



COMMUNITY SERVICES COMMITTEE AGENDA

Community Services Committee Meeting
Monday, October 23, 2017
Tom Davies Square

COUNCILLOR RENE LAPIERRE, CHAIR

Mike Jakubo, Vice-Chair

6:00 p.m. COMMUNITY SERVICES COMMITTEE MEETING
COMMITTEE ROOM C-11

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DECLARATIONS OF PECUNIARY INTEREST AND THE GENERAL NATURE THEREOF

PRESENTATIONS

1. Report dated October 11, 2017 from the General Manager of Community Development regarding Framework for Partnership Opportunities for Indoor Turf and Multi-Purpose Facilities - Final Report. **4 - 70**

(ELECTRONIC PRESENTATION) (RESOLUTION PREPARED)

- Steve Langlois, Monteith Brown Planning Consultants

(This report details a partnership and implementation framework which is recommended for adoption to guide future decisions relating to partnering for the delivery and provision of recreation services and facilities.)

CONSENT AGENDA

(For the purpose of convenience and for expediting meetings, matters of business of repetitive or routine nature are included in the Consent Agenda, and all such matters of business contained in the Consent Agenda are voted on collectively.

A particular matter of business may be singled out from the Consent Agenda for debate or for a separate vote upon the request of any Councillor. In the case of a separate vote, the excluded matter of business is severed from the Consent Agenda, and only the remaining matters of business contained in the Consent Agenda are voted on collectively.

Each and every matter of business contained in the Consent Agenda is recorded separately in the minutes of the meeting.)

CORRESPONDENCE FOR INFORMATION ONLY

- C-1. Report dated October 2, 2017 from the General Manager of Community Development regarding Transit Safety Plan. **71 - 85**

(FOR INFORMATION ONLY)

(This report identifies current safety management practices, recent improvements to the Transit Terminal and describes gaps within Greater Sudbury Transit services based on best practices from the Transit Industry.)

- C-2. Report dated October 3, 2017 from the General Manager of Community Development regarding Leisure Services Marketing and Promotions Update. **86 - 89**

(FOR INFORMATION ONLY)

(This report outlines the effect of changing from print copies of the Leisure Guide to other methods of marketing and promoting Leisure Services and programs.)

REGULAR AGENDA

MANAGERS' REPORTS

- R-1. Report dated October 4, 2017 from the General Manager of Community Development regarding Review of Food Bank System. **90 - 95**

(RESOLUTION PREPARED)

(This report outlines a strategy and a starting point for the review of the emergency food system in Greater Sudbury. The report also seeks Council approval on historical arrangements with Food Bank locations that are currently operating in municipal facilities.)

- R-2. Report dated October 4, 2017 from the General Manager of Community Development regarding Ontario Early Years Child and Family Centres (OEYCFC) Transition Plan.

96 - 237

(RESOLUTION PREPARED)

(This report will provide an update with regards to the transition of the Best Start Hubs to Ontario Early Years Child and Family Centres effective in 2018, and to approve the local implementation plan presented.)

ADDENDUM

CIVIC PETITIONS

QUESTION PERIOD AND ANNOUNCEMENTS

NOTICES OF MOTION

ADJOURNMENT

Request for Decision

Framework for Partnership Opportunities for Indoor Turf and Multi-Purpose Facilities - Final Report

Presented To: Community Services Committee

Presented: Monday, Oct 23, 2017

Report Date Wednesday, Oct 11, 2017

Type: Presentations

Resolution

THAT the City of Greater Sudbury adopts the Partnership & Implementation Framework to guide decisions related to collaborating with third parties for the delivery and provision of recreation services and facilities, as outlined in the report entitled "Framework for Partnership Opportunities for Indoor Turf and Multi-Purpose Facilities - Final Report" from the General Manager of Community Development, presented at the Community Services Committee meeting on October 23, 2017.

Relationship to the Strategic Plan / Health Impact Assessment

The 2015-2018 Corporate Strategic Plan identifies Quality of Place and Life as a priority. Successful partnerships for the delivery of recreation services and facilities have the potential to create or maintain public infrastructure and provide an expanded inventory of programs and services.

The enhancement and addition of recreation services and facilities through collaboration with third parties improves the health and well-being of residents.

Report Summary

This report quantifies the demand and potential timing for a City-wide indoor turf and multi-use recreational facility, potentially containing (but not limited to) sport courts, arenas and track facilities. The report also identifies best practices in other communities related to facility development. The report establishes a process for evaluating proposals and moving potential projects forward.

Financial Implications

Signed By

Report Prepared By

Jeff Pafford
Director of Leisure Services
Digitally Signed Oct 11, 17

Health Impact Review

Jeff Pafford
Director of Leisure Services
Digitally Signed Oct 11, 17

Division Review

Jeff Pafford
Director of Leisure Services
Digitally Signed Oct 11, 17

Financial Implications

Apryl Lukezic
Co-ordinator of Budgets
Digitally Signed Oct 11, 17

Recommended by the Department

Catherine Matheson
General Manager of Community Development
Digitally Signed Oct 11, 17

Recommended by the C.A.O.

Ed Archer
Chief Administrative Officer
Digitally Signed Oct 11, 17

There are no financial implications associated with this report.

Background

A report titled “Indoor Turf and Multi-Purpose Facilities” was presented at the April 3, 2017 Community Services Committee meeting. The report described inquiries and unsolicited proposals received from various groups about the possibility of indoor turf and multi-purpose facilities in the Greater Sudbury area.

The April 3, 2017 report acknowledged that there was no existing framework or process established for entertaining or evaluating proposals related to the partnership to deliver recreation services and facilities. The report sought direction to retain Monteith Brown Planning Consultants to develop a framework and decision process to guide decisions relating to partnering for the delivery and provision of recreation services and facilities which was approved.

On June 19, 2017 an information report titled “Framework for Partnership Opportunities for Indoor Turf and Multi-Purpose Facilities Interim Report” was presented. The report provided background information related to indoor turf and multi-purpose facilities. The report provided the following conclusions:

- The City of Greater Sudbury (City) can support an indoor turf facility with two small fields on a pitch measuring approximately 200 by 200 feet (excluding run-out space and a clubhouse building).
- Usage is greater for arenas in the Sudbury core compared to those in outlying areas (83% versus 70% in 2016/17).
- There is currently a surplus of 1.8 ice pads in the City.
- Greater Sudbury’s arenas are approaching or beyond their functional life cycle, based on industry standards.
- Any future arena construction should be in the form of replacement facilities, with consideration to multi-pad designs.

Clarification of Terminology

For the purpose of this report, and accompanying report from Monteith Brown Planning Consultants titled “Indoor Turf and Multi-Purpose Facility Strategy – Draft – September, 2017” (Appendix A) the terms “partner” and “partnership” are occasionally used interchangeably with other descriptors to identify the individual or group with which the municipality may wish to create a relationship with and the general description of the relationship between the City and a third party. The terms partner or partnership are not intended to refer to the legal definition of a partner or partnership.

Analysis

Monteith Brown Planning Consultants, working with the JF Group, have completed the attached Indoor Turf and Multi-Purpose Facility Strategy – Draft – September, 2017 (Appendix A). Key findings from the report are as follows:

Key Trends in Recreation

Barriers to Participation

A lack of free time due to busy lifestyles is the primary barrier to recreation participation. Organized sports are also dealing with competition from sedentary activities, spontaneous play and other sports. Affordability, or the ability to pay to play, is a significant barrier to participation in recreation.

Impact of the Aging Population

The child and youth market are the most common users of municipal recreation facilities. As this market shrinks, it is likely to result in a reduced number of facility users. The aging population does present opportunities to make better use of facilities during non-prime hours.

Increased Focus on Skill Development and Competition

There is a greater focus and demand on athlete development and competitive experiences. This results in more time required on the field of play and considerations for training spaces and indoor turf when facility planning.

Key Trends in Facility Provision

Implications of Aging Infrastructure

Most of Ontario's recreational infrastructure was built in the 1960's and 1970's. Older facilities present challenges in terms of lack of modern amenities, AODA deficiencies and high energy costs.

Multi-Purpose Facilities

New construction in the form of multi-use facilities is the industry trend. Multi-purpose facilities provide one-stop shopping, opportunities for sport development and tourism and operational efficiencies.

Green Construction

Energy efficiency and environmental sustainability are key considerations when renovating or building new recreation facilities.

Key Findings – Indoor Turf

From the Indoor Turf and Multi-Purpose Facility Strategy – Draft – September, 2017 (Appendix A):

- The development of indoor turf facilities is a widespread trend across Ontario. These facilities support year-round training for competitive athletes of several sports (mainly soccer) and a variety of recreational activities.
- The City has not been directly involved in the provision or operation of an indoor turf facility and its 2014 Leisure, Parks and Open Space Master Plan Review recommended that other sectors continue to be the primary providers of these facilities. Across Canada, many facilities are operated in partnership with soccer clubs or the private sector.
- Using a participant-based methodology that considers common ratios and standards of play, the demand for indoor turf facilities (for all indoor field sport uses) in the City is currently estimated at 82 hours per week. Assuming an average weekly capacity of 60 hours per field, this translates into a current demand for 1.4 small fields (approximately 200 by 100 feet each). Fields cannot be designed as partial fields, thus this level of demand equates to two (2) small fields.
- If the facility is proposed as a permanent structure, a building that can house two small fields would be appropriate. If the facility is designed as an air-supported dome installed over an artificial turf field, a full field enclosure could be considered due to economies of scale; however, this should be explored further with the primary user groups.

Key Findings – Arenas

From the Indoor Turf and Multi-Purpose Facility Strategy – Draft – September, 2017 (Appendix A):

- Aging infrastructure, changing usage patterns, expectations for modern amenities, energy efficiency and multi-use designs are causing municipalities across Ontario to rationalize their arena infrastructure and plan for the future.
- The number of minor ice sport participants in Greater Sudbury is declining – a decrease of 692 players (11%) over the past five seasons. To a lesser degree, this trend is also being experienced across the country.
- Arena usage has declined from 80% to 75% over the past four seasons. These declines have occurred equally in both prime and non-prime times, in arenas within the Sudbury core and as well as outlying areas. Demand is waning for rentals at the edges of prime time.
- Usage is consistently greater for arenas in the Sudbury core compared to those in outlying areas.
- There is a surplus of nearly two ice pads at present and this surplus is projected to persist for the next twenty years. Demand may weaken further in the short-term due to declining child and youth participation rates.
- No additional arenas are required for the foreseeable future. Arena renewal and replacement projects may be considered to extend the longevity of the existing supply. Where practical and supported by demand, multi-pad designs should be considered.

Key Findings – Other Multi-Purpose Facility Features

The report also examined gymnasiums and indoor tracks, which are amenities often found in multi-purpose facilities. The report provides the following key findings:

- Future recreation facility development should consider opportunities to include a gymnasium. Gymnasium size and design should be appropriate to the scale of the facility and intended scope of services, defined in consultation with key stakeholders and potential partners.
- Indoor walking tracks should be considered in the design of new or expanded recreation facilities in Greater Sudbury. The design, massing, and complement of other activity spaces will dictate the fit of a track, as will the operating model. It is envisioned that the track would encircle an indoor turf field, gymnasium or arena, should these be elements of the facility.

Best Practices from Comparator Facilities

As part of the report, indoor soccer facilities in Sault Ste. Marie, Milton, Cambridge, Guelph and Guelph/Eramosa were examined. The report provides the following summary of research from the comparator group:

- The common footprint of a facility is close to 45,000 square feet.
- Support facilities include accessible washrooms, office space, multi-purpose spaces and team change rooms.
- The report provides merits and drawbacks of permanent indoor turf structures and air-supported dome structures.
- Most municipalities indicated that facilities are operating close to maximum capacity, especially during prime hours (evenings and weekends).
- Municipalities with air-supported dome structures indicated minimal usage during summer months (May to September).
- Minimal staffing levels are required to support facility operations.

- Average rental rates are typically \$200/hour during prime time with rates decreasing by 40% to 50% during non-prime hours.
- Initial capital costs for dome facilities are estimated to be between \$3.5 and \$4.5 million (2017 dollars).
- Annual operating costs for dome facilities average approximately \$250,000.
- Most facilities operate at breakeven.
- Most municipalities operate facilities in partnership with local soccer clubs or the club is a primary tenant of the facility.

Relationship & Implementation Framework

When Monteith Brown Planning Consultants were engaged, the key deliverable was to provide the City a framework and process to guide decisions relating to collaborating with third parties for the delivery and provision of recreation services and facilities.

The report outlines a framework broken down in the following sections:

Overview

Describes the elements of successful relationships with public, not-for-profit or private entities and provides factors that should be in place when choosing to enter into a partnership and outlines potential types of arrangements.

Guiding Principles

Addresses what is required to provide a solid foundation for a successful collaboration including the underpinnings of a solid working relationship between the City and an ally.

Cultivating and Managing Creative Relationships

Presents frameworks and templates that can be utilized by the City in designing and implementing its partnership search and selection process as well its relationship management approach to ensure the collaboration remains as productive as possible. Tools include:

- A decision tree for direct vs. indirect service delivery.
- A four stage partnership development model.
- Detailed steps of a three stage search and selection process.
- A standardized framework for evaluation of unsolicited proposals.

The full framework is detailed in Section 5 of Appendix A.

Summary

The process detailed in the report provides a standard approach for reviewing proposals and potential partners. The tools included may be customized as required depending on the size and sophistication of the project in question. The tools assist the City in determining the most appropriate relationship arrangement pertaining to a given project.

