. In Ontario, the funding is distributed by the Ministry of Children and Youth Services (MCYS). They essentially took the remaining federal funding and allocated it out over several years to March 31, 2010. Total Best Start funding received by this DSSAB was \$1,458,732 in 2007. The 2008 allocation is \$854,900. However, there are reasons to be optimistic, that additional funding will flow in the summer of 2008.

Allocation	2008
Best Start Operating	\$629,700
Enhanced Funding	\$162,400
BS Wage Improvement	\$ 42,900
BS Planning	\$ 19,900
Total Allocation	\$854,900*

* Additional Allocation expected; see the final 2007 allocations below.

2007	Feb 07 original BSI allocation for 2007	April additional funding provided	June additional funding provided	Total
Best Start Operating	\$629,732		\$472,300	\$1,102,032
Enhanced Funding		\$162,359		\$162,359
BSI Wage Improvement	\$42,906		\$131,500	\$174,406
BSI Planning	\$19,945			\$19,945
Total Allocation	\$692,583 Best Start Funding at end of Feb 07	\$854,942 Best Start Funding at end of Apr 07	\$1,458,732 Best Start Funding at end of June 07	\$1,458,732 Best Start Funding TOTAL 2007

Best Start funding has been committed until March 31, 2010. By no later than June 30, 2009, CMSMs and DSSABs will have to establish plans for shrinking their expenditures in child care back in line with their prior MCYS co-funded allocations. This is the minimum lead time necessary to shrink programming so that expenditures equal pre-Best Start levels.

In this jurisdiction, there are some funds (\$980,672) set aside to mitigate closure costs. The Board wisely set aside the Unconditional (Best Start) funds flowed in 2005. This is not an excessive amount as discontinuation of a service which has been in place for a number of years is neither inexpensive nor easy.

111 Recommendation: If, by July 31, 2009 the Best Start funding has not been approved beyond March 31 2010, then the Director of Social Services and the Children's Programs Supervisor should develop a Best Start wrap up plan.

Continued Lack of Clarity Related to Child Care Programming –

Although there have been numerous announcements by various federal and provincial governments, there exists no clear consensus on the future direction of child care. There is not even any agreement on the basic underlying principles. Some espouse that child care is an essential component of good early childhood education and should migrate to the Ministry of Education. Others view it as a major support to moving low income parents off social assistance and is therefore part of the social assistance system. Others view child care as a support to working parents and part of economic development considerations related to workforce participation. Some view child care as unnecessary and a negative environment for young children.

There is clear consensus on why there should be formal child care and no efforts are being made to develop an integrated view of why formal child care is important. As a result there is little pressure to solve the deeply embedded and long standing funding problems inherent in the existing system.

112 Recommendation: That the CAO continue to push for clarity from the Ministry of Children and Youth Services relevant to the future role of child care programming in Ontario.

Note: For a summary of existing Child Care programs as of May 2008 see Appendix #2.

Emergency Medical Services – SWOT

Context: The EMS Director - Jeff Horseman has completed a Business Plan for the Manitoulin-Sudbury EMS as part of his university course. His report originally completed in 2006 should be reviewed as part of this larger program SWOT analysis.

The following SWOT analysis is done from a higher corporate perspective and is an adjunct to his analysis and Business Plan. This SWOT attempts to cover issues not addressed in the EMS Director's Business Plan or views similar issues in a different context.

Strengths

Management - Although there was some turnover in key management staff following the transfer in 2001 the management has now stabilized. The present Director is fully focused on the work in the district. There is ample evidence of a highly functional EMS management team.

The EMS Management Structure is well designed. An Operations Manager is in charge of fleet, supplies, equipment, stations, scheduling and Emergency First Response Teams. A Quality Assurance Training Manager provides specialized training district wide. The North East Field Manager deals with operational issues for the bases located in Noëlville, Hagar, Killarney, Gogama, Foleyet and Chapleau. The South West Manager manages the operational issues for the bases in Little Current, Mindemoya, Gore Bay, Espanola, Massey and Wikwemikong.

Staffing - All paramedics, as per regulation, meet the provincial educational requirements. In the last two years, the turnover of staff has decreased and the workforce has stabilized. As paramedic positions become available there are now multiple applicants for the available jobs. There continues to be a migration of paramedics from the most remote and least active stations to the more central and active stations.

There is a new environment in which there is now a surplus of applicants for positions across Ontario. There is also considerable variation between the level of training and suitability of applicants for these difficult jobs. Some efforts have been made locally to introduce pre-employment testing but the results to date are unsatisfactory.

113 Recommendation: The Human Resource Support and the Director of EMS should further investigate the use of independent assessment services as part of the paramedic recruitment process. As part of that process strategies to retain and support the existing employees should be developed.

Service Delivery/Staff Distribution - Staff distribution has been driven by call volume and the need to maintain a presence in the most remote locations. To some extent the existing bases will need to be maintained, even at very low call volumes, due to the huge distances between bases. Presently, with the exception of the Hagar base, coverage appears adequate relevant to call volumes. The issue of coverage for Hagar is dealt with separately in this report.

EMS services are extremely fluid and variable so a service delivery pattern can change from adequate to inadequate quite quickly. This demands ongoing service adequacy reviews as circumstances change. There is a strong history of those reviews occurring in this DSSAB.

A summary of EMS Service levels as of May 2008 can be seen in the appendices.

114 Recommendation: The service delivery arrangements and the distribution of staff should be formally reviewed at a minimum annually by the CAO, Director of Finance and the EMS Director. This should be done in a timely manner to assist with the preparation of the following year's budget. Any potential changes should come to the Board as a proposal with all applicable additional costs identified. The proposal should show the true cost of the existing service pattern including call out expenditures compared to any proposed new service level.

Urgent service delivery concerns need to be brought to the Board's attention as soon as feasible.

French Language Services Capacity - Providing appropriate language services in a challenge in such a large and diverse jurisdiction. Efforts are made to attract bilingual staff through stating this preference in job advertisements. Fortunately, those areas with the most French speaking residents have a high percentage of paramedics able to converse in French. Presently 10% of the paramedics are bilingual and those staff are generally located in the Sudbury East and North areas.

Integration with Health Services - The Director of EMS reports positive relations with district hospitals and established procedures for resolving issues as they arise. In various parts of Ontario there are significant delays in EMS services due to the inability to drop off patients at hospitals in a timely manner. To date, that problem has only arisen sporadically in Sudbury and has not yet seriously hampered service functioning.

Emergency First Response Teams – Many EMS services have EFRTs which can provide some basic emergency services until such time as an ambulance arrives. The vast area covered by this jurisdiction has led to the development and ongoing support of several EFRTs.

There are seven EFRTs which are located in:

Cartier, French River Delta, Markstay, St. Charles, Warren, Cockburn Island and Tehkummah.

The types of support which they receive include:

Training (Direct or Indirect) First Aid, CPR, First Response, and AED

Equipment & Supplies – replaced as used or expires

Liability & WSIB Insurance coverage

Vehicles (Except Cockburn Island)

Uniforms when available

Most jurisdictions have found it advantageous to have a written agreement between the DDA and the EFRT to ensure that expectations of both parties are understood.

115 Recommendation: The EMS Director implements a written agreement with the Emergency First Response Teams.

Weaknesses

Staffing Pattern Hagar Base - The one location in which there is a lack of congruency between the staffing pattern and the call volume is in Hagar. The call volume at that base and the adjacent bases would appear to argue

for an in depth review of coverage. This issue has been identified and is under consideration.

116 Recommendation: The provision of increased staffing coverage at the Hagar Base continue be explored by the Director of EMS, the CAO and the Human Resource support.

Note: In June 2008, the Board made the decision to increase service levels at the Hagar base to 24/7 starting February 2009.

Scheduling Issues - Like several other Designated Delivery Agents (DDAs) the Manitoulin-Sudbury Board initially decided to manage the service on a contracted basis. Some jurisdictions became involved in direct delivery from the outset because local providers opted out of delivery contracts. However, like the majority of DDAs who began as program contractors, the service has now changed into a directly delivered service. Direct delivery only began in the Manitoulin-Sudbury jurisdiction in January 2004. Contract based service management now occurs in only seven of the forty-nine land ambulance delivery jurisdictions.

Those services which historically had direct delivery or which began direct delivery from the date of transfer, have had more time to deal with the operational and human resource issues involved in direct delivery. For the most part, the problems associated with direct delivery of these services have been resolved. However, the scheduling of employees across different areas in the jurisdiction continues to be a challenge. There are often disputes as to whether the appropriate person had been called in to fill a shift. There is also a problem related to how far management should go in order to ensure continuity of coverage in all areas. Efforts are underway to address these problems

117 Recommendation: That the CAO, EMS Director and Human Resources Support continue to work with the bargaining unit on a dedicated project basis to reduce grievances related to scheduling and to find options for affordably ensuring coverage between areas.

Responsiveness – The service does not meet the Response Time Standard set by the Ministry of Health based on that Ministry's statement of the 1996 response times. The majority of the DDAs in the province are not meeting the 1996 standard and the majority of providers were not meeting the

standard at the year of transfer (2001). There are serious problems with the data base which the Ministry uses to calculate whether the standard is or is not being met. There are ongoing disputes as to the utility of the software tools used to access that data base.

118 Recommendation: The EMS Director to continue to work with organizations such as the Association of Municipal Emergency Medical Services of Ontario (AMEMSO) to arrive at a service assessment tool which accurately reflects true response times and which would act as a true safeguard against service deterioration.

Note: Subsequent to the presentation of this recommendation the Ministry has jointly announced with AMO the development of new response time standards.

Impact of Aging Population - The primary impact of an aging population has been the increased number of inter-facility transfers. The growth in this aspect of the EMS service led to the creation of a day car located in Mindemoya. At this time, the presence of this day car allows the necessary transfers to occur without negatively impacting on emergency response in the Manitoulin and LaCloche areas.

119 Recommendation: The CAO and EMS Director should discuss quarterly any change in EMS inter-facility transfer patterns to ensure issues are resolved as they arise.

Central Ambulance Communications Centre (CACCs) -The Manitoulin-Sudbury EMS service is governed by three separate CACCs. The CACC in Sault Ste. Marie dispatches for Chapleau. The Timmins CACC dispatches for Gogama and Foleyet. The Sudbury CCAC dispatches for Noëlville, Hagar, Killarney, Little Current, Mindemoya, Gore Bay, Massey, Wikwemikong, Espanola.