The framework and decision making process presented will increase the City's ability to effectively and efficiently evaluate the merits of potential allies and proposals, which provides protection of the interests of the municipality, potential partners and residents.

It is therefore recommended that the framework and decision processes outlined in the report received from Monteith Brown Planning Consultants be adopted by the City of Greater Sudbury and be applied to any future inquiries or initiatives involving collaboration with third parties for the delivery of recreation services and facilities.

Next Steps

If approved by Council, the framework and decision processes presented will be adopted and be applied to any future inquiries or initiatives involving collaboration with third parties for the delivery of recreation services and facilities.

References

Indoor Turf and Multi-Purpose Facilities Report, Community Services Committee (April 3, 2017)
<https://agendasonline.greatersudbury.ca/index.cfm?pg=agenda&action=navigator&id=1151&itemid=12457&lang=en>

Framework for Partnership Opportunities for indoor Turf and Multi-Purpose Facilities Interim Report (June 19, 2017)
<https://agendasonline.greatersudbury.ca/index.cfm?pg=feed&action=file&agenda=report&itemid=3&id=1152>



City of Greater Sudbury

Indoor Turf and Multi-Purpose Facility Strategy

September 2017

DRAFT



Monteith ♦ Brown
planning consultants



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LIMITATIONS

This report was prepared by Monteith Brown Planning Consultants Ltd. and The JF Group (herein referred to as “the Consulting Team”) for the account of the City of Greater Sudbury. The material in this report reflects the Consulting Team’s best judgment in light of the information available to it at the time of preparation. Any use which a third party makes of this report, or any reliance on or decisions to be made based on it, are the responsibility of such third parties. The Consulting Team accepts no responsibility for damages, if any, suffered by a third party as a result of decisions made or actions based on this report.

Section 1. Introduction

1.1 Project Understanding

The City of Greater Sudbury Indoor Turf and Multi-Purpose Facility Strategy was commissioned due to growing interest from residents, stakeholders, and potential operators in the provision of quality indoor sport facilities, most notably turf fields and arenas.

The purpose of this Strategy is three-fold:

- 1) quantify the demand and potential timing for a City-wide indoor turf and multi-use recreational facility, potentially containing (but not limited to) sport courts, arenas, and track facilities.
- 2) identify best practices in other communities related to facility development
- 3) establish a process for moving the project forward, including potential relationships with public, not-for-profit or private entities and a strategic rational approach to respond to unsolicited proposals

Key objectives of this project include:

- a) evaluating the potential demand for indoor turf and/or multi-purpose facilities in Greater Sudbury based on readily available information, using the 2014 Parks, Open Space & Leisure Master Plan Review as a point of reference;
- b) reporting on indoor turf facility provision and operating models employed in other Ontario communities; and
- c) establishing a process to evaluate proposals for the development of these types of facilities and identifying next steps.

1.2 Project Limitations

The study relies on input and research provided by the City of Greater Sudbury, including recent assessments and reports, demographic and usage data, and targeted research (e.g., promising practices and relationships in other communities).

The sport facilities assessed within this report include indoor turf, arenas, gymnasiums, and indoor tracks. The demand for outdoor facilities and other indoor spaces has not been assessed, although reference should be given to the City's 2014 Parks, Open Space and Leisure Master Plan Review.

Stakeholder/public consultation, engineering services, site evaluation, partnership negotiation, capital and operating costs (i.e., feasibility), and design concepts are also outside the scope of this project.

1.3 Data Sources

The information contained in this report is based on several key building blocks, including population data, trends, supporting studies, and participant and facility usage data.

Sources for these building blocks include:

- a) population data from Statistics Canada, Census of Canada; population projections (reference forecast) from “Growth Outlook to 2036” (Draft, May 2013), prepared by Hemson Consulting Ltd.
- b) trends and best practice data compiled by the consultant through the completion of similar studies throughout Canada
- c) selected City of Greater Sudbury reports:
 - i. Parks, Open Space & Leisure Master Plan Reviews (2004 and 2014), prepared by Monteith Brown Planning Consultants
 - ii. Arena Renewal Strategy (2013), prepared by City of Greater Sudbury, Monteith Brown Planning Consultants and The JF Group
 - iii. Multi-use Recreation Complex Feasibility Study (2007), prepared by Monteith Brown Planning Consultants, The JF Group and MJM Architects
 - iv. Other supporting documents, including:
 - Corporate Strategic Plan, 2015-2018 (2014)
 - Development Charges Background Study (2014)
 - Healthy Community Initiative and Strategic Plan, 2010-2014 (2010)
 - Leisure Services Strategic Plan, 2011-2015 (2011)
 - Official Plan (2006) and Official Plan Review (2017 – ongoing)
- d) participant and facility usage data supplied by the City of Greater Sudbury

Section 2. Context

This section identifies key contextual information about the project, population growth in Greater Sudbury, and considerations for multi-use facilities based on the consulting team's experience in other jurisdictions.

2.1 Project Context – Facility Provision & Renewal

The City of Greater Sudbury is a regional hub for sports in Northeastern Ontario. With a population of over 160,000 people, there is rising demand for year-round sports venues to serve a growing diversity of activities and interests. Furthermore, the City's aging stock of arena facilities raises questions regarding the long-term sustainability and opens the door to consider alternate provision models for the future.

The City initiated an Arena Renewal Strategy in 2010 that looked systematically at arena usage, cost recovery, participation trends, and asset management requirements. This process also included extensive public and stakeholder input and identified strong support to maintain existing arenas through strategic investment. This report was delivered in 2013, including a variety of scenarios for arena repair, replacement and consolidation. To date, the City has replaced Chelmsford Arena and is proceeding toward the replacement of Sudbury Arena.

For many years until May 2016, indoor soccer in Greater Sudbury was accommodated at the Exhibition Centre, a private sector venture operated in partnership with the Sudbury Regional Soccer Association. This facility is now closed, leaving the Greater Sudbury sports community without access to an indoor turf field and training centre. Gymnasiums are currently the primary venue for soccer and similar sports during the cold-weather months.

The City of Greater Sudbury has received inquiries and unsolicited proposals from various groups about the possibility of indoor turf and multi-purpose facilities in the community. Proponents include the Fabio Belli Foundation, the True North Strong project and – most recently – the Sudbury District Soccer Club (SDSC). The aim of this Indoor Turf and Multi-Purpose Facility Strategy is not to evaluate the merits of these proposals, but rather assist the City in understanding potential demand and establishing a framework through which these proposals may be evaluated.

The SDSC's proposal states their desire to build, finance and operate an indoor turf facility at the Gerry McCrory Countryside Sports Complex site. The proposed facility would include an artificial turf sports field, a three-lane running track, indoor courts for basketball and futsal, a sports dome and a new club house with change rooms and washrooms. The SDSC has indicated that they would be requesting land to be granted or leased at a nominal rate. The group may also be seeking assistance with taxation costs and development charges. The group is interested in possible Provincial grants that may be available.

The City's 2014 Parks, Open Space & Leisure Master Plan Review examined the provision of indoor turf facilities and recommended that "Municipal development, administration, and/or operation of an indoor sports/soccer facility is not recommended at this time". The closing of the Exhibition Centre provides the City with an opportunity to reassess needs and consider the future provision of indoor turf and other sports facilities in Greater Sudbury.

As an aside, the City has been working for several years to develop an Arena and Event Centre to replace the Sudbury Community Arena. While not a focus of this Strategy, this is notable as one proposal offers the potential to provide multi-use components that may satisfy all or a portion of the needs identified in this Strategy. Following a comprehensive research and site selection evaluation, City Council passed a resolution (CC2017-183) in June 2017, selecting the Kingsway location (the “True North Strong” proposal). The City is currently working with prospective design-build teams and anticipates using an outside operator for the Arena and Event Centre. The degree to which this project will deliver on the indoor turf and multi-use facility needs is undetermined at this point in time and is not the subject of this Strategy.

2.2 Community Context – Population Growth

In the 2016 Census, Statistics Canada reported a population of 161,531 for the City of Greater Sudbury; adjusted for Census net under-coverage, the population is reported as 167,600. Over the next twenty years, the City of Greater Sudbury is expected to grow by 5.5% to 176,800 (representing 9,200 additional residents).

The age profile of the City has seen notable changes in recent years as the proportion of older residents continues to increase. In 2016, the City’s average age was recorded at 42.2 years in 2011, which is greater than the Provincial average of 41.0 years.

Over the next twenty years, the number of older adults (ages 55 to 69 years) is expected to decline while the number of seniors age 70 years and over is projected to increase by 67%. The other age groups will generally stabilize over the next twenty-five years, with some fluctuations in the intervening years.

Reference Forecast – Population by Age Cohort (2016-2036)

Age Cohort	2016 (Census)	2021	2031	2036	Growth (2016-2036)	
Children (0-9)	17,400	16,350	17,400	16,410	-990	-5.7%
Youth (10-19)	18,240	17,490	17,360	18,380	140	0.8%
Young Adult (20-34)	31,310	37,230	34,310	33,450	2,140	6.8%
Mature Adult (35-54)	45,340	41,660	45,940	47,910	2,570	5.7%
Older Adult (55-69)	34,330	35,640	29,350	25,610	-8,720	-25.4%
Senior (70+)	21,000	23,380	31,480	35,040	14,040	66.9%
Total	167,600	171,800	175,900	176,800	9,200	5.5%

Note: Totals may not add due to rounding.

Sources: Statistics Canada, 2016; adjusted for net under-coverage by Monteith Brown Planning Consultants.

City of Greater Sudbury. Growth Outlook to 2036. Draft, May 2013. Hemson Consulting Ltd.

2.3 Sector Context – Key Trends in Recreation

Based on our experience preparing similar studies throughout Ontario, this section provides an overview of some of the key trends and best practices pertaining to recreation participation. Further analysis and application of these trends can be found in subsequent sections of this report.

Barriers to Participation

Research across Ontario shows that a lack of free time – driven by busy lifestyles at home, work, and school – is the primary barrier to participation in recreation for youth and adults. There are significant time commitments associated with most sports, including weekly practices and games, tournaments, and potentially travel to other centres. However, there is a strong willingness to travel for high quality facilities and programs.

Sports face heavy competition from other sports and sedentary activities and there is also a growing emphasis on spontaneous, non-programmed activities that can be scheduled on a moment's notice – this profile does not align well with organized sports. Unfortunately, more and more children and youth are seeking non-recreational forms of activity altogether (e.g., video games), which leads to increasing rates of obesity and inactivity. While the Canadian Physical Activity Guidelines recommends that teens achieve a minimum of 60 minutes of physical activity each day, a report by ParticipACTION on physical activity among the country's younger population reports that only 9% of children and youth (between the ages of 5 and 17) are meeting this target, resulting in a physical activity grade of "D-" for 2016¹.

Affordability can also be a significant barrier to participation in recreation, particularly in higher cost sports, as studies have correlated higher household income to higher participation rates due to a greater ability to pay. For hockey, costs can be intensive, particularly for rep level play (i.e., "representative" travel teams) where household expenditures on registration fees, equipment, and travel are much higher than at the house league level. This concern is especially prevalent in communities with higher than average unemployment rates; the City's geographic location also necessitates a high degree of travel for competitive level sports. According to a recent article, cost could be the most pressing problem facing hockey at the grassroots level, with a senior Hockey Canada official stating that cost plays a significant role in the stagnant or declining registration numbers faced by many minor hockey associations.² Many local organizations offer informal financial assistance programs and also have access to initiatives such as Canadian Tire Jumpstart. A recent partnership between Hockey Canada and Bauer Hockey – "The First Shift" – is also aimed at improving the accessibility and affordability of introductory hockey as a way to attract new players to the sport.

¹ ParticipACTION. Are Canadian kids too tired to move? The 2016 ParticipACTION Report Card on Physical Activity for Children and Youth. Toronto: ParticipACTION; 2016.

² Rutherford K. Is the cost keeping kids out of minor hockey? Absolutely, players and parents say. CBC Sports. Available online at www.cbc.ca/sports/hockey/ourgame/story/2009/01/16/hockey-costs-too-much.html

The Impact of an Aging Population

Across Ontario and Canada, the average age of the population is becoming older as the populous 'Baby Boom' generation moves through their lifecycle. In Ontario, the number of seniors aged 65 and over is projected to nearly double between 2016 and 2036, with the rest of the population increasing by only 15%. A similar trend is also anticipated in the City of Greater Sudbury.

The implications of an aging population on indoor space utilization are potentially significant. On one hand, there may be new opportunities to utilize space in non-prime time hours due to the growing market of older adults who may, for example, make use of daytime hours. On the other hand, an aging population also means that the child and youth market, the most common users of many municipal recreation facilities, is shrinking (in terms of proportion and number), which in turn is likely to reduce the number of users in total.

Increased Focus on Skill Development and Competition

Sport governing bodies in Canada are now implementing a Long-Term Athlete Development model that emphasizes athlete growth, maturation and development. This model identifies the needs of athletes at various stages of their development, including training and competition needs and also addresses the appropriate stages for the introduction and refinement of technical, physical, mental and tactical skills.