Having three separate CACCs dispatching for a single jurisdiction is exceptional. This unique situation requires extra effort by the EMS Director and EMS management to ensure good working relationships with each CACC and proper service to all areas in the jurisdiction.

120 Recommendation: Since the quality of the dispatch function directly impacts on response times, performance of all three CACCs should be

monitored on a quarterly basis and any issues resolved through the CACC coordinating committees. Failing resolution at those committees the CAO should be involved.

121 Recommendation: The CAO and Director of EMS continue to push for CACC boundaries which do not cross Designated Delivery Agent boundaries. That the goal be that each DDA would respond to a single CACC.

Opportunities

Reactive/Proactive Service - Other Emergency Services, such as police and fire, are undergoing a transformation from providing reactive services to providing or assisting with proactive services. The police and fire services in some jurisdictions are viewing prevention as an inherent part of the service stream. Some police services have created mechanisms for the public to support the mission of the police service through anonymous reporting and through citizen patrols. Some fire services run public education campaigns related to fire prevention, testing of fire alarm systems or school based educational initiatives.

EMS remains a largely reactive service. There has been only limited action taken by DDAs to become involved in preventing the need for calls or in allowing communities to play a role in assisting with an emergency medical service. There has been some increased community engagement in the provision of life sustaining services through the Public Access Defibrillator program rollout.

The call volumes in several of this Board's bases could allow for the use of staff to be engaged with their adjacent communities in the development of community safety programs. These could range from basic First Aid, fitting of children's safety seats to home accident prevention.

122 Recommendation: That the EMS Director investigates opportunities for provision of proactive services related to community health and safety issues and to provide a report to the Board. Following Board approval in principle, then discussions should begin with the bargaining unit to identify any impediments to expansion of the paramedic role where call volumes permit.

Threats

Cost Sharing Consistency - At the time of the program transfer in 2001, the province committed to 50/50 cost sharing on the municipal portion of EMS costs. However, the original commitment was not kept as costs increased beyond the 2% arbitrary annual caps imposed by the province on the provincial contribution. By 2005, the actual cost sharing was 43.5% Ministry and 56.5% Municipal in this jurisdiction. In other jurisdictions, the cost sharing went as high as 75% municipal 25% provincial.

Since 2005, the Ministry has been adding funding to move back to a true 50/50 cost share on the municipal portion of EMS costs. There is a significant risk that in a time of provincial restraint true cost sharing could again deteriorate. It should be noted the political commitment has been to achieve 50/50 cost sharing by 2008. There is no commitment related to 2009 and subsequent years.

123 Recommendation: The CAO and Board monitor actual cost sharing and protest any deterioration of cost sharing.

Hospital Restructuring/Local Health Integration Networks (LHINS) –

Any changes related to the functions which can be performed at specific hospitals has an impact on EMS. The general trend appears to be the assignment of specific medical specialties to larger urban hospitals. This may lead to a lower level of service at local hospitals in rural areas and lead to the need to transport a patient longer distances. Participation on the LHIN is essential if the impacts of such decisions are to be appropriately recognized and dealt with. Fortunately the Northern LHIN has encouraged participation of EMS providers at the LHIN advisory level.

124 Recommendation: The CAO continue to attend the LHIN tables and report back to the Board about any development which could impact on EMS service levels.

Ontario Works SWOT

Strengths

Leadership – The Director of Social Services – Fern Dominelli has been employed by the Board since August 2000. He was fully conversant with Ministry policies, procedures and requirements through his Ministry experience before coming to work for this Board. Through the transfer of related programs he has also gained considerable knowledge related to Child Care and Social Housing. In total he has eight years of experience in the delivery of municipal social service programs and twenty-six years in the social services field.

Staffing - Within the Ontario Works Unit there are eleven staff with a variety of skill sets. There has not been a problem with attracting or retaining qualified staff.

Training - Ontario Works staff training occurs through the Ontario Municipal Social Services Association (OMSSA) and the Northern Ontario Service Deliverers Association (NOSDA) Ontario Works Managers Group. The principle challenge related to training is getting the training to occur locally to control travel costs.

Specialization - The Ontario Works Unit has the full range of specialized positions. There is an Ontario Works Supervisor, Family Support Worker, Eligibility Review Officer and Community Placement Officer. The Community Placement Officer is involved in the direct provision of training

FLS capacity - There is adequate French Language capacity to meet the needs of the Francophone community with some positions being clearly designated as bilingual positions by the Board. There is no difference in the service time for applicants or recipients who are French speakers.

Delivery model - Frontline delivery occurs from four main locations and two sub-locations in the District. The four main locations and the staffing are as follows:

- Chapleau – 1 FT Intake and 1 Case Manager
Client Resource Centre
- Warren – 1 FT Intake and 1 Case Manager
1 Employment Case Manager
Client Resource Centre
- Little Current - 1 FT Intake and 1 Case Manager
Client Resource Centre
- Espanola – 1 FT Intake and 2 Case Managers
1 Employment Case Manager, 1 Supervisor
1 Eligibility Review Officer/Case Presenting Officer
1 Family Support Worker/Case Presenting Officer
Additional Intake Workers
Client Resource Centre
Location for trainer who serves full District
- Noëlville – Shared office space for client applications
- Alban – Shared office space for client applications

Staff office space is adequate. Client Resource Centre space is of high quality, bright, cheerful and well laid out. There is an excellent training area in Espanola's Second Avenue location.

Responsiveness - The Ontario Works four day requirement for the issuance of assistance or written denial of assistance is being met district wide. All four main locations have same day cheque generation capacity and the two sub-locations have capacity to meet emergency needs.

Programming

Employment Services -

All clients are receiving employment system overview at initial interview as required. Extensive training capacity has been achieved through using in-house and contracted trainers. There exists an exemplary technical system for getting information about training opportunities to clients. Training has also been made available to the municipal sector in exchange for space provision

A client centered transportation system has been developed which addresses a huge problem for all remote areas of connecting clients to services. This transportation issue was addressed through the operation of seven Board owned vans. The operating costs are funded on an ongoing basis from Administrative funds and the capital replacement costs are being addressed through an annual reserve set aside of \$35,000.

The transportation network for clients which was developed by Board staff is an example of the exceptional work done in this jurisdiction to meet client needs and to connect them to training and employment opportunities. For Ontario Works clients, reliable transportation is a key barrier to independence. In this jurisdiction, proactive steps have been taken to address this problem.

Income support - Social assistance is provided in a timely manner consistent with Ministry legislation. A full range of Discretionary Benefits comparable to other DSSABs is available.

Exceptional benefits are being paid in 2008 related to the Back to School Allowance and the Winter Clothing Allowance. This unique approach to a serious flaw in the province's introduction of the Ontario Child Benefit is a credit to the Board and staff in this jurisdiction.

Integration - The province expects the Board to deliver its Ontario Works, Child Care and Housing in an integrated fashion within its jurisdiction. The Board can expect new levels of provincial expectations related to the concept of integrated planning and service delivery.

The Director of Social Services directly supervises the Ontario Works Supervisor and the Children's Programs Supervisor. This arrangement has a very positive impact on integrating the delivery of income support (Ontario Works) and child care. The degree of integration between these two programs is very high. This is a benefit to both ensuring viability of child care centres and in getting OW clients into training and jobs.

There are some informal methods through which there is a degree of integration with Housing Services. At the intake level, there is the ability to distribute, receive and review for completeness Social Housing applications. However there are no formal written protocols to ensure the timely transfer

of key information between these two units related to evictions and vacancies.

Use of Information technology - The present website contains a downloadable application and detailed application information on a variety of DSSAB programs. The site is, in comparison to many others, very interactive and content rich.

Weaknesses

Business Continuity - The experience and expertise of the leader of this unit would be very difficult to duplicate. His absence would have a serious impact on Ontario Works, Child Care and a number of ancillary programs.

125 Recommendation: The CAO should work with external Human Resources to develop a succession plan for this position.

Integration - The delivery of Ontario Works, Child Care and Housing Services needs to have some degree of service integration. As noted, integration with Child Care is very high but this is not the case with Social Housing. The growing political sensitivity to homelessness requires specific policies which ensure that evictions from housing proceed in a manner which does not create liabilities for the operation of Ontario Works around homelessness. There is the expectation that DSSABs and CMSMs use all their resources to prevent homelessness.

Policies and internal processes need to reflect that the DSSAB staff recognizes the links between homelessness and housing programming. These processes, policies and protocols need to be written and well understood by staff from both divisions.

126 Recommendation: The Director of Social Services work with the Housing Services Manager to develop specific written referral processes between the Ontario Works staff and the Housing Services staff related to non-payment of rent, potential commencement of eviction, evictions, instances of over housing and housing crisis situations.

Opportunities

There is a significant opportunity to enhance website information to expedite and improve the Ontario Works application process in advance of the

province wide introduction of web based applications. There is a real opportunity to provide web information which provides alternatives to applying for social assistance for those who are unemployed.

Development of this section of the site would proceed by holding a focus group with clients and client advocates to determine the full content and look of this section of the website.

127 Recommendation: The CAO, Director of Social Services and the IT unit work co-operatively to expand the Ontario Works portion of the website to enhance delivery.

Threats

The most significant and ongoing threat (and opportunity) in the Ontario Works Income Support and Employment program is the continual changes driven by the Ministry of Community and Social Services. This program attracts intense scrutiny and interest by governments at all levels and the public. The continuous demand for program change is not likely to end. These changes may have both positive and negative results.

The challenge at the local level is to ensure that as new initiatives are considered and implemented the real needs of clients are in fact being met.

128 Recommendation: The CAO and Director of Social Services continue to bring forward to the Board reports of program changes as they occur. These reports to include specific recommendations for Board action when local clients needs are not being addressed.

Social Housing SWOT

Strengths

Leadership – The present Housing Services Manager – Peter Bradley has been working in the housing field for 35 years. He has been with this DSSAB since January 2002 following the transfer of the units. Peter is an acknowledged expert in housing matters and has a wide range of skills which include project development.

This DSSAB has capitalized on those skills and his strong work ethic. This has led to this position being responsible for capital planning and construction for DSSAB properties which are not related to housing. The expertise of this unit has been used to address problems related to EMS bases and administrative offices. This use of skilled staff across program boundaries is an excellent example of integrated delivery of services.