As a result of this and other factors (such as the amalgamation of associations and changes to residency requirements that allow for greater player movement), competitive development experiences and opportunities are in high demand. The higher the level of play and the greater the focus on athlete development, the more time that is required for practices, games, and camps. Many organizations are altering their standards of play in order to offer their registrants more facility time during all seasons. Training academies and other enhanced development experiences are turning hockey, soccer, and other sports into year-round activities. While this model allows for more time on the field of play, it also coincides with demands for dryland training spaces and indoor turf, which are important considerations for facility planning.

2.4 Sector Context – Key Trends in Facility Provision

Based on our experience preparing similar studies throughout Ontario, this section provides an overview of some of the key trends and best practices pertaining to provision. Further analysis and application of these trends can be found in subsequent sections of this report.

Implications of Aging Infrastructure

Most of Ontario's recreational infrastructure was built in the 1960s and 1970s. There are a number of challenges with older facilities, including (but not limited to) the following:

- many were designed to different construction and design standards and may have antiquated facility components (structural, mechanical, electrical, etc.);
- many lack modern amenities and multi-use designs that cannot offer the convenience and cost savings of new facilities;
- many may not be barrier-free for persons with disabilities; and
- many are not energy efficient and thus have higher operating costs.

Recognizing this, recent Federal and Provincial funding programs have contributed millions of dollars toward the renewal and construction of recreational infrastructure.

Multi-Purpose Facilities

Trends support the consolidation of recreation amenities through the provision of multi-use facilities. Locations that accommodate various activities simultaneously are not only more convenient for residents within urban areas, but they also create activity hubs that are critical to the vitality and health of a community. Multi-use sports complexes become local destinations that can encourage greater physical and economic activity. Capital and operational cost efficiencies are also key advantages and the opportunity to incorporate 'green' technologies cannot be overlooked.

In this era of user convenience and cost recovery, more often municipalities are centralizing multiple recreational facilities on individual sites. Experience in hundreds of communities across Canada supports the finding that multi-use recreation facilities can provide a great number of benefits. While the specific nature and degree of these benefits will depend on local circumstances, facility design (e.g., barrier-free, more and larger change rooms, heated viewing areas, walking tracks, etc.), facility operation, and a host of other factors, there is no denying that multi-use recreation facilities have the potential to generate substantial economic, social, and environmental gains for local municipalities. These benefits are most notable in those municipalities that view sport infrastructure as an investment in the community, not simply an expenditure.

Some of the notable benefits of multi-purpose facilities include:

- **One-Stop Shopping:** The creation of a destination where residents can conveniently access recreation and/or other civic and social services (e.g., libraries, aquatic centres, older adult services, municipal information, etc.), making it particularly attractive for time-pressed individuals and multi-generational households.
- **Sport Development and Tourism:** Facility users may benefit from co-located spaces that allow for dry-land training, tournaments or banquets.
- **Operational Efficiency:** Multi-purpose facilities allow for the efficient use of operational resources through the economies of scale that are generated by sharing overhead costs such as staffing, utilities, maintenance, etc. These facilities are also well suited for the consideration of public-private partnerships.

Green Construction

Today, energy efficiency and environmental sustainability are key considerations in renovation or new construction projects. Certain municipalities have adopted policies that establish specific LEED (Leadership in Energy and Environmental Design) construction and/or certification levels for particular types of buildings. Advances in capturing and reusing energy have made facilities more efficient and have helped to reduce utility consumption. While these approaches and techniques require additional capital investment during the construction phase of the project, there is normally a payback over time because of cost economies or expenditure avoidance. Consequently there are civic, social and financial benefits of the greening trend.

2.5 Potential Outcomes

Based on our experience in guiding the planning and design of multi-use facilities across Canada, the following are potential outcomes that may be used to inform the implementation of this Strategy and the City's future decision-making relating to the provision of indoor turf and multi-purpose facilities. They were developed with consideration of previous municipal studies, including the 2007 Multi-use Recreational Complex Feasibility Study and 2014 Parks, Open Space & Leisure Master Plan Review.

The statements are largely complementary and should be read and interpreted as a set. Testing, refinement, and prioritization of these outcomes may occur as part the next phase of analysis and/or through public engagement.

Potential outcomes of a new indoor turf and/or multi-purpose facility include (but may not be limited to):

- 1. *A healthy and sustainable community that values active lifestyles.***
- 2. *Inclusive, affordable, and accessible recreational opportunities for all residents.***
- 3. *Spaces that are multi-use, multi-generational, programmable, and responsive to true needs.***
- 4. *Spaces and services that support sport tourism and year-round recreational opportunities.***
- 5. *Operational efficiency through consolidation of activities and spaces at one or more locations.***
- 6. *Partnerships that create synergies, leverage resources, and allow the City to maintain core services.***
- 7. *Decisions that are financially responsible and sustainable for the City and its residents, both existing and future.***
- 8. *Designs and practices that promote energy efficiency and "green" technologies.***

Section 3. Statement of Facility Needs

An accurate analysis of the current and future indoor multi-use facility demand requires several important assessment techniques – market research, trend analysis, and a review of typical provision standards. To achieve this, we have employed several methodologies to forecast local facility needs including participant-based standards and population-based projections, where applicable. In doing so, program registration data, current usage profiles, relevant programming initiatives, supporting documents and other available information have been reviewed.

3.1 Indoor Turf Facilities

This section examines the short and long-term needs for indoor turf facilities in the City of Greater Sudbury based on a review of sector trends, municipal studies and policy directions, and local supply, utilization, demographic and participation factors.

Trends Impacting Indoor Turf Facility Demand

The following are key trends in indoor turf sport participation and facility management that are likely to be affecting turf sport demand in Greater Sudbury. These trends are based on research at the provincial and national levels, supplemented by the consulting team's experience in jurisdictions across Canada.

- a) Soccer is becoming a four-season sport and the development of artificial turf indoor facilities is a widespread trend across Ontario. Indoor soccer appeals to a smaller market segment than the outdoor game, but has the potential to continue to grow in popularity, particularly with trends suggesting increased interest by adult participants.
- b) The way indoor sports field facilities are designed, funded, and operated varies widely across the province. The financial viability of an indoor turf facility is heavily influenced by its size, type of construction, and operating model.

In terms of building models, indoor sports fields can be:

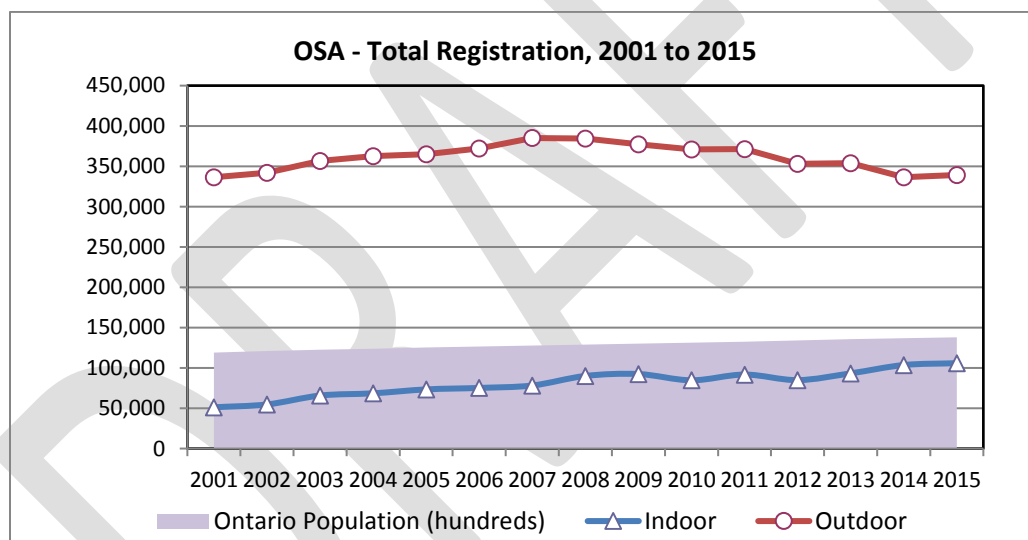
- outdoor artificial fields covered by air supported domes on a seasonal basis;
- permanent structures that are purpose-built offering year-round use; or
- converted structures that were formerly used for other activities (e.g., ice sports).

In addition, these facilities may be:

- stand-alone structures or combined with other spaces within a multi-use sports complex;
 - comprised of individual indoor turf fields that range from small (usually approximately 200 by 100 feet) to large (similar to an outdoor major field measuring 400 by 200 feet); and
 - funded/operated by the municipality, not-for-profit group, and/or private sector (sometimes through partnerships involving multiple sectors).
- c) In some communities, indoor turf facilities are operated in partnership with local soccer clubs or private organizations to reduce the municipality's responsibility regarding construction and/or operating costs and to maximize usage. For years relationships between municipal

governments, other public agencies, and community organizations have been usefully employed to enhance the level of community service while limiting public investment or the municipality's operating risk associated with partnered projects. There may also be interest from the private sector and/or the education sector to consider a partnership of some form.

- d) The demand for indoor turf facilities has been largely driven by an increased emphasis on year-round training, skill development and competition. Provincially, the number of indoor soccer players registered by the OSA has increased by 41% between 2006 and 2015 (compared to a 9% decline in outdoor registration in the same time period). Indoor soccer attracts a smaller segment of the potential market compared to outdoor soccer, but seems to be increasing in popularity, especially among adults – there are nearly as many indoor adult players as indoor youth players. The strength of adult soccer can be partially attributed to the aging of youth soccer participants from the 1990s and continuing participation in soccer.
- e) Soccer in Canada underwent enormous growth in the 1990s and the sport's popularity continues today; however, its growth appears to be slowing. According to the Ontario Soccer Association (OSA), enrolment in outdoor soccer activities peaked in 2007 and has seen small declines each year since, most notably at the youth level.



- f) In some communities, the proliferation of soccer academies has boosted the popularity of the sport and increased the demand for year-round turf facilities. Academies generally cater to the interests of children and youth players looking to gain increased soccer proficiency with a view to progressing to a higher level of competitive play. Soccer academies can be structured in many ways depending on the needs and market strength in the local community.
- g) Depending on their design, indoor turf fields can be used for sports such as baseball training, field hockey, football, lacrosse, rugby, ultimate frisbee and other sports or events. Participation in many of these field sports is growing across Ontario; however, they collectively represent a much smaller market compared to soccer.
- h) When accompanied by sufficient demand levels, indoor turf facilities can generate positive cash flows, the majority of which is produced through during prime time field rentals during the late

fall, winter and early spring seasons. While not necessarily a revenue generator, utilization of turf fields for pre-school and senior programs during the daytime can add significant benefit to the community. Usage during the summer months is sparse in most communities.

Past Directions & Previous Reports

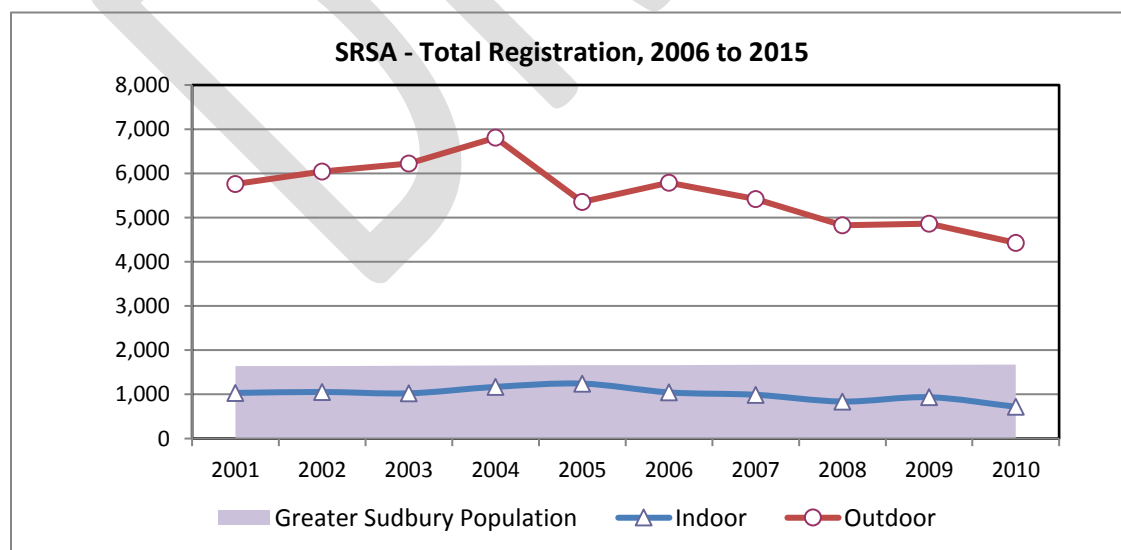
In 2007, the City's Multi-use Recreation Complex Feasibility Study recommended a broad target of one indoor turf field per 100,000 residents based on a municipal comparator scan at that time. This target suggested a requirement of two indoor turf fields (200 by 100 feet) to meet the needs of a variety of field sports and indoor events.

The 2014 Master Plan Review indicated that "Municipal development, administration, and/or operation of an indoor sports/soccer facility is not recommended at this time". It is noted that the Indoor Soccer Centre was still open for business when the Master Plan was prepared.

Local Supply & Participation Factors

Currently, the City of Greater Sudbury does not provide any indoor facilities for turf sports (e.g., soccer, football, baseball, track and field training, etc.), but offers an outdoor artificial turf field (James Jerome Sports Complex) that allows for extended outdoor season use. Until May 2016, the Indoor Soccer Centre (formerly the Exhibition Centre) was operated by a private provider in partnership with the Sudbury Regional Soccer Association (SRSA) in the former City of Sudbury. This facility is no longer available and all indoor soccer activities now take place in school gymnasiums. In recent years, there have been a series of unsolicited proposals to develop an indoor turf field (bubble or permanent structure) in the community; however, none of these proposals has been officially endorsed or achieved at this time.