Staffing – The Housing Services department consists of three management and one bargaining unit positions. The complement is adequate for the size of the present portfolio. The Maintenance Manager - Tony Cardamone provided in depth building construction and service knowledge. The Property Manager - Rhonda McCauley responds to the many issues which tenants bring forward. The Program Assistant - Karen Gerrard has responsibility for reception, applications, work orders and tenant placement activities. The custodial function is provided by 12 full-time and part-time custodians.

Training – Specialized training of staff is accomplished using external training forums and providers. The social housing field has a number of external entities which provide training. These include the Ontario Non-Profit Housing Association (ONPHA), the Social Housing Service Corporation (SHSC) and the Ontario Municipal Social Services Association (OMSSA). Training with Dibrina Sure Human Resources has also proved beneficial for Housing staff. The ongoing challenge is to get training to occur in the north to control travel and time costs.

Specialization – This DSSAB does not have a specifically named or trained Community Relations Officers (CRO). Many Service Managers have such positions which have become invaluable as the makeup of the tenant group has changed and greater social problems have become apparent. Some of

the responsibilities of a CRO are however contained within the job description of the Property Manager.

FLS Capacity – The Housing Services Manager is bilingual. Four of the twelve custodians are bilingual.

Delivery Model – The public housing units are directly owned and directly managed by DSSAB employees. The non-profits and urban native components of the portfolio are managed by non-profit boards. For these groups, the DSSAB acts in a service management role.

The public housing portfolio is made up of 15 projects housing 286 households. Within that group, there are 36 family units with the balance being single adults. There are no senior designated buildings in the public housing portfolio.

The non-profit portfolio is composed of six providers. Two of these are municipal non-profits and two are under Section 95. The non-profit providers can house 90 households. All of these units are seniors designated.

There are two urban native projects which serve 24 families. There are also 19 seniors in a rent supplement building. There are 39 households receiving assistance under the Direct Shelter subsidy program.

Another 32 households have been approved to date for assistance under the Northern Repair program. This program is well managed through an independent contractor who is meeting expectations related to turnaround times and meeting program requirements. This program has been well received in the North and could expand with additional funding.

Unit Distribution – The social housing portfolio which was downloaded to the 47 Consolidated Municipal Service Managers (CMSMs) and DSSABs represents the physical manifestation of the commitment of many governments over many years to the idea of social housing. Many of the District communities have gone through significant change since the construction of these buildings. As a result, the type and quantity of housing may or may not meet the needs of the communities in which they are located. Having the wrong type or number of units in communities which are separated by significant distances is a problem across the North.

Impact of Priority Entry Rules – In many jurisdictions, the mandatory priority given to victims of domestic violence has had many unintended and serious consequences. The concentration of large numbers of tenants with similar social problems has led to other safety and security issues. The impact is limited in this jurisdiction simply because there are only two public housing projects which accommodate families. To date, there has been no significant negative impact as a result of the domestic violence priority entry rules.

Responsiveness - The Housing Services department is meeting all requirements related to application taking and wait lists as set out in the Social Housing Reform Act.

Vacancies – Subsequent to the removal of the units in Sultan and Foleyet, there are no existing chronic vacancy problems. Except for 4 units of urban native housing there are no vacancy issues even of a short term nature. This is a result of the rapid moving of new tenants into housing as it becomes available. Low vacancy means a good utilization of the housing resources. High occupancy helps control costs by keeping rental revenues up.

Condition of the Units – The portfolio is in overall good physical condition. The Board has an annual capital plan which details the work to be done in the coming year. Although the federal capital allocation to this DSSAB is not adequate, dedicated attention to maintenance has kept the buildings in good repair in the shorter term. This situation is not sustainable however over the longer term.

The new DOOR funding is being wisely used to get Building Condition Assessments (BCAs) completed on the public housing portfolio. That analysis should provide a better picture of the investment needed to ensure the longer term viability of this portfolio.

Weaknesses

Succession Planning - The depth of knowledge and commitment that the present Housing Services Manager brings to this position would be very difficult to duplicate. The expansion of this position to support non-housing structures, although very laudable, would be difficult to duplicate with many other managers in the housing field. Should the Manager retire, there would

likely be a need to reconfigure the Manager's duties based on the skill set of the new employee.

129 Recommendation: That the CAO and Human Resources Support develop a succession plan for this position.

Integration with Ontario Works - Presently, there is some limited integration with Ontario Works at the application distribution level.

At the intake level, there is the ability to distribute, receive and review for completeness Social Housing applications. However there are no formal written protocols to ensure the timely transfer of key information between these two units related to evictions and vacancies.

In several Ontario jurisdictions, there are significant efforts being made to prevent evictions by using either joint protocols or dedicated staff teams whose goal is to prevent evictions. Many jurisdictions have methods to share information about vacancies. Several have procedures to prevent non-payment of rent leading to an eviction process or arrears. Ministries are moving toward a high level of expectation that programs are being integrated at the municipal service manager (DSSAB) level.

In this jurisdiction, there is a rent arrears letter which is the first step in the eviction process which mentions the Rent Bank program offered thorough Ontario Works. However, the Rent Bank is but one of many programs which the OW Department can access to prevent an eviction.

130 Recommendation: The Director of Social Services work with the Housing Services Manager to develop specific written referral protocols between the Ontario Works staff and the Housing Services staff related to non-payment of rent, potential commencement of eviction, evictions, instances of over housing and housing crisis situations. This should proceed as a priority item.

Meeting The Challenge Of Problem Tenants – Social Housing is undergoing significant change across Ontario. The system is under considerable strain because of the social, mental and health problems which impact on an increasing percentage of the tenant group.

Among the seniors population entering social housing, the average age at entry is increasing. Among the existing seniors tenant group, many more are having to age in place because there are not sufficient alternatives for higher levels of care in their community. There is an increasing need for health care and mental health services for this vulnerable population.

Among some younger singles and some families, there are an array of social, health and mental health problems which lead to serious problems for them and other tenants in their buildings. The dilemma for the providers of social housing is how you can meet the needs of these tenants while ensuring the quiet peaceful enjoyment of tenancy for other tenants. In some instances, mitigation services are being provided by other service providers but in many parts of this jurisdiction the lack of community services makes this group of tenants very problematic.

The balance of this Strategic Planning process will attempt to identify gaps in community services which impact on the delivery of DSSAB programs including Social Housing. One thing is clear. There are no simple or easy fixes to these evolving problems. It is also clear that not addressing these problems is not an option.

131 Recommendation: Following the Strategic Planning process and the finalization of the Housing Needs Analysis, that a project be developed to identify, quantify and propose responses to the needs of multi-problem applicants and tenants. This project should involve the Housing Services Manager, the Director of Social Services, designated DSSAB program staff and the CAO.

Review Of Non-Profit Boards – Service Managers have an obligation to complete operational reviews of the non-profit boards delivering programs within their jurisdiction. To date one non-profit board has voluntarily ceased to operate and a second board is considering this option. Regardless, operational reviews should be completed on the remaining non-profit boards. This jurisdiction does have a formal operational review process but reviews are not up to date. Since the Housing Services Manager was assigned additional responsibilities related to capital projects for other departments, the reviews have not been completed. Moreover, given workload demands these operational reviews are not likely to occur in this year.

132 Recommendation: The operational reviews of the non-profit providers occur during 2008 using the services of an external consultant.

Opportunities

The Property Committee of the Board has agreed in principle to the completion of a Housing Needs Analysis. The specific parameters of the needs analysis have not been finalized. However, this should be completed prior to completion of the Strategic Plan. The general directions and demographic analysis coming out the high level Strategic Plan will be supplemented by this more housing specific needs analysis.

133 Recommendation: The Board proceed with the Housing Needs Analysis following the setting and approval of terms of reference.

Website Enhancement - There is a significant opportunity to enhance website information to expedite and improve the Social Housing application process. Prospective tenants should be able to access online information related to specific projects, rules concerning rent calculation, sample leases and tenancy obligations.

Development of this section of the site would proceed by holding a focus group with tenants and applicants to determine the full content and look of this section of the website.

#134 Recommendation: The Director of Social Services and the Housing Services Manager unit work co-operatively to expand the Social Housing portion of the website to enhance delivery.

Threats

Federal Allocation for Public Housing - Capital Repairs

The federal allocation of \$800 per unit is not adequate to meet the longer term demands of this housing portfolio. The Board has been expending the full allocation and supplementing that amount by additional expenditures of \$75,000 annually.

The Building Condition Audits once completed through the DOOR funding should give a good indication of the need for significant repairs in the coming years.

135 Recommendation: Once the level of capital funding shortfall has been determined the Board should assess the need to take political action to seek funding to meet that shortfall.

Finance Unit – SWOT

Strengths

Leadership – The Director of Finance - Connie Morphet has been employed as finance lead since the inception of the Board. She has learned the program delivery intricacies and finance portion of the programs as the transfers occurred and as the programs have changed over time. She is an acknowledged expert in DSSAB finance issues and a recognized leader among the DSSAB Finance Officers.

Risk Management - The Director of Finance has primary responsibility for financial risk management. There is an annual insurance adequacy review process. The Director does involve Program Managers in assessing insurance adequacy within their programs.

Staffing – There are four positions within the Finance Department each of which performs separate defined functions. Efforts have been made and are ongoing to provide cross training and rotation of duties to ensure unit resiliency. Filling of full time ongoing positions with fully qualified staff has not been a problem. The filling of temporary positions has been more problematic.

Training - As noted cross training within the unit occurs. External training opportunities are limited for this Department but private sector training is available as the need arises.

A detailed procedures manual is in development. It will allow better insurance of business continuity should staff turn over.

Office Location - The Finance Department is located at 347 Second Avenue, a separate location from the head office. Although not ideal, the location has not created exceptional problems as there are established procedures for moving mail and files between the two offices which are a few streets apart. There is sufficient and adequate space for the unit.

Responsiveness - The unit meets all deadlines related to the submission of:

- Ministry claim forms
- Payment of billings
- Provision of subsidies to providers
- Levy production and receipt

Budget Process – The Finance Department works in conjunction with Program Managers in the creation of the annual budget. The budget is then presented to the CAO. The role of the Program Managers related to the budget varies from program to program based on the financial skills of the individual Program Manager. The Finance Department works closely with the CAO in both budget creation and as part of the budget presentation process. The budget process now occurs in the fall of each year which assists with timely completion and allows for better focus on the year end audit.