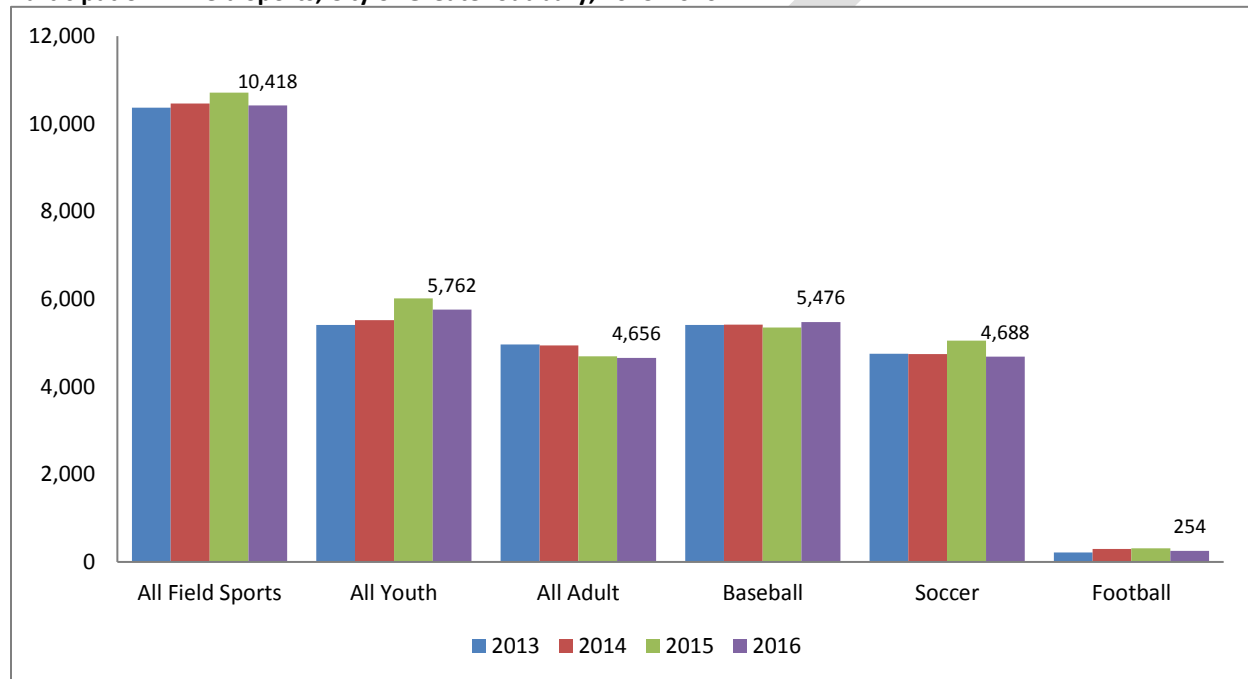
The Sudbury Regional Soccer Association (SRSA), which is the umbrella association for all affiliated Greater Sudbury member organizations, has seen declining registration levels in outdoor soccer since 2009. Between 2009 and 2015, outdoor soccer registration in the SRSA has declined by nearly 2,400 players (to 4,429), a decrease of 35%, which is greater than the 10% decline in soccer registration throughout the province during that same period.



Sources: Ontario Soccer Association Annual Reports; Statistics Canada

Not all soccer clubs are affiliated with OSA. Participant figures provided by the City of Greater Sudbury indicate that there were nearly 4,700 youth and adult soccer players in 2016, including those playing in more casual leagues. Over the past four seasons, this figure has been as high as 5,050 (2015), but has otherwise been relatively stable. The following chart also identifies recent participation trends in other field sports, some of which might use an indoor turf venue (to varying degrees). For example, there are approximately 250 to 300 organized football players (in addition to those who play in secondary and post-secondary school programs) and approximately 5,400 baseball players (about three-quarters of which are adults). Registration in football has been climbing, while participation in baseball has been stable overall (the recent gains in youth ball have been offset by reductions in adult players).

Participation in Field Sports, City of Greater Sudbury, 2013-2016



Source: City of Greater Sudbury

Demand Analysis

There are currently no indoor turf facilities in the City of Greater Sudbury. Indoor soccer is currently being played in gymnasiums, which is not a sustainable model for those seeking year-round competitive soccer opportunities.

The potential market is assumed to be the entire City of Greater Sudbury, which has a population of approximately 167,600. A scan of comparator cities indicates that the average level of provision is one small field per 75,000 residents, regardless of provider. As turf facilities become more commonplace and the variety of potential indoor field users expands, the average number of fields per population will increase. Often cited as an example, the City of Sault Ste. Marie operates a two-field indoor complex for a population approaching 75,000.

Some items of note relating to a typical operating profile for an indoor turf facility include the following:

- A full-size FIFA field can accommodate four (4) small fields. From our experience, almost all winter indoor use of FIFA fields is of the small variety as the rental cost of the large field is

prohibitive and not typically required for most indoor play. Through their operation of the Indoor Soccer Centre, the SRSA proved that there was sufficient demand for at least one small indoor field (200 by 100 feet) in the City.

- Prime time for an indoor turf field is similar to that of an arena, typically 60 hours per week (5pm to 11pm weekdays and 8am to 11pm weekends). Across four small fields, this equates to a total of 240 prime time hours per week. Non-prime time hours may also be used for various activities (including schools and municipal programs), but are unlikely to be a key source of revenue or demand.
- The primary usage window for an indoor turf facility would be November to April (approximately 6 months). Usage from May to October would be limited and would depend on the nature of construction (e.g., a seasonal dome or permanent structure).

In terms of local demand for an indoor turf facility, we offer the following observations based on participant data and past usage information:

- In their proposal to the City, the Sudbury District Soccer Club indicates that the current usage of local groups exceeds 60 hours per week, which is approximately the same number of hours that were rented in the last year of the Indoor Soccer Centre's operation. This is enough to fill one small field but insufficient to support a full-size FIFA field.
- In 2015, the ratio of outdoor to indoor soccer players was 3 to 1 in Ontario. If one-third of all outdoor soccer registrants (estimated at 4,700 participants) would utilize an indoor facility (provincial average), indoor soccer demand is estimated at 1,570 participants, representing 1% of the City's total population. This is approximately 50% more soccer players that were annually accommodated at the former Indoor Soccer Centre (estimated at 1,000 players). The difference is largely caused by pent-up or latent demand (i.e., individuals who are not playing, but would if a suitable facility/program was available).
- The average indoor soccer program requires 1 hour per week on an indoor field for about every 25 players; this ratio can vary depending on the age of the participant, the level of competition and the type of activity. Applying this ratio to the projected number of participants results in demand for **63 hours per week for soccer activities**, if all groups shift their indoor soccer programs away from gymnasiums. This figure is consistent with SCSC's proposal.
- This calculation does not account for access by other sports; however, profiles from other indoor facilities suggest that soccer will represent the most predominant use by far. Unless there is a non-soccer group that requires significant access, the proportion of non-soccer usage is likely to be less than 20% based on our experience. Usage profiles from the former Indoor Soccer Centre indicate that this proportion was closer in 30% in Greater Sudbury. If the higher end of this range is adopted, approximately an additional **19 hours per week can be expected from non-soccer groups**.

Based on this methodology, the demand for indoor turf facilities (for all indoor field sport uses) in the City of Greater Sudbury is currently estimated at 82 hours per week. **Assuming an average weekly capacity of 60 hours per field, this translates into a current demand for 1.4 small fields.**

Looking to the future, it is uncertain if the negative growth trend in soccer will continue or stabilize. A new indoor facility may help to attract new users; however, a conservative demand approach is

recommended as the youth market is not growing. Population projections indicate that the number of Greater Sudbury residents ages 5 to 19 will not increase over the next twenty years³.

Adult soccer participation represents the largest potential market for indoor turf – more than two-thirds of all usage at the former Indoor Soccer Centre was by adults. Adult sports leagues have proven to be a strong revenue generator for turf facilities in other communities. Approximately 45% of all indoor soccer participants in Ontario are adults. Population projections indicate that the number of Greater Sudbury residents ages 20 to 54 will increase by about 6% over the next twenty years⁴. This may add a modest amount of demand to the projection of turf needs, likely less than 5 hours per week.

As noted above, it is likely that additional sport users will be required to support a sustainable operation. This includes (but is not limited to) football, ultimate frisbee, rugby, lacrosse, baseball, cricket, municipal programming and special events. Some of these activities will only require rentals for a short period of time as they prepare for their summer season (e.g., baseball), while others may have sufficient demand to offer a full winter/indoor season (e.g., ultimate frisbee).

Based on the participation projections, it is unlikely that there is sufficient demand for more than one indoor turf facility in the City. If a new facility were to be built, it is recommended that it be appropriately designed to accommodate market demand – which is estimated at 1.4 small fields. Two small fields can be accommodated on a pitch measuring approximately 200 by 200 feet (excluding run-out space and a clubhouse building). This is about half of the FIFA size field (400 by 200 feet) that some proponents are proposing. If the facility is proposed as a permanent structure, a building that can house two small fields (like Sault Ste. Marie) would be appropriate.

However, there is an economy of scale that is realized in construction, particularly if the facility is an air-supported dome installed over an artificial turf field. While the demand analysis indicates that the full field does not need to be bubbled to meet community needs, there may be other circumstances that would merit the full field enclosure. This should be explored further with the primary user groups.

Key Findings – Indoor Turf

1. The development of indoor turf facilities is a widespread trend across Ontario. These facilities support year-round training for competitive athletes of several sports (mainly soccer) and a variety of recreational activities.
2. The City of Greater Sudbury has not been directly involved in the provision or operation of an indoor turf facility and its 2014 Leisure, Parks and Open Space Master Plan Review recommended that other sectors continue to be the primary providers of these facilities. Across Canada, many facilities are operated in partnership with soccer clubs or the private sector.
3. A portion of the indoor market is generated by outdoor users. The number of outdoor soccer registrants in the Sudbury Regional Soccer Association has declined by 35% (nearly 2,400 players) since 2009. Most of these players are youth and Greater Sudbury's youth population is not growing.

³ Statistics Canada, 2016; adjusted for net under-coverage by Monteith Brown Planning Consultants. City of Greater Sudbury. Growth Outlook to 2036. Draft, May 2013. Hemson Consulting Ltd.

⁴ Ibid.

4. In Ontario, the number of registered indoor soccer players has increased by 41% between 2006 and 2015 (compared to a 9% decline in outdoor registration in the same time period). There are nearly as many indoor adult players as indoor youth players. Adult soccer participation represents the largest potential market for indoor turf, now and into the future.
5. There is no longer an indoor turf facility in Greater Sudbury (the Indoor Soccer Centre offered one small field but closed in 2016). Area gymnasiums are being used for indoor soccer, which is not a sustainable model for those seeking year-round competitive soccer opportunities.
6. The Sudbury District Soccer Club indicates that the current usage by local groups exceeds 60 hours per week, which is approximately the same number of hours that were rented in the last year of the Indoor Soccer Centre's operation.
7. Using a participant-based methodology that considers common ratios and standards of play, the demand for indoor turf facilities (for all indoor field sport uses) in the City of Greater Sudbury is currently estimated at 82 hours per week. Assuming an average weekly capacity of 60 hours per field, this translates into a current demand for 1.4 small fields (approximately 200 by 100 feet each). Fields cannot be designed as partial fields, thus this level of demand equates to two (2) small fields.
8. If the facility is proposed as a permanent structure, a building that can house two small fields would be appropriate. If the facility is designed as an air-supported dome installed over an artificial turf field, a full field enclosure could be considered due to economies of scale; however, this should be explored further with the primary user groups.

3.2 Arenas

This section examines the short and long-term needs for arenas in the City of Greater Sudbury based on a review of sector trends, municipal studies and policy directions, and local supply, utilization, demographic and participation factors.

Trends Impacting Arena Demand

The following are key trends in ice sport participation and arena management that are likely to be affecting arena demand in Greater Sudbury. These trends are based on research at the provincial and national levels, supplemented by the consulting team's experience in jurisdictions across Canada.

- a) Participation in ice sports is declining. Hockey Canada and the Ontario Hockey Federation experienced a peak in registration for the 2008/09 season.⁵ 9% of Canadian children and youth play hockey, half the percentage that played 20 years ago.⁶ Female participation in hockey helped to reduce the impact of declining male registrations; however, participation rates amongst females have since stabilized. Children and youth have predominantly been the primary market for municipal arenas, however, the aging of the population means that there are fewer youth to draw from, leading to a reduction in participants in many communities. The high cost of

⁵ Kaufman, B. (2011). Hockey Losing Numbers Game: Minor ranks don't do enough to appeal to new Canadians. London Free Press. Available online at www.lfpress.com/sports/hockey/2011/10/31/18902646.html

⁶ Health Canada and the Public Health Agency of Canada. (2006). It's Your Health.

participating in ice sports and proliferation of other activities and sports is also leading to declining registration. Furthermore, participation in ice sports is not as strong amongst immigrants, which comprise most of Ontario's population growth.

- b) The prime time window is shrinking and groups are less likely to rent time on early mornings and late evenings. This is creating challenges for cost recovery and revenue targets.
- c) At the same time, there is an increasing focus on skill development and competition. At the higher levels of play, this means that more time is required for practices, games, and camps. This trend is also leading to increased demand for year-round training opportunities.
- d) Aging infrastructure is an issue for Ontario's arenas, many of which were built in the 1960s and 1970s. Many older arenas have antiquated facility components, lack modern amenities and multi-use designs, are not barrier-free, are not energy efficient, and overall cannot offer the convenience and cost savings of new facilities. Some communities have repurposed their older arenas into other uses.
- e) Modern arenas tend to include two or four pads for enhanced operational savings, a heightened customer experience, and greater support for sport tourism. Many are also designed as part of multi-use facilities (e.g., indoor pools, dryland space, etc.) to promote convenience and economies of scale.

Past Directions & Previous Reports

The City initiated an Arena Renewal Strategy in 2010 that looked systematically at arena usage, cost recovery, participation trends, and asset management requirements. This process also included extensive public and stakeholder input and identified strong support to maintain existing arenas through strategic investment. This report was delivered in 2013, including a variety of scenarios for arena repair, replacement and consolidation. To date, the City has replaced Chelmsford Arena and is proceeding toward the replacement of Sudbury Arena.

In relation to arenas, the 2014 Master Plan Review recommended the following:

- [That the City] Continue to implement the Arena Renewal Strategy, which found a current and long-term demand for a total of 15 indoor ice pads across the entire City (resulting in a surplus of one ice pad). This will require:
 - a continued focus on maintaining existing arenas in a safe and community responsive condition, with consideration to the City's recent building condition assessments;
 - monitoring of usage trends and community demands to assess the possibility of decommissioning one existing ice pad; and
 - continued progress on the eventual renovation or replacement of the Sudbury Community Arena.
- The decision to decommission any arena should be accompanied by a community engagement process, capital lifecycle analysis, evaluation of alternate uses, and options for the continued delivery of leisure services within the affected community.

Local Supply & Participation Factors

The City of Greater Sudbury operates a total of sixteen (16) ice pads that are contained in fourteen (14) municipal arenas; Capreol and Gerry McCrory Countryside Sports Complex are the City's only twin pad facilities. There are no private arena providers in the City. The average age of the ice facilities in the City is over 40 years, with the majority being constructed between 1950 and 1978. In recent years, the City has been focused on renovations to several arenas, including Cambrian, McClelland and Chelmsford Arenas.

Hockey, figure skating, and ringette are the dominant uses during the fall, winter, and spring; summer utilization is lower, with activities such as indoor lacrosse and roller derby using the arenas' floors. The following analysis focuses on usage during peak season (October to March).

The 2013 Arena Renewal Strategy found that the prime utilization rate had been declining since the 2008/09 season, with shoulder hours (those at the edges of prime time) mostly affected. The following table identifies the number of hours booked during prime and non-prime hours since the Arena Renewal Strategy was prepared and reveals a similar downward trend.

Weekly Utilization at all City Arenas, 2013/14 to 2016/17 (winter season)

Season	2013/14	2014/15	2015/16	2016/17
Number of Ice Pads	16	15*	16	16
Prime Time Usage (weekly)				
Youth Hours	723.5	677.5	690.0	690.5
Adult Hours	159.0	149.5	151.5	137.5
Other Hours*	19.5	18.0	19.0	20.5
Available Hours	170.0	160.0	211.5	223.5
PT Usage - Citywide	84%	84%	80%	79%
PT Usage – Sudbury Arenas**	89%	90%	89%	87%
PT Usage – Outlying Arenas***	81%	80%	75%	74%
Non-Prime Time Usage (weekly)				
Youth Hours	103.0	91.0	96.0	90.5
Adult Hours	56.5	63.0	52.0	53.5
Other Hours (public skating, maintenance)	203.0	194.5	201.0	187.5
Available Hours	141.5	129.0	155.0	172.5
NPT Usage - Citywide	72%	73%	69%	66%
NPT Usage – Sudbury Arenas**	87%	86%	83%	76%
NPT Usage – Outlying Arenas***	62%	64%	60%	59%
Overall Usage (weekly)				
Overall Usage - Citywide	80%	81%	77%	75%
Overall Usage – Sudbury Arenas**	88%	89%	87%	83%
Overall Usage – Outlying Arenas***	75%	75%	70%	70%

*Chelmsford Arena was closed in 2014/15 for refurbishment

** Sudbury Arenas include Cambrian, Carmichael, Gerry McCrory Countryside (2), McClelland, and Sudbury Arena

*** Outlying arenas include Capreol (2), Centennial, Chelmsford, Dr. Edward Lecalir, Garson, I.J. Coady, Raymond Plourde, T.M. Davies, and Toe Blake

Prime time is defined as 8am to 12am on Saturday and Sunday and 5pm to 12am Monday to Friday

Non-prime time is defined as 7am to 8am on Saturday and Sunday and 9:30am to 5pm Monday to Friday

Source: City of Sudbury Arena Logs

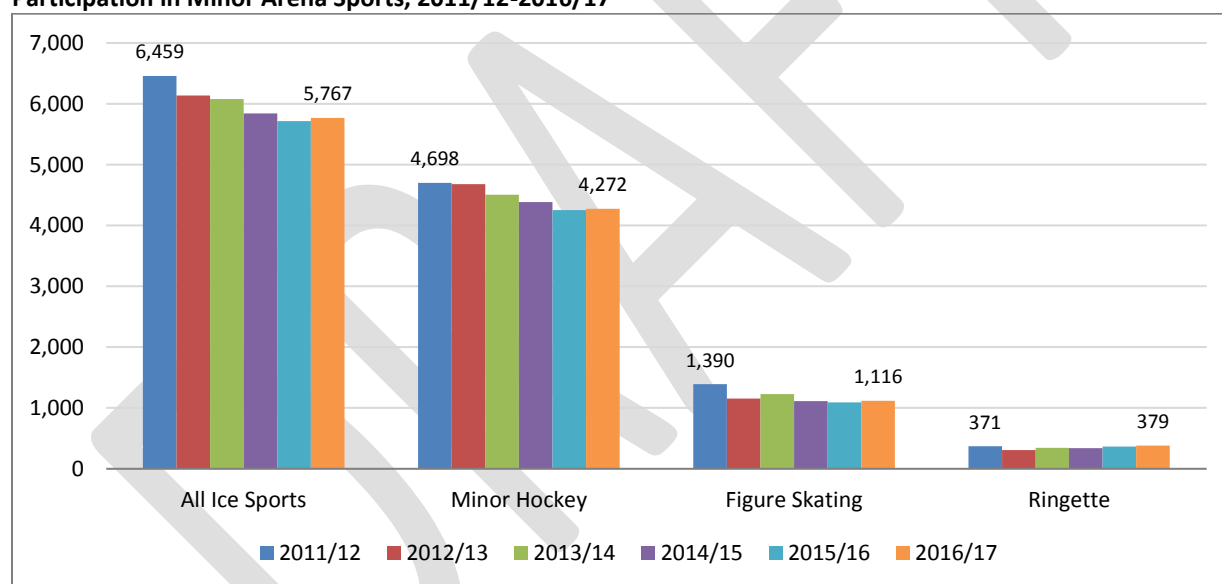
In the past four seasons, overall arena usage has declined from 80% to 75%. These declines have occurred equally in both prime and non-prime times, in arenas within Sudbury and as well as outlying

areas. For the 2016/17 season, prime time usage was 79% and non-prime time usage was 66% across all arenas. Usage is consistently greater for arenas in Sudbury compared to those in outlying areas – 83% versus 70% in 2016/17. It should be noted that utilization generally tends to be higher in urban areas (e.g., Sudbury Arenas) because excess demand can easily be shifted to a nearby rink. In rural areas (e.g., Outlying Arenas), a certain amount of excess capacity – particularly for youth – is more common due to smaller populations and challenges in travelling to more distant rinks.

While children and youth constitute the primary users of arenas, adults typically rent 10% to 15% of all prime time ice in the City. The 2013 Arena Renewal Strategy noted that the number of adult rentals had decreased, suggesting that there was no substantial pent-up at that time.

Another indicator of demand is the number of registrants. Based on data provided by the City, the total number of organized youth participants decreased from 6,459 in the 2011/12 season to 5,767 in the 2016/17 season, a decrease of 692 players (11%). With 27,175 residents in Greater Sudbury's 5-19 age cohort (adjusted for undercount) and 5,767 registrants (all 2016 data), 21.2% of children and youth participate in organized ice sports (a reduction from 23.5% in 2011). The City does not collect registration data for adults.

Participation in Minor Arena Sports, 2011/12-2016/17



Source: City of Greater Sudbury Ice Allocation Formula Summaries

As was noted in the 2013 Arena Renewal Strategy, the total number of participants continues to trend downwards, which has been the case for several years. The greatest decreases have been felt in figure skating (down 20% over the past six seasons) and minor hockey (down 9% over the past six seasons). Registration in ringette is relatively stable.

Demand Analysis

The 2013 Arena Renewal Strategy established a market-specific demand target that reflected the City's unique geography and arena utilization profiles at that point in time. To identify needs at a City-wide level, the target was set at 1 ice pad per 405 youth registrants. Although somewhat conservative compared to other communities, a review of current utilization suggests that this remains a reasonable target for Greater Sudbury. Currently, with a supply of 16 rinks and 5,767 youth registrants, there is an average of 360 players per rink (the average was 451/pad in 2008/09 prior to the twinning of Gerry McCrory Countryside). Based on the recommended target of 1 pad per 405 registrants, there is City-wide demand for 14.2 rinks, indicating a surplus of nearly two pads.

The following table illustrates application of the provision target, assuming the existing rate of participation is maintained (i.e., at 21.2%) and the youth market segment changes at the forecasted rate.

Projection of Ice Pad Needs, City of Greater Sudbury (2016 to 2036)

	2016	2021	2026	2031	2036
Forecasted Number of Youth Registrants (based on a 21.2% participation rate, ages 5 to 19)	5,767	5,380	5,460	5,540	5,720
Number of Ice Pads Required (based on 16 pads and 1 ice pad per 405 youth registrants)	14.2	13.3	13.5	13.7	14.1
Surplus Ice Pads	-1.8	-2.7	-2.5	-2.3	-1.9

Population forecasts based on City of Greater Sudbury. Growth Outlook to 2036. Draft, May 2013. Hemson Consulting Ltd.

This analysis identifies a surplus of 1.8 ice pads at present. Continued softening of demand is projected over the next fifteen years (up to 2.7 surplus rinks in 2021), before returning to near current demand levels in 2036. Any significant change in adult and post-secondary usage profiles may impact this projection.

There is insufficient support for expanding the supply of municipal arenas. A surplus of ice exists in the City, which is expected to worsen over the short-term. The impact of this surplus is affecting utilization of the City's outlying areas; however, the desire for equitable geographic distribution is also a consideration.

Any future arena construction should be in the form of replacement facilities, with consideration to multi-pad designs where supported by demand.

Key Findings – Arenas

1. Aging infrastructure, changing usage patterns, expectations for modern amenities, energy efficiency and multi-use designs are causing municipalities across Ontario to rationalize their arena infrastructure and plan for the future.
2. The number of minor ice sport participants in Greater Sudbury is declining – a decrease of 692 players (11%) over the past five seasons. To a lesser degree, this trend is also being experienced across the country.
3. Arena usage has declined from 80% to 75% over the past four seasons. These declines have occurred equally in both prime and non-prime times, in arenas within Sudbury and as well as outlying areas. Demand is waning for rentals at the edges of prime time.
4. Usage is consistently greater for arenas in Sudbury compared to those in outlying areas.
5. There is a surplus of nearly two ice pads at present and this surplus is projected to persist for the next twenty years. Demand may weaken further in the short-term due to a declining child and youth participation rates.
6. No additional arenas are required for the foreseeable future. Arena renewal and replacement projects may be considered to extend the longevity of the existing supply. Where practical and supported by demand, multi-pad designs should be considered.

3.3 Gymnasiums / Sport Courts

There are seven municipally-owned and operated gymnasiums in the City of Greater Sudbury, as well as numerous local school gymnasiums that are used by the City and community organizations for leisure programming. As identified in the 2014 Master Plan Review, gymnasiums are a good fit with other recreation facilities (particularly fitness centres and indoor pools) and are able to accommodate a wide variety of activities ranging from active team sports to banquets and day camps.

The versatility of gymnasiums enables these spaces to accommodate rising demand for non-structured activities and drop-in programs, such as day camps, dry land training, teen programs, and much more. Furthermore, indoor court sports (e.g., basketball, volleyball, etc.) continue to be popular and others, such as pickleball, are emerging.

Municipalities across Ontario are increasingly including gymnasiums within recreation centres. While there is no standard template, gymnasiums are typically influenced by community needs, although the minimum size should be large enough to accommodate a school-sized basketball court measuring approximately 23 metres by 13 metres (74 feet by 42 feet) with high ceilings. It is common for larger communities to provide gymnasiums big enough for multiple basketball courts, with curtains to facilitate simultaneous programming.

Given their flexibility to accommodate a wide range of interests, the 2014 Master Plan Review recommended that any future recreation facility development (particularly in under-served communities, including Sudbury) consider opportunities to include a gymnasium. Gymnasium size (e.g., double, triple, etc.) and design (e.g., spectator seating, stage, etc.) should be appropriate to the scale of

the facility and intended scope of services (defined in consultation with key stakeholders and potential partners).