Reserves - The Board has adequate reserves and a specific reserve allocation system which is exemplary. There is an annual report to the Board related to the reserves.

Audit - Audit letters are presented directly to a committee of the Board by the Board's audit firm. The Director of Finance follows through on the audit letter and reports back to the Board on the response to any recommendations from the audit firm.

Finance Unit Supports - The Finance Department receives an exceptionally high level of IT support. It has the financial management software tools necessary to perform its functions.

Weaknesses

Business Continuity - There is a very high level of reliance on the knowledge and expertise of the Director of Finance. There is no internal staff who could quickly take over her duties in the event of an unanticipated absence. Presently, all Finance Department positions are outside of the Bargaining Unit which has indicated this will be challenged. This key issue of which positions should be in the management group has not been resolved and could create continuity of service problems.

136 Recommendation: That the completion of the documentation of procedures be a priority for the Director of Finance to ensure continuity of services in this Department.

137 Recommendation: That the CAO and Director of Finance work with external Human Resources support to develop a succession plan for this position.

138 Recommendation: That the issue of which Finance Department positions must remain outside of the Bargaining Unit be addressed.

Budget Process Managers' Capacity - As previously noted, the skills of Program Managers relevant to the budget process varies. This variation puts pressure on the Finance Department.

139 Recommendation: That the Director of Finance and the Human Resources Support identify the expected level of financial expertise of Program Managers for all future hiring.

Risk Management - Some programs such as Social Housing and Emergency Medical Services have highly developed internal controls to manage risk. Social Housing has an external body (Social Housing Services Corporation) which provides risk management training and advice. Social Housing has a long history of developing procedures to reduce liability as a provider of accommodation to vulnerable populations. EMS has an external Ministry of Health review process and quality controls through the base hospital system. Other programs, such as Ontario Works and Child Care, do not have the same degree of internal and external controls and have some risk attached to their delivery.

The primary risk in the Child Care sector is the flowing of monies to non-profit corporations on behalf of parents. The Ministry of Children and Youth Services has the licensing responsibility which covers the physical plant and some of the programming requirements of the non-profit operators. However, unlike the Social Housing sector, there is no process to ensure that these non-profit boards are meeting their responsibilities as corporations. Risk can be reduced by ensuring these entities which are in receipt of significant public funds are meeting those corporate obligations.

140 Recommendation: That the Director of Finance work with the Director of Social Services and the Children's Programs Supervisor to implement a Child Care operator's governance compliance review process.

The primary risk in the Ontario Works program is the interactions between staff and clients. The Ontario Works caseload is a very vulnerable group and some clients have serious mental health problems. Ontario Works as a legislated program does not provide all of the client needs. There are opportunities to reduce risk through a planned staff training program and through clear conflict of interest guidelines.

141 Recommendation: That the Director of Finance, Director of Social Services and the Ontario Works Supervisor work together to develop a risk management strategy.

Financial Reporting Timeliness - Financial reports are provided quarterly and are available in the second month following the end of the quarter. For example, the second quarter report (January - June) is available in September. This level of delay reduces opportunities to take corrective action to deal with potential cost overruns.

There may be an opportunity to expedite the quarterly report process to reduce the time between the cutoff date and the report production date. Alternately, specified financial information could be provided to Program Managers and the CAO separate from a quarterly statement process. There are also numerous technical solutions which could allow management staff to view financial information on a read only basis.

142 Recommendation: That the Director of Finance meet with each Program Manager and the CAO to identify specific finance information needs and to develop methods of meeting those needs.

Opportunities

The unit has grown as each new program has come on stream. New financial processes have had to be developed for each program. Efforts have been ongoing to ensure these new activities fit into a consolidated financial regime. However, due to time constraints, there has not been a comprehensive review of the resulting financial processes. Now that there is some level of stability in terms of program demands, there is an opportunity

to engage external assistance in reviewing the total financial system to ensure optimum use of staff resources.

143 Recommendation: That the Board engages an external financial consultant or the Board's audit firm to review the total financial processes and provide advice related to any potential efficiencies or process improvements.

Record Disposal - There is no written policy related to the disposal of financial records. In the absence of a policy, a storage problem is being created which will have cost impacts. There are provincial guidelines related to the retention period for financial information and some DSSABs have written policies.

144 Recommendation: That the Director of Finance develop a financial record disposal policy for approval by the Board.

Threats

Funding and Statistical Reporting Complexity - The primary threat to the Finance Department is the ongoing vulnerability to new reporting requirements and program funding complexities unilaterally imposed by the Ministries tied to each program. The tendency has been for ever increasing financial complexity and higher levels of detail reporting. This trend may increase as outcomes based approaches to funding move beyond Ontario Works Employment programming to other programs.

145 Recommendation: That the CAO use appropriate forums and methods to fight for program finance simplification and for the establishment of statistical reporting requirements which are at the minimum level required to ensure program accountability.

PSAB Introduction - A secondary threat is the new reporting complexities under the Public Sector Accountability Board (PSAB) rules. The degree of this threat will be better known once the Northern Ontario Service Deliverers Association (NOSDA) Finance Officers group have finished their review of PSAB and determined what strategies can be employed to reduce the complexity and burden of these new requirements.

146 Recommendation: That the Board, Director of Finance and the CAO push for a common approach to PSAB reporting requirements across all District Social Service Administration Boards.

TWOMO Apportionment - A potential threat to the present apportionment of costs is a provincial challenge to the existing method of determining costs to the Territory Without Municipal Organization (TWOMO). The Ministry of Community and Social Services advised the Board in 1999 to use 19.2% of costs as the appropriate apportionment for TWOMO. There was no detail provided as to how that calculation was done or the source of the data elements used in that calculation.

Through a subsequent DSSAB double majority vote process the share assigned to TWOMO was increased to 19.9%. The present DSSAB legislation appears to support allocation of costs without any particular rationale as long as the double majority requirements are met. However, all legislation is subject to interpretation and most administrative decisions require some level of good faith accountability.

147 Recommendation: That the CAO and Director of Finance review the apportionment of TWOMO costs and develop the rationale which could (if necessary) be used to argue the appropriate level of funding.

Administrative Cost Allocation - Presently the program allocation of central administrative costs is done based on a simple formula of assigning costs as follows:

- Ontario Works 30%
- Child Care 10%
- Housing Services 30%
- EMS 30%

To date, the local allocation method has not been challenged as the amounts that are requested of each Ministry are within the administrative caps set by the Ministries. However, if cost sharing were to change, the Board could expect any new cost sharing to be dependent on objective criteria for the allocation of central administrative costs.

148 Recommendation: That the Director of Finance develop an allocation model with objective criteria which would provide for the allocation of central administrative costs.

Information Technology SWOT

Strengths

Leadership – The Information Systems Manager – Iain Stephen has been employed by the Board since the start of operations in 1999. The Information Systems Coordinator – Greg Gilbert has been with the Board since 2000. Both employees have learned the program delivery requirements as the transfers occurred and as the programs have changed over time. IT staff are appreciated by the Program Managers and seen as providing valuable, timely services supporting their programs.

Staffing – There are two positions within this unit. Both are appropriately within the management group of employees given their access to confidential information. Each position performs separate and defined functions. Efforts have been made and are ongoing to provide cross training and rotation of duties to ensure unit resilience. Filling of positions with fully qualified staff has not been a problem to date.

Training - As noted cross training within the unit occurs. External training when required is provided by private sector training facilities. At present, there are no opportunities for cross training with other DSSAB IT employees although this may be worth pursuing as Northern Ontario Service Deliverers Association (NOSDA) matures.

Office Location - Both employees work from the Mead Street location with visits to other DSSAB work sites made on an irregular, as needed basis. They are primarily driven by a need to respond to system problems in those or adjacent locations.

Use of External Supports - Staff make use of external supports as the need arises. Reliance on external IT resources has been problematic in other jurisdictions due to staff turnover issues. However, in this jurisdiction, there is a long standing positive working relationship with the Internet provider (Vianet) and four of their employees with long work histories with that firm. Ongoing external support is especially important for crucial router support and this need is being met. Unique Data Systems also continues to be a very valuable external resource.

Responsiveness - The unit has been able to meet staff and Ministry expectations related to getting systems up and operational. However, the installation of new technologies is a challenge as day to day reaction to workload can interfere with installation and testing of new systems.

Remote Monitoring - There is a very high level of reliance on the knowledge and expertise of the two individuals in this unit. To date, no significant event has occurred related to IT staff being unable to quickly respond to system problems. However, the risk is there and the consequences for productivity and consequences of not meeting program delivery needs are significant. To meet this challenge IT staffs have installed appropriate software and can perform system functions from off site locations.

Budget Process - The unit works in conjunction with Program Managers to identify technology solutions and to define those costs for the budget process. The Board has a defined annual contribution to technology infrastructure of \$56,250 as part of a planned technology components refresh strategy. This is an excellent strategy that reduces the financial impact of sudden equipment failures.

Summary - The Board has adequate IT infrastructure to meet its present needs. Regardless, technology ages rapidly and the upgrading of equipment and software to ensure optimum levels of productivity is an ongoing necessity. The implementation of new hardware and software relies on adequate training to ensure optimum results. Training costs are recognized as part of the technology upgrade process.

Weaknesses

Telephony - The Board's telephony infrastructure is not adequate. Existing telephone systems are at or beyond capacity. A portion of the existing system is antiquated and subject to breakdowns which can paralyze the telephone based communications needs of the organization.

149 Recommendation: The IT Unit develops a business plan and costing to upgrade the telephony infrastructure. These options are to include purchase and lease approaches to financing.

Server Room - The physical space for the housing of the key servers and routers is not adequate. The server room space is too small for the existing equipment resulting in equipment being placed on the floor.

The server room does not have an adequate system to guarantee cooling of the equipment in the event of an air conditioner failure. The existing exhaust fan works on outside/inside temperature differentials and is not a true back-up to the air conditioner. Temperatures in this small space can rapidly climb to 40C when the air conditioner is off.

Failure of the head office servers would essentially paralyze the Board's operations. Recovery time would be long and very expensive. There would be a significant deterioration of client services and a huge staff productivity loss.