Key Findings – Gymnasiums

1. Gymnasiums are versatile spaces, capable of accommodating a range of team sports, non-structured activities, camps, and special events. Municipalities across Ontario are increasingly including gymnasiums within recreation centres.
2. Future recreation facility development should consider opportunities to include a gymnasium. Gymnasium size and design should be appropriate to the scale of the facility and intended scope of services, defined in consultation with key stakeholders and potential partners.

3.4 Indoor Tracks

The City of Greater Sudbury does not currently have a purpose-built indoor walking or jogging track within any of its municipal recreational facilities. The YMCA contains a small indoor track while Laurentian University has a 200m 4-lane indoor track for varsity programs and local athletes. Outdoor running tracks for seasonal use are available at several schools and municipal parks.

Walking is the most common recreational activity for the majority of the population. This is particularly true for older adults and seniors. Parents with young children and rehab patients are also a primary market due to the social and therapeutic benefits. The rising popularity of walking tracks demonstrates the need for spaces that are flexible to use and access without supervision.

Indoor tracks provide an appropriate surface for walking and/or running, enhanced safety and security, and access to other amenities within a larger facility. They are particularly useful for promoting year-round activity, especially during the winter season and times of inclement weather.

Traditionally, facility provision in the municipal sector has focused on those spaces with broad community appeal, including those that accommodate introductory activities for people of all ages and abilities. Most municipalities do not endeavour to develop elite athletes or provide opportunities for year-round pursuit of any one sport – this is the role that is filled quite capably by Laurentian University. An indoor competition-level track is not a requirement of future multi-use recreation facilities in Greater Sudbury.

However, community-level indoor walking tracks are a common element within municipal recreation facilities across Canada. They can be located at grade or elevated, often encircling ice pads, gymnasiums, indoor turf fields, or fitness spaces; some concourses within OHL arenas are also made available as walking routes during designated times (e.g., Sarnia). Walking tracks typically have two to three lanes, often with a rubberized surface. Their length is usually dependent upon the design and intended use (but usually less than 200 metres, unless surrounding an arena). Complementary spaces, such as dry-land training rooms, can also be provided depending on user demand.

Most municipal walking tracks are provided free of charge, although some require a nominal admission charge. The steady volume of use is typically viewed as achieving the intent of promoting physical activity while increasing the “foot traffic” within a recreation centre. Morning and daytime use is

common amongst young parents and older adults. An indoor walking track can be a lower cost facility option in terms of capital and operating costs (although it is not likely to be revenue-generating).

To encourage active living and lifelong participation, community-serving indoor walking tracks should be considered in the design of new or expanded recreation facilities in Greater Sudbury. The design, massing, and complement of other activity spaces will dictate the fit of a track, as will the operating model. It is envisioned that the track would encircle an indoor turf field, gymnasium or arena, should these be elements of the facility.

Any track development should focus on walking and/or running opportunities for the broader community. Unless supported by a third-party (e.g., school board), there would not appear to be sufficient demand to develop a 400-metre competition track around a FIFA-size soccer field competition (e.g., Louis Riel Dome in Ottawa or Monarch Park in Toronto) given the considerable investments made at Laurentian University.

Key Findings – Indoor Tracks

1. Indoor spaces for walking and jogging provide considerable benefits for the broader community, which is particularly important in northern climates. Indoor tracks are becoming common elements in new multi-purpose recreation centres throughout Canada.
2. Indoor walking tracks should be considered in the design of new or expanded recreation facilities in Greater Sudbury. The design, massing, and complement of other activity spaces will dictate the fit of a track, as will the operating model. It is envisioned that the track would encircle an indoor turf field, gymnasium or arena, should these be elements of the facility.
3. Track and field training and competition venues are provided by Laurentian University and should not be duplicated. There is insufficient demand for a 400-metre competition track around a FIFA-size soccer field.

Section 4. Indoor Turf Facility Case Studies

Comparable indoor turf facility examples were identified and assessed to consider best practices and lessons learned. This section includes a summary of this information, including facility specifications, governance and management structure, user mix, partnerships, and more.

4.1 Comparator Facilities

Five indoor soccer facilities in Ontario were selected for review to gauge their approach to indoor soccer facility provision and management. A focus was placed on facilities in mid-sized Ontario communities, with different operating arrangements, and with varying types of construction. Each community was contacted directly to learn more about the facilities, operations, usage, and partnerships.

Comparator Facilities – Summary of Attributes

Community	Facility Name	Owner	Operator	Year Built	Facility Description
Sault Ste. Marie	Northern Community Centre	Municipality	Municipality	2012	<ul style="list-style-type: none"> • Permanent Structure • 45,000sf • 2 fields
Milton	Milton Indoor Turf Centre	School Board (land) Town (dome)	Municipality	2013	<ul style="list-style-type: none"> • Air-supported Dome (seasonal) • 66,000sf • 1 to 4 fields
Cambridge	ComDev Park	Municipality	Soccer Club	2007	<ul style="list-style-type: none"> • Air-supported Dome (year-round) • 40,200sf • 3 fields (one small)
Guelph	Guelph Community Sports Dome	Soccer Club	Soccer Club	2007	<ul style="list-style-type: none"> • Air-supported Dome (year-round) • 38,000sf • 1 field
Guelph/Eramosa	Royal Distributing Athletic Performance Centre	Municipality	Municipality	2010	<ul style="list-style-type: none"> • Permanent Structure • 65,000sf • 1 to 2 fields

The operating model of each comparator facility is summarized below, along with other notable research gleaned from our conversations with the operators.

Sault Ste. Marie

Permanent structure | Owned and operated by the City

The City of Sault Ste. Marie owns this facility and is responsible for its operation. Locating this structure adjacent to an existing municipal arena has resulted in operational efficiencies for the City. For example, concessions are shared between the two facilities and the additional snow clearing, maintenance or repair costs are reduced. Similarly, the arena staff are responsible for supervision of the dome when necessary and are available for contact. Ongoing renovations and upgrades to other municipal facilities (arena, library, seniors centre) make this an attractive option because of the economies of scale involved with facility clusters.

Milton

Air-supported Dome | Owned by the School Board (land) and Town (dome), and operated by the Town

The Halton Catholic District School Board allows the Town to use their land to operate the dome facility, which is owned by the Town. The school has priority use during the day and the Town can rent the facility to user groups from 4:00 pm onward on weekdays and all day on weekends. The Town is responsible for the costs of the bubble fabric, grade beam, mechanical equipment, and support building while the school board is responsible for turf field maintenance and site services (e.g. parking). The Town assumes all risk as the operator and user fees dictate rental rates.

Cambridge

Air-supported Dome | Owned by the City and operated by a Local Soccer Club

The City maintains ownership of the facility but the operations and expenses are borne by the soccer club. The club is responsible for staffing, insurance, equipment, and all maintenance costs associated with the building. The soccer club pays a monthly fee to lease an office area for their operations and is also responsible for the upkeep of a future capital expenditure fund, which is reviewed every 5 years and increases at a rate of 3% per annum. The soccer club pays property taxes despite the land being owned by the City. Rental rates were set by the club following a market analysis in 2007, but the club has increased rates since this time. Demand for use of the facility remains high, as a result there are no reported issues with filling the space, especially in recent years as new sports and activity trends emerge.

Guelph

Air-supported Dome | Owned and operated by a Local Soccer Club (City is mortgage guarantor)

The soccer dome in Guelph is owned by Guelph Community Sports and is operated by Guelph Soccer and an external management company. The City is the guarantor of Guelph Community Sports' mortgage on the dome. It is believed that this arrangement had worked well initially, but in recent years the soccer club has experienced financial difficulties forcing the municipality to step in and assist. As of this time, attempts to contact Guelph Soccer and Guelph Community Sports were unsuccessful and little is known about the current financial and operating status of the dome.

Guelph/Eramosa

Permanent structure | Owned and operated by the Township

The Royal Distributing Athletic performance Centre has been in operation since 2010 and has been successful in offering year-round programming at their permanent structure facility. The Township owned and operated facility operating model focuses primarily on rentals but does offer some daytime programming and public use opportunities. The facility is utilized by the local population for a variety of programming using all amenities in the space. Some examples of unique facility programs are indoor walking soccer for older adults, remote control flying, pole walking, and a Saturday night slo-pitch league. The site also includes multiple outdoor multi-purpose fields, a fully lit outdoor CFL size football field and rubberized walking track around the perimeter of the indoor turf field.

4.2 Summary of Best Practices from Comparator Facilities

The following is a summary of research from the indoor turf facility comparator group.

Facility Size

The footprint of the comparator facilities (both domes and permanent structures) generally ranges from 38,000 square feet to 66,000 square feet, with the more common size being close to 45,000 square feet. The layout within comparable structures is generally one large field that can be subdivided into halves or quarters depending on activity and full field size. Ancillary amenities common to these structures include accessible washrooms, small office or multi-purpose space, and team change rooms.

Facility Type

Based on the benchmarking research and consultant experience, the following table identifies the merits and drawbacks of permanent indoor turf structures and air-supported dome structures.

Comparison of Merits and Drawbacks of Facility Types

Consideration	Permanent Structure	Air Supported Dome
Capital Cost	A permanent building is the more expensive option to construct with capital costs dependent on facility size, design specifications and construction quality	A bubble is the least expensive alternative with capital costs dependent on facility size, single or dual liner, type of lighting and equipment selection
Operating Cost	Staff and utility costs represent the most significant operating expenses over a permanent building's 12 month operating season	Utility costs are relatively more expensive per hour of facility use however, facility operating costs apply to a shorter indoor season – 5-6 months
Seasonal Implications	These are popular winter venues but difficult to program and challenging to encourage utilization in the summer months	Offers flexibility as the courts can be covered in the winter and be converted to outdoor courts in the summer
Life Cycle	Similar to other types of community recreation buildings, the life of an indoor tennis facility would likely be between 25 to 35 years	The bubble fabric has a life expectancy of 15 to 20 years – depending on UV protection and the operator's inflation and take down procedures
Consumer Opinions	Patrons generally enjoy the environment and the program flexibility of permanent tennis court facility	Consumers like the ability to play outdoors in the summertime Some suggest that the air quality and temperature in a bubble is superior to a traditional indoor environment
Operating Considerations	Requires aggressive programming to keep occupied during the non-peak summer season	Cannot be used as a "general gathering place" due to code issues thereby limiting certain program alternatives

Usage

The primary use for artificial turf facilities is indoor soccer training and leagues. However, these facilities appeal to a wide variety of programming groups and activities. Some of the programs hosted at comparable facilities include, but are not limited to: adult recreation leagues, rugby, football, ultimate frisbee, baseball/softball, parent and tot programs, lacrosse, corporate lunch rentals, school field trips, golf, yoga, etc. One community recommended hosting open discussions with stakeholder groups to identify programming options and needs.

Most municipalities indicated that their facilities are operating close to maximum capacity, especially during prime hours. However, all municipal domes indicated that they budgeted for \$0 rental revenue during summer months (May to September); any rentals that are booked during those times are subject to staff availability and are considered a “bonus”.

Staffing

The staffing commitment for these facilities is minimal. A full-time employee of the partner organization oversees facility operation in addition to their other responsibilities, while seasonal staff (usually high school or university students) run the programs (where applicable).

Rental Rates

Where the municipality owns and operates the facility, user fees are dictated by Council and only change with approved passing of bylaws. Average rental rates per one hour of facility time are fairly consistent across all comparators: approximately \$200/hour during prime time (weekday evenings and weekend days) with rates decreasing by 40% to 50% during non-prime hours.

Capital & Operating Costs

Initial capital costs (converted to 2017 dollars) for dome facilities are estimated to be between \$3.5 and \$4.5 million. Significantly higher capital costs are associated with permanent structures. Annual operating costs for dome facilities averaged approximately \$250,000 among the comparator group. Based on financial data available, most facilities operate at a breakeven with occasional small amounts of revenue depending on seasonal weather and unforeseen rental opportunities. Indoor artificial turf facilities have the ability to function as a breakeven or profitable venture, capital financing aside.

Relationships with Non-Municipal Entities

Soccer clubs are the primary stakeholders within these facilities. For this reason, it is common practice to either develop an operating agreement with a local soccer club or to offer a primary tenancy agreement with a soccer club. The primary use agreements generally state that the club involved is granted priority access to booking during prime time hours and, in return, assists with purchasing small-scale equipment like nets and balls as well as investing in upgrades such as score clocks.

Section 5. Cultivating and Managing Creative Relationships

5.1 Clarification of Terms

While the concept of relationship building is becoming more common place in the public realm, there is a certain level of confusion regarding the legal standing of participants in arrangements involving a municipality and an outside entity. Often, these relationships are referred to as “partnerships” which is a general term that describes two or more organizations becoming involved in an engagement designed to fulfill a set of goals and objectives. However, these relationships are not legally binding partnerships or joint ventures. In fact, agreements describing these relationships normally include language that clearly conveys that the arrangement is not to be considered a formal partnership or joint venture. Furthermore, the approach employed by a municipality to search for and select a partner candidate as well as the process of determining the appropriate type of the relationship must conform with all prevailing municipal by-laws, policies, procedures and protocols.

For the purposes of this report, the term “partner” is occasionally used interchangeably with other descriptors such as associate, entity, collaborator, affiliate, ally or colleague, to identify the individual or group with which the municipality may wish to create a relationship. The term “partnership” is sometimes employed herein as a general depiction of the relationship between the municipality and an individual or organization from the public, not-for-profit or private sectors. Neither the terms partner nor partnership are intended to refer to the legal definition of a partner or partnership.