There is a need for a space dedicated as a work bench for the repair and testing of equipment. This lack of space is an impediment to the rapid resolution of hardware problems.

Moving to another location to solve the space problems was considered. However, the relocation of communication lines and hardware would be very complex, expensive and disruptive.

There is the potential to reconfigure the existing server room through the removal of a wall and the relocation of some electrical wiring. This change would free up space which is presently not used for any purpose.

The present layout of the offices has the IT staff placed at a distance from the server room. There is an opportunity to relocate these staff adjacent to an expanded server room.

150 Recommendation: That the IT Unit works with the Housing Services Maintenance Manager to develop a detailed and costed renovation plan to expand the existing server room. That the plan include a redundant cooling system and a workbench area. That the resulting plan and associated cost be brought to the Board for consideration.

151 Recommendation: Following the reconfiguration of the server space the allocation of offices should be changed to locate the two IT staff in

offices immediately adjacent to the enlarged server space to improve work flow.

Improving Capacity of Staff to Self Serve - Staff presently periodically call upon IT staff to perform functions which they should be able to carry out unaided. This often creates additional work when complex system problems are occurring.

152 Recommendation: That the IT unit develop a simple laminated chart for all system users to allow them to directly perform a simple analysis and take corrective action to get their personal system operational.

Disposal Policy -The disposal of out of date and non-functioning equipment is a problem. Provision of this equipment to other entities has led to expectations related to support and repair which cannot be accommodated. There are three existing detailed policies covering equipment disposal that do not expedite the removal of non-functional equipment. Regardless of the statements made to recipients of surplus equipment they mistakenly assume the DSSAB is obligated to support the equipment. The lack of an expeditious disposal policy has led to the retention and storage of equipment surplus to the DSSAB's needs. The present practice of storage creates additional avoidable costs.

153 Recommendation: That the IT unit develop a simple disposal policy which ensures efficient, environmentally safe, data secure and obligation free disposal of out of date and non-functional equipment.

Opportunities

Website Functionality - The Board has a very good website which provides valuable information to Board members, the public and staff. To a lesser extent, the site also supports the delivery of its programs. There is a broad governmental trend to enhance the capability of websites to more meaningfully support direct program delivery.

In the Child Care section of the website there is the ability to self-assess eligibility for fee subsidy. There is similar functionality in the Ontario Works section of the site related to applications for assistance. Social Housing has a downloadable application. These are good examples of how the site has already been developed to better meet program delivery needs.

Although the DSSAB is off to a very good start, there is an opportunity to create a more user friendly, content rich and higher level functioning public directed website. Such site development must occur with direct user input. The website must be approached as a new viable method of providing specific program information and program delivery functions. This is a long term project which must have CAO leadership, Program Manager commitment and IT support.

154 Recommendation: That the CAO work with IT staff and Program Managers to identify opportunities to improve program delivery through use of an expanded client focused section on the Board's website.

Website Responsibilities - Keeping the existing website current and complete is a challenge. There presently exists some confusion as to the specific responsibilities of Program Managers and other management staff related to ensuring that their portion of the website is current. There is not a clear locus of responsibility for website future development.

The current website has user level login which can be used by individuals to maintain their assigned areas of the site. Logins have been provided to all senior managers but training is an issue. Each manager or their delegate needs to set aside the time to learn how they can update information not only 'as-required' but also in a content-expanding capacity. This includes RSS feeds and content on the pages themselves. Currently, only the Ontario Works, Children's Services and Board minutes sections of the website are being updated regularly.

IT is not responsible for the content on the site, although in some specific instances, they may be responsible for placing the provided content on the site in a timely manner.

155 Recommendation: That the CAO and Information Systems Manager develop a chart which clearly sets out the responsibilities of management staff related to keeping website information current, comprehensive and accurate. That the CAO communicate expectations related to the site to each Program Manager.

156 Recommendation: That each Program Manager review the content of their department's data on the website on a scheduled regular basis and make changes as required.

Threats

The primary threats to the Information Systems unit are the new systems unilaterally imposed by the program Ministries. There are many examples of Ministry technology rollouts which have had a negative impact on local program delivery. Regardless, we can expect continued efforts at the provincial level to impose technology solutions.

Provincial technology rollouts have a huge impact as they are being introduced. However, based on the growing expertise of Program Managers and staff there has been an improvement in how local offices manage the transition to new software and hardware. There have also been improvements at the provincial level in terms of pretesting and issue resolution processes. Regardless, vigilance in this area is essential.

157 Recommendation: That the Information Systems Manager work with Program Managers to identify system complexities and programming issues as new systems are introduced through Ministry initiatives. These issues must be communicated to the CAO in summary format so that pressure can be brought to have serious system deficiencies resolved by the appropriate Ministry.

Phase 2

Strategic Directions

Based on:

Community Interviews

Reviews of other District Social Services Administration Boards (DSSABs) and Consolidated Municipal Service Managers (CMSMs)

Ministry Policy Statements

Potential Additional Roles for DSSAB

The DSSAB has a legislated mandate to provide specific services. Those mandatory services can be changed by a regulation change to the District Social Services Administration Boards Act. Other Acts can assign duties to the DSSAB by a regulatory change. A good example is the powers assigned to the Minister under the Emergency Management Act to essentially conscript DSSAB resources in the event of an emergency.

The specific services of Emergency Medical Services, Child Care, Social Housing and Ontario Works are legislated programs which put specific enforceable requirements on the DSSAB. The Land Ambulance Act specifies the responsibilities of the DSSAB as a Directly Delivery Agent (DDA). The Day Nurseries Act defines the role of the Service Manager which in the north is a DSSAB. The Social Housing Reform Act similarly defines the role of the Service Manager. The Ontario Works Act not only defines the role of DSSAB as a Service Manager but also provides for the approval of the DSSAB CAO.

The majority of the municipal representatives interviewed did not support any increase in DSSAB responsibilities. There was general agreement that DSSAB was meeting the program requirements of the four mandatory programs. The directly expressed concern was that the DSSAB should not take on any function which is beyond the existing mandatory programs.

A concern, which was directly expressed, was that DSSAB should not take on any function which is clearly municipal. The fear of losing local control over essential local services is valid and must be addressed as this DSSAB fulfills its mandated obligations. It should be noted that there is a continuous province wide debate as to the appropriated roles of lower tiers/upper tiers, municipal/provincial and provincial/federal. There is nothing unique about local concerns about what is a local service.

In Southern Ontario, many municipal functions which were performed at the lower tier (cities, towns, townships, etc.) have by legislation been moved to the upper tier. The split of functions between lower tier municipalities is not uniform between the upper tiers (counties and regions) and the lower tiers. There are specific acts which set out the division of functions between the upper and lower tiers.

The general trend has been to move services to the upper tier to achieve consistency of delivery. In the North, the DSSABs were created to move municipal responsibilities for Ontario Works, Child Care, Social Housing and Land Ambulance to an equivalent of an upper tier. In six jurisdictions this had already occurred in the early 1970's through the voluntary creation of District Welfare Administration Boards (DWABs). In four other areas (Manitoulin, Thunder Bay, Timiskaming and Kenora) no DWABs existed so DSSABs were created from scratch on a mandatory basis.

201 Recommendation: That any proposal to expand the mandate of the DSSAB be brought to an Annual or Special Meeting of the member municipalities and the unincorporated representatives for discussion.

Economic Development

The issue of economic development was raised in most interviews. The strong consensus was that DSSAB does not have a role in economic development. This was repeatedly stated even if there presently was no local economic development activity.

This outlook is a variance to many city and upper tier jurisdictions in which there is a role for Ontario Works, Child Care and Social Housing in economic development and implementation. The provincial trend is to see social infrastructure as essential as physical infrastructure in the attracting and sustaining of economic development initiatives. An example of the involvement of DSSAB services related to economic development occurred in Sault Ste. Marie. In that location, the Economic Development Corporation (EDC) of the city aggressively and successfully pursued the locating of call centres in the city. The program was so successful that all of the available jobs could not be filled. Through direct co-operation between EDC, the employers and the Ontario Works office, Ontario Works clients were screened, received introductory training and were provided with other supports to equip them for these call centre jobs. As a result, there was a significant and lasting decline in the social assistance caseload. The additional supports provided included child care.

The status of economic development varies widely across the Manitoulin-Sudbury jurisdiction. Some municipalities do not have an economic development plan and some have plans which are many years out of date. A few have an aggressive economic development function but these are in the minority.

There are overarching entities which support economic development. These include:

Superior East Economic Development Corporation – serves Chapleau in this jurisdiction and Dubreuilville, Wawa, White River, and First Nations located in the Superior East Region in the Algoma jurisdiction.

Economic Partners – serves Sudbury East municipalities.

LaCloche Manitoulin Business Assistance Corporation (LAMBAC) – serves LaCloche Area municipalities and all of Manitoulin District. LAMBAC was involved in the Manitoulin Living economic development strategy.

Through the discussions, there was agreement on some ways in which DSSAB could relate to existing local economic development plans. The following recommendation attempts to capture that role.

202 Recommendation: That when the Board makes a decision which could materially impact on a particular geographic area it should determine the impact, if any, on local economic development plans. Ideally it should avoid decisions which would negatively impact on those plans.

It should be noted that there are instances in which the DSSAB will need to act in the absence of a municipal service. An example of this was the Board addressing the need to transport Ontario Works clients in communities that do not have a public transit system. The Ontario Works program expects the DSSAB to act creatively to connect Ontario Works clients with educational and employment activities. Where transit systems exist, Ontario Works offices have used transit passes. In the North some DSSABs have had to find other solutions given the lack of local municipally operated transit systems.

The reality is that fulfilling its mandate under the Ontario Works Program may require the DSSAB to work with employers to develop employment

opportunities for disadvantaged recipients. As caseloads have declined the residual caseload has many recipients with very severe impediments to normal competitive employment. In addition, labour market shortages have, in some areas, created a need for employers to seek employees from groups which, in the past, may have not been considered employable. This phenomenon of labour shortages was reported in several parts of this jurisdiction.

In these situations, DSSAB has a mandate and a responsibility to work directly with employers around employment creation. The employer and DSSAB may then seek help in meeting their needs through approaches to local economic development resources.