5.2 Overview

Cultivating, developing and sustaining effective relationships with public, not-for-profit or private entities is increasingly important in the effective delivery of municipal sport and recreation services. Successful relationships can help municipalities deal with intensifying demands for increased levels of services which may be otherwise difficult because of budget constraints including diminished staff resources. While relationships may not be a panacea for all of the financial pressures currently facing municipal community services departments, they do offer an attractive alternative to traditional forms of service delivery.

But, while the benefits of external relationships are many, interactions between public agencies and outside entities can be challenging – especially if the concept is new to the municipality. Progressive municipalities are capitalizing on the potential of these new models and maximizing the probability of success by adopting partnership frameworks including standardized search and selection methodologies to ensure that the relationship structure is right for the municipality. Additionally, pre-established processes ensure that the attributes of a potential partner match the requirements of the venture in question. Proactive frameworks also determine where the proposed relationship can most effectively fit within the toolkit of municipal service delivery.

This section of the report focuses on relationships between the City of Greater Sudbury and external entities interested in collaborating on an endeavour involving asset delivery, asset management, exclusive use of a publicly owned facility or the delivery of for-profit services (or quasi for-profit services) involving municipal assets. The processes and guidelines presented herein are applicable to arrangements that may involve capital investment or reinvestment in a facility while in other cases it may simply be of a “more commercial enterprise” than is generally provided by the City.

It is noteworthy that the form and structure of a relationship between the City and an external entity should be dictated solely by the nature of the venture. The contractual arrangements that spell out the details of an arrangement for the venture must be consistent with the needs and nuances of the endeavour regardless of whether the City's ally is from the private, not-for-profit or charitable sectors. Even if a group's mandate and service philosophies are seemingly aligned with municipal values, the contract terms and conditions must protect the municipality from the inherent risks of the arrangement – notwithstanding the well-meaning intentions of the proponent organization. Additionally, there may be circumstances where certain groups are not qualified to undertake a project despite their desire to serve the community. Or they may be ill-equipped, under financed, inexperienced or simply incapable of partnering on a facility development and management project.

The partnership processes described in this report standardizes the scrutiny of proposals and proponents to ensure that they are evaluated to the level of detail called for by the size and sophistication of the endeavour for which a relationship is being considered.

It is noteworthy that each project is unique and proponents will have different backgrounds, qualities and attributes. The templates presented herein can be customized and modified as required by a particular project or partner circumstance. This report's information and tools are intended to help the City determine the most appropriate arrangement and relationship structure pertaining to a particular venture.

In summary, the material presented herein will increase the City's capacity to effectively and efficiently evaluate the merits and drawbacks of potential project proponents and perspective arrangements, which will ultimately protect the interests of the municipality, the potential partner(s) and, most importantly, the residents of Greater Sudbury.

Background to Relationships with Non-municipal Entities

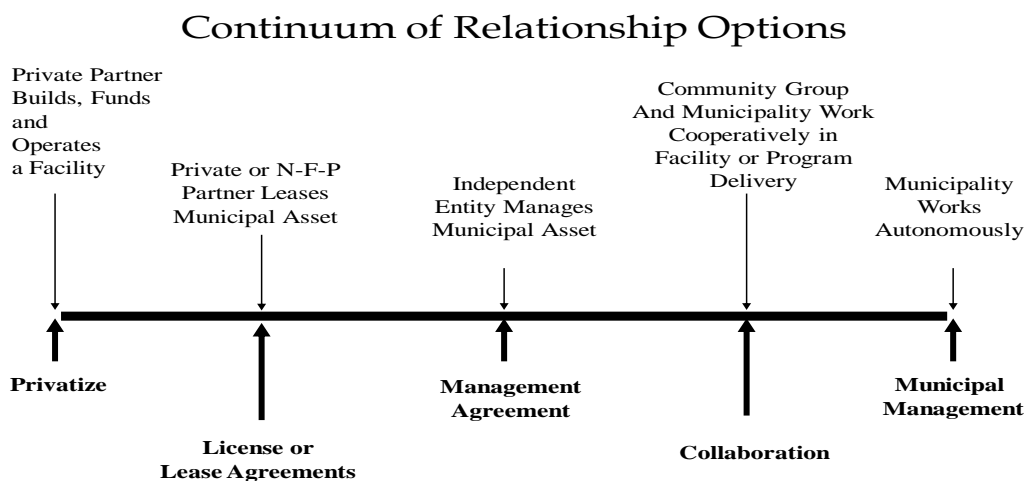
As demonstrated by the comparable facility examples presented in Section 4, municipalities utilize a variety of relationship structures to develop or operate publicly owned leisure facilities. These operating alternatives can be viewed as a continuum, with the municipal development and management approach furthest on the right of the range, representing the most conservative and traditional methodology. Privatizing facility operations would be at the opposite end of the spectrum given that the municipality would have entirely transferred the management and operating responsibilities to a private partner.

There are many options in between these extremes, including collaborative relationships with community organizations, joint ventures with a not-for-profit or private service providers, management agreements with private interests or facility license or lease agreements. The choice of the most appropriate model will depend on the characteristics and business case of the project, the municipality's expectations for the facility or service, the availability of qualified partners and the level of risk the municipality and the potential partner are willing to tolerate.

Agreements between local governments and external organizations are not new. Fairly simple arrangements between municipalities and local service clubs or sport user groups have a long and often successful history in many jurisdictions. Volunteer boards of management with operating responsibilities for arenas or community centres have also been commonplace in a host of communities across the country. However recently, certain jurisdictions are contemplating relationships that are quite different from service delivery approaches of the past. For example, non-profit or charitable groups like the YMCA are now operating facilities and providing programs in certain jurisdictions where the municipal

recreation department was once the sole service provider of leisure, fitness or aquatic programming. Likewise, municipalities have opted to align with private operators who help develop, manage and program community facilities, especially when the facility presents a viable business opportunity such as in the case of quad-pad arenas. As demonstrated in Section 4, some municipalities are creating lease and operating agreements with community groups or Boards of Education for “sport-specific” facilities such as bubbled indoor turf facilities or air supported tennis structures operated by community tennis clubs.

Understandably, non-traditional relationships – especially those involving private entities – have been met with a degree of skepticism by public sector staff and, to a certain extent, taxpayers. However, there is increasing evidence that well-conceived and thoughtfully designed relationships can provide mutual benefit to both partners while protecting the interests of the communities they serve.



There is no question that the concept of relationships between governments and non-traditional allies is a growing trend. According to the Canadian Council of Public Private Partnerships, the significant rise in the number of joint projects is a testament to the commitment of the Canadian and provincial governments to use partnerships to deliver and operate public infrastructure. And, with national and provincial ministries dedicated specifically to the cultivation of successful partnerships (P3 Canada and Infrastructure Ontario, etc.), it is unlikely that trend will diminish any time soon.

Not surprisingly, alternate service delivery arrangements are becoming more creative and successful as organizations learn more about transition issues and the need for ongoing management of these forms of relationships. There is no single formula that will satisfy all potential situations. However, as the concept evolves, best practices and guidelines are emerging and more knowledge is being gained about the more successful approach to creating and sustaining these relationships.

Section Organization

This section is designed to help the City of Greater Sudbury take advantage of industry-specific information and best practices for developing partnerships with outside interests. The section specifically focuses on projects involving municipal assets or endeavours that are somewhat more entrepreneurial than customary municipal services. It is arranged into three key areas of interest.

Section 5.2 – About Partnerships: Sets the context for a relationship between the municipality and an external organization while providing information about what to look out for in searching for an appropriate arrangement.

Section 5.3 – Relationship Guiding Principles: Addresses what is required to provide a solid foundation for successful relationships including the underpinnings of a solid working relationship between the City and an ally.

Section 5.4 – Creating Effective Relationships: Presents frameworks and templates that can be utilized by Greater Sudbury in designing and implementing its search and selection process as well its relationship management approach to ensure the partnership remains as productive as possible.

While this information does not provide all the answers, it presents the tools and information to help the City identify and select the right solution for a venture for which a collaborative response is appropriate. It also ensures that each project and proponent is treated with the same degree of scrutiny, transparency and professionalism.

The City's success in developing sound partnerships will depend on building solid relationships with adept partners. Relationships should adhere to guiding principles that emphasize respect, trust, honesty and a shared vision of accomplishing results by working together.

5.3 About Partnerships

What is a Partnership?

For the purposes of this report, the term partnership refers to Greater Sudbury's relationship with non-municipal entities. While partnering is an all-encompassing term, the nature and structure of the arrangement must be fluid enough to respond to a variety of circumstances. This report refers to a partnership as an enduring relationship between the City and an external ally through which a degree of value is received by both project participants. The arrangement should augment the City's ability to deliver community services and as such the public that is served by the relationship has a certain stake in the nature and structure of the agreement. These types of arrangements are wide ranging but frequently include: use or maintenance of civic assets; program and service delivery that benefits the City and/or its ratepayers; and delivery and operation of a public facility.

Elements of a Successful Partnership

Each potential relationship must respond to specific needs and be structured consistent with the requirements of the proposed project. However, several common elements are usually inherent with successful partnerships.

- The venture will be mutually beneficial to the partners.
- There will be clearly defined roles and responsibilities.
- There will be a performance evaluation methodology.
- There will be shared commitment to serve the needs of those affected by the venture.
- There will be a commitment to improve.
- There will be fair and honest recognition of each partner's contribution.

Choosing a Partner

Research has found nine factors that should be in place when choosing to enter into a partnership or selecting a potential partner.

- Individual excellence – partners have something of value to contribute to the relationship.
- Importance – the contemplated alliance fits the strategic goals of each partner.
- Interdependence – the partners need each other and their complementary skills, to fulfill the goals and objectives of collaboration.
- Investment – there is tangible commitment of resources by all involved.
- Increased reach – the size of the market or scope of services served by the partnership is expanded.
- Information – there is open communication regarding goals, conflicts, problems and changes.
- Integration – there are many connections between partners at several levels.
- Institutionalization – the alliance has a formal status in all organizations and cannot be abandoned on a whim.
- Integrity – no partner will try to undermine the alliance.

Potential Types of Arrangements

Although there are numerous forms of partnership structures available to Greater Sudbury, research suggests that most municipal arrangements can be grouped in one of the following categories.

- *Strategic Alliance* – a relationship that involves the municipality and one or more organizations collaborating on planning and delivering select facilities, services or programs.
- *Contract Agreement* – services contracted by the municipality to a partner organization, whereby the contracting partner delivers a service consistent with a predetermined specification.
- *License or Lease Agreement* – facilities rented by the municipality to a partner, where the licensee or leasee licenses or leases a public facility for its private and sometimes its exclusive use (although usually with provisos for public access guarantees).
- *Service Agreement* – services provided through an agreement between the municipality and one or more partner organizations, where services are jointly controlled, managed and operated by the partners as specified in an agreement.

- *Facility Development (Equity) Agreement* – facilities that are mutually planned and jointly funded, and where constituents of the participating partners would have access to the facilities in accordance with an agreement governing facility use and operations.

Realistic Expectations

A review of case studies suggests that the concept is a reasonable option for creating cost-effective solutions to both capital and operating challenges confronting many municipal community service departments. However, relationships with external entities are not a cure-all for every problem currently facing the public leisure sector. Too often, expectations are beyond the capacity of a partnership to deliver and consequently the relationship can eventually be perceived as a failure. Also, a partnership must be mutually beneficial and therefore there will likely be considerable give-and-take in terms of the project's outputs. It is therefore advisable to establish clear and attainable objectives at the outset of the project and to tie the expectations of senior officials of both the municipality and its partner directly to the anticipated results of the relationship.

Potential Outcomes or Benefits of Successful Relationships

Partnerships between municipalities and outside interests generally involve one of the following objectives and/or outcomes.

- to create or maintain public infrastructure
- to improve customer service
- to acquire access to more information
- to reduce the cost of government procurement
- to commercialize municipal resources
- to provide public agencies or community groups with greater access to new sources of capital
- to capitalize on collective energies and expertise of participating groups
- to optimize the use of public sector resources
- to undertake major social or economic initiatives

Partnership benefits compared to traditional municipal managed approaches can include the following:

- increases in operational efficiencies
- improved revenue production
- reduced operating costs – although less savings than often presumed
- shared operating and commercial risks
- expanded inventory of programs and services

Myths about Partnerships

As mentioned above, most external relationships will not result in benefits that solve all the problems currently facing municipal leisure service providers. Common misconceptions include the following:

All risks will be transferred – While certain risks may be shared between the project participants, the municipality will always be exposed to certain operational and commercial risks. For example, taxpayers often look to the municipality to resolve disputes or other operational problems even though an outside entity is responsible for facility or service delivery. Additionally, it is impossible to transfer risk without also transferring control over the elements that will influence risk. For example,

a municipal partner will not likely be successful in transferring revenue risk while retaining control over setting fees. Even though Greater Sudbury might decide to contract-out the delivery of certain services, it is likely the municipality will still be on the hook for any complaints or criticisms associated with facility standards, service quality or service interruptions. There have been cases in Canada where third party providers have abandoned projects that were valued by the community forcing the municipality to step in to resurrect the service. These situations are troubling because they are often unforeseen which means municipal staff must respond in an emergency fashion. Also, municipalities have had to deal with financial fallout from situations where former third-party providers have received advance payment for services that were not delivered.