203 Recommendation: That the Ontario Works Manager work with employers to identify local labour shortages and develop plans to meet those needs. DSSAB and the employer should work in co-operation with local or regional economic development resources where they exist.

There are other situations in which the DSSAB may work with employers to gather data which could impact on economic development. A current example of this is the ongoing efforts of the Director of Social Services to build an on-line employer database.

Cell Phone and Broadband Communications

The DSSAB has an interest in these matters as they are essential for the efficient and effective delivery of its mandated programs. DSSABs across the North have worked with the private sector, other public sector entities and municipalities in ensuring cell phone coverage and access to broadband networks. There are gaps in cell phone coverage and inconsistent access to broadband across this jurisdiction. In some areas, there is local municipal involvement in finding solutions.

The EMS Automated Vehicle Locator (AVL) system relies on cell phone networks to ensure the provincial Central Ambulance Communications Centre dispatches the closest DSSAB ambulance. The Ontario Works and Child Care programs need broadband communication to operate the

provincial software supporting these programs and to interface with local service providers.

204 Recommendation: That the Information Systems Manager report on cell phone coverage gaps and any issues related to broadband access to the Board. The report to contain any local efforts to secure higher levels of service and any ways DSSAB could support these local initiatives.

Board Governance

Area Election or Selection Process

Several members of areas were uncertain how the Board member selection process occurs for their area. There is no written material indicating how members are selected to serve in the areas in this jurisdiction. The DSSAB legislation stipulates the specific municipalities in each area but does not specify how the members are selected by the municipalities in that area. The area selection process varies among DSSABs. However, the general procedure is that if the municipalities in an area cannot decide on a selection method, the fall back position is to assemble representatives from the municipalities involved to have an area election.

205 Recommendation: That each Area should be asked to confirm the process they are using to select their Board member(s). Specifically they need to indicate their election process, or the rotation process or other method by which they are selecting their representative(s). Once this has been accomplished, then a written procedure should be posted on the Board website clearly stating the election process for each Area.

Territory Without Municipal Organization (TWOMO) Election or Selection Process

There is considerable misunderstanding as to how persons are elected to represent the unincorporated townships. This lack of understanding has led some to discount the validity of the three TWOMO members' role on the Board.

There is an election process for the TWOMO representatives. Like municipalities, if there is the same number of candidates as the number of positions, there is an acclamation. Just as an acclaimed member of a municipal council can have a seat on council and thus ultimately attain a seat on the DSSAB, the same applies to the TWOMO representatives.

There is significant population in the unincorporated areas in Foleyet, Gogama, Cartier, Estaire and Manitoulin Island. The province pays a significant portion of DSSAB costs for the services provided to these areas. The representation from the TWOMO must be seen as an important element of DSSAB governance.

206 Recommendation: That the Guidelines for the TWOMO Elections be posted on the Board website.

207 Recommendation: That staff continue to ensure that notice of the TWOMO elections get the broadest possible distribution by:

- posting in the appropriate papers;*
- ensuring posters are in meeting spots in the TWOMO Communities etc.*

208 Recommendation: That staff investigate using the Canada Post mail-in ballot system for the TWOMO vote.

Board Representation

The total number of Board members for each of the ten DSSABs is set out in the District Social Services Administration Boards Act and Regulations. Any increase or decrease in the number of Board members or any change to the boundaries of an area requires a change in the provincial regulation. In the past, the province has clearly stated they would not consider a regulation change unless there is a clear double majority support for the requested change. Double majority support means that a majority of the municipalities and the unincorporated representatives support the change and that those areas supporting the change also represent a majority of the electors.

The province has also verbally indicated they would not support representation changes which did not recognize population. Specifically, they

would not support a representation model which is based on level of apportionment or other financial consideration.

209 Recommendation: That the issue of representation be discussed at a special meeting of the DSSAB.

210 Recommendation: That the CAO create a report for that meeting which shows: Population and Electors by DSSAB Act defined area.

Board Functioning

Board members were individually interviewed as part of Phase #2 of this Strategic Plan. No Board members expressed concerns relating to the performance of the Board Chair, the CAO or the Board Committees. Many Board members expressed pleasure in serving on the Board and enjoyed the experience and knowledge gained. Some Board members expressed concerns relating to levels of representation and the cost apportionment system; issues are noted in the sections on governance and finance. A few municipal politicians and municipal staff did express concerns related to Board costs and expense policies. This Board has not changed its honorariums since 1999. Most Boards do review these issues on a periodic basis.

211 Recommendation: That the Board have a report done externally on Board member honoraria and expense policies in comparison to other DSSABs.

Finance Issues

Cost Apportionment

The present apportionment policy, which was changed by a double majority vote, is one which is based on assessment. This change was introduced without any mitigation funding or staging so municipalities negatively impacted saw their costs increase dramatically in a single year.

Some municipalities do not agree that apportionment is the best method of apportioning costs. An assessment only apportionment model may not be appropriate for services which are directed at households and population. In some remote communities, the cost per household for DSSAB services is high when some of those services are not present in that community. In the democratic process the will of the majority prevails. However, the concerns of the minority need to be considered.

Changing apportionment requires a double majority vote. Double majority support means that a majority of the municipalities and the unincorporated representatives support the change and that those areas supporting the change also represent a majority of the electors.

212 Recommendation: That the issue of apportionment be discussed at a special meeting of the DSSAB and the views of all member municipalities sought.

Reserve Policy

Several of those interviewed expressed concern about the level of the reserves held by the DSSAB. It was noted that these are municipal funds and are sometimes urgently needed by member municipalities. There was a recognition that DSSAB should have some level of reserves to meet liabilities and to fund future costs of high cost items such as ambulances, social housing capital repairs or severance.

There was also an expressed concern that retroactive funds should be dealt with as part of the reserve policy and not as an opportunity to perform what could be viewed as an unbudgeted task. The funding of the four mandated programs is very complex and relies on decisions from four Ministries so revenue delays are common. With EMS costs, retroactive payments may hinge on decisions made by other DSSABs.

However, in many instances key actions which the DSSAB needed to take were delayed until such time as the funding problems were corrected. In particular, capital purchases may have been delayed or self funded until such time as the revenues were received. In those instances, it is normal for

DSSABs to use those retroactive payments to reverse internal borrowing or complete delayed purchases.

213 Recommendation: That the Board review its reserve policy and:

- define the level of reserves required to fund its liabilities;*
- define the level of reserves required to fund future capital requirements;*
- set a reserve percentage that meets those obligations;*
- develop a reserve policy which obliges the Board to maintain the appropriate level by either dispersing excess reserves or increasing reserves in the budgeting process.*

214 Recommendation: That the Director of Finance report on reserves indicating the amounts which are necessary to meet liabilities and to fund future costs. That this report and the Board's reserve policy to be presented at an Annual meeting.

Ontario Municipal Partnership Fund

Following the Local Services Realignment (LSR) process, the province implemented the Community Reinvestment Fund (CRF). The CRF was necessary because some municipalities in Ontario could not sustain the new cost burden of the downloaded programs as those costs exceeded the tax room created with the upload of 50% of education costs. The need for CRF was especially important in Northern Ontario as the transferred social and EMS program costs were very high relevant to property assessments. All municipalities in Northern Ontario qualified for CRF. DSSABs had no role in the design or implementation of the CRF.

At the point of the introduction of the CRF, several DSSABs and some upper tier governments in Southern Ontario asked that the portion OF CRF funding for specific transferred programs be flowed directly to the entity delivering those programs. This method would have provided for the direct and immediate offsetting of the new costs at the source. Any DSSAB levies would then have been solely for costs not covered by CRF. The municipalities would in that scenario have received CRF for those services not provided by the DSSAB. The province rejected this process and insisted that the CRF flow directly to the municipalities.

DSSABs were never directly or consistently provided with CRF funding information but were asked to provide costs and apportionment data to allow the system to operate. A few DSSABs did obtain the CRF data and through studies proved that CRF for the transferred programs did offset all or most of the new costs of transferred programs. This DSSAB did such a study in 2004 which showed that the net costs after OMPF were not large. The Ministry of Finance after consultation with some municipalities introduced the Ontario Municipal Partnership Fund (OMPF). DSSABs were not involved at any level in the OMPF consultation.

The Ministry of Finance asserts on their website that OMPF is a clear and transparent system of grants designed to assist municipalities with their share of social program costs; includes equalization measures for areas with limited property assessment; addresses challenges faced by northern and rural communities; and responds to policing costs in rural communities.

During the interviews, it was obvious that municipalities do not consider the OMPF to be transparent. The link between OMPF and DSSAB costs is not clear to member municipalities. Nor is there a perception that the OMPF is adequate. This is despite the province providing \$870 million in OMPF funding to 393 municipalities in 2008, a 41 per cent increase over the funding provided in 2004 under the previous CRF program.

The Ministry of Finance has maintained that the OMPF continues to offset most or all of the transferred program costs in Northern Ontario. During the early stages of the Provincial Municipal Fiscal Services Delivery Review (PMFSDR), it was made clear that any additional upload of program costs would lead to recalculation of the OMPF. Put simply, the province was not prepared to upload a cost and then continue to fund that cost a second time through the OMPF. This position is public and was agreed to by AMO.

PMFSDR's first success was the upload of the Ontario Drug Benefit (ODB) and Ontario Disability Support Program (ODSP) costs. That upload at the present time is scheduled to occur as follows: (from AMO Alert)

- Municipalities will no longer be required to cost share Drug Benefits (ODB) for people on social assistance (Ontario Works and ODSP) effective January 1, 2008;

- Municipalities will no longer be required to cost share (currently 50%) the cost of administering the provincially delivered ODSP program effective January 1, 2009;
- Municipal cost sharing for ODSP benefits (financial assistance) will be reduced from 20% to 10% effective January 1, 2010; and
- Municipal cost sharing for ODSP benefits will be eliminated entirely on January 1, 2011.

In 2008, the Ministry of Finance did not recalculate OMPF following the upload of the ODB costs. It has indicated by letter to municipalities that this was strictly a onetime event and that reductions related to this upload will occur in 2009. Similarly, as the other uploads proceed there will be additional OMPF recalculations.

The Ministry of Finance has determined that the OMPF is not a concern of DSSABs or upper tier deliverers of social and EMS programs but is a concern only of municipalities. However, given the changes announced and the lack of transparency of the OMPF, there is the chance that DSSABs will get drawn into any ensuing controversy. This has already occurred in other DSSAB jurisdictions. This is totally inappropriate and should be resisted by the DSSAB should it occur.

215 Recommendation: That the Board not become engaged in any dispute related to the Ontario Municipal Partnership Fund but refer the concerned municipalities to the Ministry of Finance.

However municipalities will need to be able to see the impact of any uploaded costs on the DSSAB budget. This can be accomplished by either a note on the budget or other method of showing prior years costs and current years projected costs for the uploaded program.

216 Recommendation: That the Director of Finance develop a method of showing the impact of uploaded costs during the upload years.

Constraints on Local Assessment Growth

Across Ontario, municipal governments have adopted various strategies to deal with deteriorating municipal infrastructure, their own cost pressures and the costs of the programs downloaded through the LSR process. One of

those strategies has been to promote local development to increase the local assessment base. This has been successful in several jurisdictions and has allowed for cost increases to be offset by assessment increases. In some jurisdictions this has been successful to the point that 0% increases to existing ratepayers has been possible. However, in other jurisdictions the assessment increase was not enough and a 0% municipal tax increase was funded through allowing municipal infrastructure to decline.

The interview questions did not at the outset include any reference to local efforts to increase assessment. However, the issue was raised early on and was repeated in many interviews. The central concern was that in some jurisdictions assessment could not increase significantly due to constraints placed on development by the other levels of government or specific Ministries. Interestingly, the constraints on development were quite different in various parts of this jurisdiction. The constraints identified were as follows:

1. Crown lands which cannot be accessed for development.
2. Park lands which are off limits to development and which create a net municipal cost despite offsetting payments.
3. Nature Conservancy land transfers which prevent development and reduce the municipal tax base.
4. Highway access restrictions which prevent commercial or residential development.
5. Managed Forest Tax Incentive Program which lowers the municipal tax base and restricts development.
6. Farm Property Class Tax Rate Program which reduces taxation rates for portions of some properties and shifts that burden to others. In some cases the lack of urban rate payers means the tax burden is in fact returned to the farmer.
7. Land claims disputes which restrict sub-division development.
8. Disputes over the obligation of First Nations to pay municipal taxes on specific off reserve properties.

These are clearly municipal issues and not DSSAB issues. These are also very complex issues with many dimensions. However, anything which reduces the financial viability of member municipalities ultimately impacts on the long term financial health of the DSSAB. There may be an opportunity for DSSAB to support political action on these issues but any supportive action should be preceded by a discussion at an Annual meeting.

Because the above issues are not universal to all member municipalities, all DSSAB Board members may not be aware of the impact of these issues on the local ability to fund programs. At a minimum, the DSSAB Board members should be aware of these issues which are very real concerns to its member municipalities.

217 Recommendation: That the CAO develop or secure existing reports on these issues for presentation at a future Board meeting for educational purposes.

Child Care

Across the jurisdiction, there were few concerns related to child care program delivery. Some expressed their personal bias either for or against regulated child care in general.

There did not appear to be a good understanding of child care as a tool to increase readiness to learn. This is a concern, since the Ministry of Children and Youth Services views and promotes formal child care primarily as a means of increasing children's ability to learn and to be ready for the formal school system. The Best Start program's primary purpose is to increase readiness to learn.

There is a formal evaluation tool which tests readiness to learn and is called the Early Development Index (EDI). EDI tests were conducted across the jurisdiction as part of the Best Start Initiative. The EDI tests physical health and wellbeing, social competence, emotional maturity, language and cognitive development, communication skills and general knowledge. The EDI results in this jurisdiction show significant variances between communities. In many areas EDI results fall below provincial norms.

218 Recommendation: That the Director of Social Services and the Children's Programs Supervisor create a report on the role of formal child care in early learning and development. That this report be presented at an Annual meeting.

Some individuals expressed concern that child care programming should not be expanded due to cost concerns. When it was explained that all expansion to date in the child care system had been funded under the 100% provincially funded Best Start program these concerns were reduced. It was noted this Board has an exit strategy should Best Start funding end in March 2010 and specific recommendations related to Best Start are included in Phase #1 of this report.

Generally, the demand for child care is driven by the presence of children between 1 and 6 years of age in communities and the employment status of the parent(s). In most of the communities in this jurisdiction, there has been a significant drop in the number of children. The exceptions tend to be those communities which act as bedroom communities to Sudbury or where an influx of younger families has occurred due to employment opportunities. In some communities, more child care is in demand because of employment opportunities for professionals working in adjacent First Nations.

The delivery mechanism for Child Care is through independent non-profit boards in this jurisdiction. This mechanism of third party delivery allows for child care to be increased or decreased in relatively short timeframes. The non-profit boards are locally driven and can respond to local demands for service. The DSSAB's role is the provider of fee subsidy funding for low income parents and the distributor of financial and other supports to the boards. The financial supports include Special Needs Resourcing, Wage Subsidy and Health and Safety, all of which are governed by provincial rules and funding caps. Recent changes in fee subsidy determination means parents pay more for their children's care and thus the funds allocated to DSSAB for fee subsidy can assist far more families than in the past. The structural problems in the child care system were dealt with in Phase #1 of this report.

Some of those interviewed understood that the Child Care system was a major employer in their community and wanted that recognized when decisions were being made. The Child Care system in this jurisdiction is a

major employer. The overall municipal cost to support this system is less than 10% of the total of the non-profit provider budgets. The balance is made up of provincial contributions, parental fees and local fund raising.

219 Recommendation: That the Director of Social Services and the Children's Programs Supervisor create a report on the employment and economic impact of the Children's Services Programs.

Emergency Medical Services (EMS)

There was general agreement across the jurisdiction that the EMS was being delivered appropriately. Several noted that their concerns related to the Hagar base coverage were being addressed by the Board in early 2009. There was concern that past decisions related to this service had not been well thought through and were done without enough local consultation. Several respondents spoke of the need to retain service levels in their area.

There was an understanding that EMS expenditures and coverage will increase as the population changes occur in this jurisdiction. Some concern was also expressed that major changes such as the four laneing of Hwy #69 could impact on the severity and location of calls. The need to review call volumes and patterns is already recognized by EMS management and a formal semi-annual review of emergency calls is in place.

Based on the answers to questions related to access to health care there does not seem to be any growing pressure on EMS as a result of any lack of access to local health care. In fact, it could be argued that access to basic care levels is more readily available in parts of this District than in the major cities in the North. The need to monitor non-emergency transfers was dealt with in Phase 1 of this plan and a quarterly review of non-emergency call volumes and patterns is already occurring.

There seemed to be an understanding that the number of bases and staffing were appropriately driven by coverage area and not by call volume. Those interviewed were well aware of the geography of the jurisdiction and the need to have some level of this service along the major transportation routes.

Nevertheless respondents often raised EMS issues and had specific recommendations for improving service.

EMS – Emergency First Response Teams (EFRT)

There were concerns that DSSAB was not appropriately recognizing the value or the needs of the EFRTs. There was broad support for improved relations between the EFRTs and DSSAB EMS staff. There was an expressed need for more training, clearer expectations, improved communications, a second tier response system and updating of equipment.

220 Recommendation: That the EMS Director create a report on the following:

- 1. The existing EFRT agreements;*
- 2. Costing to meet the training and equipment needs of the existing EFRTs;*
- 3. The potential locations and the associated costs of new additional EFRTs;*
- 4. Any changes to the existing disposal policy which would support present and future EFRTs.*

221 Recommendation: That the EMS Director create a report on the potential for second tier agreements between existing EFRTs

In one remote portion of the District, it was clear that the only meaningful service provided by this DSSAB was support to the EFRT. The EMS Manager is currently looking at ways to increase EMS support to that location on a priority basis.

Advanced Care Paramedics (ACP)

There was a strong argument put forward by a municipal politician that DSSAB should look at the upgrading of the EMS service to include staffing with ACPs. The ACP training allows a paramedic to perform specified care procedures designed to control pain and save lives. The ACP has all the qualifications of a Primary Care Paramedic (PCP), plus has successfully completed an additional training program of up to one year. The function of an ACP includes all the responsibilities of the PCP and is further enhanced with additional advanced life support skills. Given the size of the jurisdiction,

the nature of the industries present and the length of time patients can be in transport, it was felt by this individual that a higher level of care was more important here than in cities.

Moving to the ACP level of care would be a significant change to the local EMS and one which would require full discussion. Any move to ACP level of service would require extensive planning, consultation with staff and determination of costs.

222 Recommendation: That the EMS Director provide a report on Advanced Care Paramedics to include the pros and cons of such a change.

Ontario Works

There was general agreement that this program was being appropriately administered. There was an understanding that reduced caseload levels meant service had to be trimmed to meet the reduced service demand.

Understanding of the Ontario Works Program

Across the jurisdiction there was a significant lack of understanding as to why persons were on assistance. Many of those interviewed wrongly assumed that the vast majority of the caseload was fully employable. There was little understanding of program requirements and how they have changed over the last ten years. There was limited understanding of the tremendous financial strain that social assistance recipients are under due to the inadequacy of the social assistance rates.

223 Recommendation: That the Director of Social Services:

- 1. Provide a report on caseload changes since 1999;*
- 2. Provide a report of rate inadequacy and the impact on social assistance recipients and their families;*
- 3. That these reports on social assistance issues and those developed by associations and others be sent to all member municipalities with an offer that staff is prepared to come and speak to the issues in the reports.*

Employment Program Integration

The following comments are not derived from the community consultations but are based on the discussions held at various provincial forums. Presently, there are several governmental and innumerable non-governmental entities which deliver employment services. The sheer number of services and the specialization of these services is a major barrier to those seeking assistance with employment issues.

Access to government employment services has historically been driven by the type of income support which a person was in receipt of. As an example: if you were on Employment Insurance you received employment services from the federal Human Resources Canada office. To add to the confusion some levels of government use third party providers to deliver employment programs. An example of this is Employment Ontario using community colleges to deliver the Job Link program.

Access to non-governmental employment services is often linked to a particular disability or to a particular disadvantage that the job seeker has. As examples: the Canadian Hearing Society provides employment services to those with a hearing loss, the John Howard Society assists former inmates with employment services.

The direction which the Province of Ontario has chosen is to provide one door, one stop service for governmental employment programming. This initiative is being spearheaded by Employment Ontario – a division of the Ministry of Training, Colleges and Universities (MTCU). The mandate of MTCU is to direct and shape Ontario's postsecondary education, employment and training systems. Employment Ontario has grown significantly due to a federal provincial agreement that moved all Employment Insurance employment services to the province. Due to the size of this transfer there has not been much progress in integrating provincial and municipal programs which serve recipients of social assistance.

Presently, employment programming for recipients of Ontario Works (OW) occurs through the District Social Services Administration Boards (DSSABs) and the Consolidated Municipal Service Managers (CMSMs). Employment programming for recipients of the Ontario Disability Support Program (ODSP) is provided by contracted providers for the disabled recipient. For

employable dependents of ODSP, the employment programming comes from the local DSSAB or CMSMs.

As a first step in moving to a more integrated employment system, discussions are to take place starting in the fall of 2008 between Employment Ontario, DSSABs/CMSMs and those providers of service to ODSP. The intention will be at a minimum to co-ordinate and where possible to co-locate employment programming. How long this will take to accomplish is not known but it will be a lengthy process. Whether co-location and co-ordination would eventually lead to further consolidation is not clear. There are significant cost and legal hurdles to creating a single service delivery entity for those in receipt of governmental benefits.

Several DSSABs/CMSMs have for years been the initiators of integrated and co-located services. Some of those integrated services date back to the 1970s. Since the creation of Employment Ontario, groups such as the Association of Municipalities of Ontario (AMO) and the Ontario Municipal Social Services Association (OMSSA) have been asking for local planning groups to be formed. It appears that in the latter part of 2008 this is finally going to happen. The DSSABs/CMSMs want to ensure that the other supports which they provide such as Child Care and Social Housing are present as supports to low income persons reentering the labour market. In the longer term these employment program initiatives could have significant impacts on how this DSSAB delivers programming.

In the next 2-3 years there are several things which this DSSAB can do to prepare for integrated delivery of employment programming and employment supports.

224 Recommendation: That the Director of Social Services:

- 1. Provide a report to the Board on how employment services are presently linked to other employment programming;*
- 2. Provide regular Board updates once the area Employment Ontario Planning meetings commence;*
- 3. Report back to the Board on any opportunities to co-locate services.*

Social Housing

There was a general perception that the Social Housing buildings managed by DSSAB are being kept in good repair. Any complaints were directed to the behavior of tenants or perceived changes to the tenant selection process for buildings.

Despite repeated opinions that DSSAB should not expand its mandate; there was very broad support for DSSAB funding and proceeding with a Housing Needs study. There is broad municipal interest in housing issues but only limited support for any new social housing. A recommendation in Phase #1 of this report also supported the Housing Needs Study which will look at the broad range of housing, not just subsidized accommodation for low income singles and families. That Housing Needs Study has been approved and will commence in the late fall of 2008.

Several of those interviewed noted the lack of affordable rental housing in their community. They expressed the negative impact this has on employers and services. It should be noted that the lack of affordable housing has serious implications for those who are recipients of social assistance and other forms of limited income.

Many were amazed at the increase in the selling price of existing housing. Housing sale prices have declined in a few areas but in general they are increasing rapidly in most areas. The demand for housing appears to be moving separately from the local employment situation. The facts behind these perceptions will hopefully be brought out in the Housing Needs Study.

Problems - Existing Social Housing Units.

A recurrent theme among those interviewed was deep concerns about the problems in the existing Social Housing projects which were originally for seniors but are now for mixed age groups. There is a perception that the DSSAB unilaterally changed the waiting list rules to favour recipients of social assistance over seniors for existing units. There is the perception that DSSAB was not dealing with the issues resulting from the mixing of age groups in these buildings.

The need to conduct a review of this issue was already addressed in the Phase 1 SWOT analysis

Knowledge of Existing Programs

There was only a basic understanding of the DSSAB's many housing programs. There was even confusion about what buildings DSSAB owned and which buildings it had disposed of.

225 Recommendation: That the Housing Services Manager:

- 1. Provide a report with pictures on DSSAB owned properties for the 2009 annual meeting to supplement the information already on the Board website;*
- 2. Provide a summary report on the full range of housing programs to be sent to all member municipalities with an offer that staff is prepared to come and speak to the content in the reports.*

General Issues

Program Delivery Integration

Across Ontario, the single greatest change proceeding in the DSSABs and CMSMs is a movement toward greater integration of social programs. This integration includes Ontario Works, Child Care and Social Housing but does not include Emergency Medical Services. Where integration has been successfully implemented, there are significant program delivery improvements in all three of these programs. It should be remembered that integration of delivery was an expressed expectation at the time of Local Services Realignment introduction.

As noted in Phase #1 there has been some preliminary steps taken in this jurisdiction to integrate the delivery of information and applications related to the social programs. Once implemented, some of the recommendations in Phase #1 will lead to improvements in integration between Ontario Works and Social Housing. However, further integration requires structural changes in this jurisdiction.

There is the need to align the management structure to promote the fully integrated development and integration of the three programs. This can best be accomplished by having a senior management position as the responsibility centre for all three programs. Presently, the Director of Social Services has responsibility for Ontario Works and Children's Programs but not Social Housing.

226 Recommendation: That the administrative structure of the Board be changed to have the Program Managers for Children's Programs, Ontario Works and Social Housing report to the existing Director of Social Services.

Communication

The need for more communication or different types of communication with the DSSAB was heard throughout the entire jurisdiction. Several expressed the need to hear from DSSAB more regularly or in different formats than was presently in place. Posting Board minutes on the website is important but that is not enough to ensure full communication. There was a consensus

that communication should occur in various formats to assist with distribution.

Several stated that they received regular reports from their members while others indicated this was not happening. Several noted the attendance of Board members and staff at municipal association meetings. Some CAO/Clerks regularly distribute Board minutes. Board members who are on a rotation schedule in their ward also expressed a desire for more information to prepare them for their return to the Board.

The following recommendations reflect a variety of communications initiatives which came from or were discussed with those interviewed or which have come from other jurisdictions. The following is not an exhaustive list but only examples of ways to improve communications.

227 Recommendation: That the Board implement the following processes and strategies to improve communication:

- 1. The existing monthly Program Reports and issue reports should be placed in a specific section of the website;*
- 2. The monthly Program Reports should have a short (1 or 2 page) summary of the content and that summary should be e-mailed to CAO/Clerks with the request that these be added to local municipal agendas. The full content of the monthly Program Reports should be available in a specific spot on the website;*
- 3. There should be an annual meeting and all municipal councilors and CAO/Clerks invited to attend. The meeting agenda should include:*
 - Report from the Board Chair*
 - CAO Annual Report*
 - Annual Program Reports from the Program Managers*
 - Current year budget summary*
 - Time for questions and answers*
 - An opportunity to discuss jurisdiction wide issues such as representation or apportionment etc.;*
- 4. A letter should go out advising that management staff are available to attend municipal council meetings;*
- 5. There should be clearer expectations of the role of Board members as communicators and Board members should be provided with Board position papers or other supports;*

6. *A Correspondence section of the website should show all letters or reports which were dealt with by the Board at each meeting unless those letters or reports are specifically confidential. (Help Board members who are waiting to return to Board.);*
7. *A Finance portion of the website should contain: prior years budgets, the most recent report on reserves and other documents related to the financial operations of the Board in addition to the prior year audits and the apportionment formula already on the site;*
8. *A meeting should be convened with Board members who represent the TWOMO areas to develop communication strategies to keep TWOMO residents and groups informed of the Board's operations;*
9. *The CAO should develop a specific protocol related to media releases or responses to media coverage;*
10. *The use of acronyms should be avoided at Board meetings and when Board or staffs are attending any public meetings. In written material an acronym can only be used once the full text has been provided with the acronym shown in brackets. i.e. Association of Municipalities of Ontario (AMO)*

Gaps in Services to Seniors

Across the jurisdiction, there were concerns about gaps in the services needed to support seniors remaining in their homes. Most of those interviewed knew some senior who was not getting the range of supports which were needed. These service gaps also impact on this DSSAB because a majority of the tenants of social housing are seniors. Many of those seniors also have service needs beyond housing.

Some municipalities are doing exceptional things to support seniors through snow shoveling, recreation and transportation. However, most municipalities have no capacity to do this despite having large numbers of seniors in their community.

The Local Health Integration Networks (LHIN) are developing an Aging In Place Strategy. It is not clear at this point what the appropriate role is for DSSABs, municipalities and the Ministry of Health and Long-Term Care in meeting these needs. The consensus at this time is the majority of the

responsibility resides with the Ministry but there may be roles for municipalities and the DSSABs.

228 Recommendation: That the DSSAB CAO request the Local Health Integration Network complete a review of gaps in services needed to assist seniors to remain in their homes in this jurisdiction.

French Language Services

As part of the Phase 1 SWOT analysis it was determined that the mandatory programs delivery was available on an equitable basis to French language speakers. Simply put, a French language speaker would not wait any longer to receive a mandatory service and applications could be completed in French.

The entire District of Sudbury is designated under the French Language Services Act while the District of Manitoulin is not. DSSABs are required to follow the Act. There is also an obligation to have a French Language Services Plan to show how designated entities plan to meet their obligations under the legislation. No such plan exists for the Manitoulin-Sudbury DSSAB. As part of the Phase 2 interviews, a francophone consultant was asked to conduct interviews in specified communities.

229 Recommendation: That the CAO develop a French Language Services Plan using the results of the phase 2 interviews as a source document.

Children's Programs and Ontario Works Management

This DSSAB is alone in having not assigned the lead for Children's Programs and Ontario Works at the Manager level. The management of the Children's Services and the Ontario Works programs in this jurisdiction is as complex and important as the other two programs. These programs need to have Managers operating at the same level of responsibility as the two other Board programs. The same level of responsibility would extend to budgeting, policy development and responsibility on an equitable basis with other existing Program Managers.

230 Recommendation: That the Board review the Children's Services and Ontario Works programs and develop full Manager positions to run these programs.

Appendices

Appendix #1 - Demographic research

Appendix #2 - Child Care Summary

Appendix #3- Emergency Medical Services Service Summary

Appendix #4- Social Housing Project Summary

Appendix #5- Social Housing Supplementary Program Summary

Appendix #6 – French Language Service Review