Private equity will solve capital funding problems – Private sector capital investment is often more expensive than traditional municipal funding models. Typically, the private sector expects returns on investment that are higher than municipal borrowing rates. Often, traditional lending institutions are not inclined to provide partners – private or (especially) not-for-profit organizations – with financing assistance in the absence of a municipality's covenant to backstop the loan. It is for this reason that many capital projects involving private entities have been entirely funded by local governments.

Sponsorships/naming right fees will make an otherwise unviable project viable – While sponsorships, naming rights and creative marketing endeavours can produce useful streams of revenue, the authors of this report are not aware of any substantiated cases where these activities have converted a loser to a winner.

Project participants with similar mandates will have a solid and successful relationship – Frequently this is not the case because of conflicts in styles, branding issues or differing approaches to certain aspects of the business. For example, some municipalities that have entered into recreation facility operating agreements with not-for-profit groups have later discovered that the municipality's brand has all but disappeared from the facility. In other cases, under the operating agreement, municipal recreation clients are required to pay higher than expected fees to access the facility or participate in a program.

Once the relationship is struck, the municipality has little to do – To be successful, relationships need to be effectively managed. It is not sufficient for the municipality to nurture a relationship and then leave the partner to its own devices. It is the municipality's obligation to maintain an ongoing relationship with its partner to ensure that service standards are maintained; contractual obligations are met; required supports are provided; and potential problems are addressed through joint planning and action. A balance must be struck between the municipality's responsibility for audit and oversight and the partner's right to conduct business with minimal interference. Each party should appoint one person to be the main contact on all matters relating to the administration of the agreement. They should meet on a regular basis to stay abreast of emerging issues, resolve potential problems and identify opportunities where additional resources are required to enhance the success of the relationship.

5.4 Relationship Guiding Principles

Mutual Responsibilities

The extent of Greater Sudbury's influence on a relationship will hinge on a number of issues such as the amount of municipal investment in the project, the allocation of risk, the intricacies of the facility or project for which a relationship is contemplated and the community's perception and acceptance of a joint approach to the venture. These factors must be addressed and managed not only while developing the relationship but also as the arrangement is managed throughout its lifecycle.

The City will always be perceived as the trustee of public resources and as such should focus on achieving public benefit while managing or minimizing risk. Meanwhile, the City's partner can be focused on the facility's development and/or operations which meet pre-established partnership principles, objectives and standards. Both the City and its partner are responsible for the success of the partnership and both are ultimately accountable to the community.

Standard Partnership Approach

Most municipal decision makers believe that it is the municipality's responsibility to protect the public's interest in terms of accessibility and affordability when contemplating the creation of a relationship with an external entity. However, too frequently, little consideration is given to other issues that should be specified or controlled in relationships with external entities. Furthermore roles, responsibilities, expectations and relationship structures are often established in response to the characteristics of a particular project with too little regard given to what makes most sense for the municipality and its ratepayers.

As the public/private relationship concept became more popular in the late 1990s a Ministry of Citizenship, Culture and Recreation report provided numerous observations that remain relevant today. The report revealed that several municipalities had created relationships with private sector partners without a general framework or pre-established protocol to guide the relationship development process. In the absence of a framework, knee-jerk decisions became common place causing difficulty in effectively creating successful arrangements. At the time, municipal officials expressed a desire for a standardized approach for the evaluation and selection of the most appropriate partnership strategy and the most adept partner.

Interestingly, public sector officials frequently had difficulty in describing the municipal expectations for a relationship with a potential partner, which often resulted in miscommunication and poorly understood project objectives. Moreover, officials reported that projects frequently developed a life of their own creating momentum that was difficult to harness in mid-process and that eventually compromised the quality and potential benefit of the venture.

Relationship Principles

A well-conceived partnership framework begins with the establishment of foundational principles that pre-determine the municipal response to issues that will likely emerge during discussions with potential partners. In essence, the principles lay out the municipality's position regarding significant relationship elements. Normally a Partnership Committee or working group made up of staff, elected officials and key stakeholders develop principles that are specific to the municipality in the following areas.

- Desired level of compliance with municipal values and philosophies and the potential partner's attitude towards public service.
- Desired levels of control and the mechanisms that the municipality must be provided to ensure adequate facility quality and service standards are maintained.
- Minimum attributes that the partner must bring to the relationship.
- Municipal risk tolerance and the conditions under which risk will be absorbed.
- The degree to which stakeholders and others should be involved in the deliberations regarding the partnership and the manner in which the public's interest will be reflected in the selection process.
- The municipality's financial expectations and conditions under which certain types of investments in the partnership will be considered.

Establishing fundamental principles is a very important step in the relationship development process because criteria used to evaluate potential partners' proposals are usually tied to these overarching statements. Given that relationship with external entities will very likely be part of Greater Sudbury's future recreation service delivery methodology, a Partnership Committee and a standard set of Principles should be developed to ready the City to respond to solicited or unsolicited partnership opportunities.

An Opportunities Audit

Municipalities often utilize informal models to identify projects that may be good candidates for relationships with third parties. Often municipalities respond to proposals that arise from potential community partners and in so doing examine the most appropriate service delivery approach – self-delivered, partnered, hybrid model – for its existing inventory of programs and services. Or the municipality may have identified potential opportunities for which it could issue a Request for Proposal in search of a project or program partner – like in the case of contracting out learn-to-skate or tennis instructional programs. Another approach would be to develop and implement a partner opportunities audit.

As presented in the 2004 City of Greater Sudbury Parks, Open Space and Leisure Master Plan, an opportunities audit is a series of steps that act as a filtering process helping municipalities define suitable projects for which relationships with third party groups could be considered. The audit is a useful method to identify new projects for which the municipality would seek a partner. For example, municipal officials may decide to use the audit to determine a facility development strategy such as the manner in which it will bring new ice surfaces on-line to meet increases in demand. It could also be used to determine if an existing program or service that is currently being directly delivered by municipal staff could be more effectively or efficiently divested to a qualified partner organization.

The following steps are generally included in the audit process.

- Identify a range of services that may be potential partnership candidates.
- Determine cost/revenue implications of the traditional municipal model.
- Determine preferable partner contributions to the project.
- Identify a range of potential partners.
- Determine appropriate public sector contribution to the project.
- Identify potential partnership models.
- Identify areas where services might fall outside identified models.

- Identify potential stakeholder concerns.
- Identify mitigating factors to stakeholder concerns.
- Identify service delivery mechanisms that fit within the model.
- Determine potential cost/revenue gains by applying the model.
- Determine operating gains to the system by implementing the model.
- Determine potential costs to the system by implementing the model.
- Identify the priority of the opportunity within the leisure system.
- Identify procedures and desired timetable for the pursuit of partners.

5.5 Creating Effective Relationships

The wide range of potential opportunities coupled with the variety of potential relationship structures results in varying rationale that underpins the formation of municipal alliances with outside interests. Relationship opportunities sometimes arise from projects conceived by the local government or a new or restructured initiative. In other instances, the municipality will be required to respond to a proposal submitted by outside interests.

This section provides background information and resources to assist the City evaluate the merits and drawbacks of potential partnerships and prospective partners.

Setting the Stage for a Partnership

Municipalities often use logic models or decision frameworks to determine the most appropriate service delivery approach for new facilities or services. Effective frameworks provide answers to several important questions.

- Is the proposed facility or service needed in the community?
- Is the proposed facility or service consistent with municipal values?
- Who is best equipped to deliver the facility or service?
- Will municipal interests be protected within the selected approach?

Flexibility is an essential ingredient in functional frameworks because facility or program characteristics are frequently unique. And, community groups often have complex expectations. Practically, it is quite likely that a pre-established framework will evolve as the City becomes more familiar with its application.

There are several key questions that should be answered before entertaining the concept of a partnership for the development of a facility or a new partnered approach to service delivery.

- What is the value of the asset for which a relationship is contemplated and what is the City's required investment to support the partnership?
For existing facilities, the value question should consider the physical condition of the asset, its replacement value, any peculiarities of the facility and its geographic location. It may be helpful for the City to establish "dollar value thresholds" for small, medium and large projects that could be linked to different levels of approvals, special investigation requirements, the application of various degrees of viability tests, etc.
- Will the City's investment be a one-time expense or will there be a requirement for ongoing funding support?

Municipal subsidies to pay for financial short falls over the lifecycle of a facility (which could be 25 to 40 years) could easily eclipse the initial capital costs of construction. The total project cost including subsidy support should be determined early in the process.

- To what extent is the public expected to utilize the facility or service?
Conversely, what would be the community impact if the facility or services were no longer available?
- In view of the size and complexity of the facility in question, what specific skill sets are required of the venue operator?
Further, do municipal personnel have the necessary skills to operate the facility or would additional expertise be required?
- Does the City have written operating specifications and standards of performance for the building type contemplated for a partnership arrangement?
If so, is it realistic to expect that an external organization would be able to meet the City's standards?

Framework to Determine Service Delivery Approach

Leisure Service's mandate, goals and service objectives should establish the City's basic position on issues associated with the desired community and individual benefits arising from the provision of a new facility or service. Therefore, the City's public-service philosophy, service priorities and objectives for a relationship with outside groups should form the foundation upon which the decision framework is based.

Once the mandate, values and service objectives have been established, it is necessary to determine if the municipality is best equipped to provide the facility or service (direct delivery) or if a relationship with a community group, not-for-profit organization or private partner is the most appropriate service delivery approach (indirect delivery). This is a reasonable starting point whether the City is readdressing its delivery method for an existing facility or service or determining the best approach for a proposed new one.

At a very minimum, the facility or service must concur with the Leisure Service's mandate and values. This is an important determination because from time to time the City may be asked to participate in ventures or to provide services that are outside usual norms – which represent elevated levels of service and sometimes involve new operating expertise or other requirements. Even though the proposed service may have merit, the municipality should not feel obligated to participate in its delivery if the service is outside of the City's mandate or in conflict with municipal priorities.

Determination of need, assessment of inherent or potential risks, identification of adequately equipped partners and an assessment of the necessary attributes required to be involved in facility or service provision are all necessary precursors to shaping service delivery approaches. With this information in hand, Leisure Service can effectively compare the merits and drawbacks of the direct and indirect delivery methods on a facility-by-facility or service-to-service basis. The following model illustrates a sample framework or decision-making process that could assist in selecting from the two delivery approaches.

Decision Tree for Direct vs. Indirect Service Delivery

Steps in the Process	Consequence
Is the facility or service consistent with the municipal mandate and service philosophy?	If yes, proceed to next step If no, do not consider municipal involvement in the project
Is there a municipal role to play in providing the facility or service?	If yes, proceed to next step If no, do not consider municipal involvement in the project
Is there demonstrated community need for the proposed facility or service?	If yes, proceed to next step If no, do not consider municipal involvement in the project
Can specifications ensure that an outside entity will conform to the principles of Leisure Service's mandate, values and service standards?	If yes, proceed to next step If no, consider providing the service using a traditional municipal self managed approach (direct).
Can financial and liability risks be reasonably mitigated through an arrangement with an outside entity?	If yes, proceed to next step If no, consider providing the service using a traditional municipal self managed approach (direct).
Are there suitably qualified or properly equipped partners willing to provide the facility or service?	If yes, proceed to next step If no, consider providing the service using a traditional municipal self managed approach (direct).
Can the delivery responsibility of the service or program be assigned to an outside entity on a sole source basis?	If yes, proceed to next step If no, issue a Request for Proposal or other procurement process specified by purchasing policies.
Is there consensus regarding the terms, conditions, standards of delivery and responsibilities of the facility or service delivery agent?	If yes, proceed to next step If no, negotiate mutually acceptable operating and performance standards with an outside entity.
Establish a relationship with an outside entity to deliver the facility or service and adopt a mutually agreeable monitoring system.	

This framework simply formalizes the thought process when evaluating the merits of the direct compared to the in-direct facility or service delivery approach. Additionally, utilizing the framework to define “who is best to do what” also involves an assessment of the requirements of the facility or service to ensure that the responsible party is adequately equipped to be successful. This might result in the identification of new or additional supports that the Leisure Services should provide an outside entity or opportunities where organizations can become more effective with increased assistance from municipal staff. In other words, if the indirect delivery approach were identified as the most appropriate direction for a particular service, Leisure Services role would change from a service delivery to a support function. This may require the deployment of different types of resources and it might be necessary for staff to acquire new types of skills to effectively nurture and support outside groups.

If the indirect delivery approach is found to be most applicable to a particular facility or service, careful management of the relationship between the City and its delivery agent (volunteer organization, private

company or community partner) will be important in achieving desired results. Mutual planning, regular monitoring and frequent communication are critically important.

Municipal community service departments that elect the indirect delivery approach are finding it increasingly difficult to simply rely upon a willing service delivery provider without first establishing operating or service standards of delivery to protect the interests of the municipality and leisure service clients. Some municipalities work out what is expected of the community partner and then create an agreement or letter of understanding that is endorsed by both parties. The points that are covered in the documentation are dependent upon the complexity of the initiative and the risks involved – but at a minimum should include specifications regarding safety, facility operations (if applicable) service quality and the financial agreement.

In summary, the framework outlined above can be employed to: (1) determine the role of partners in service delivery; (2) determine the Leisure Services' most appropriate delivery method for new services; and (3) reassess the Leisure Services' role for existing services.

Formulating a Relationship

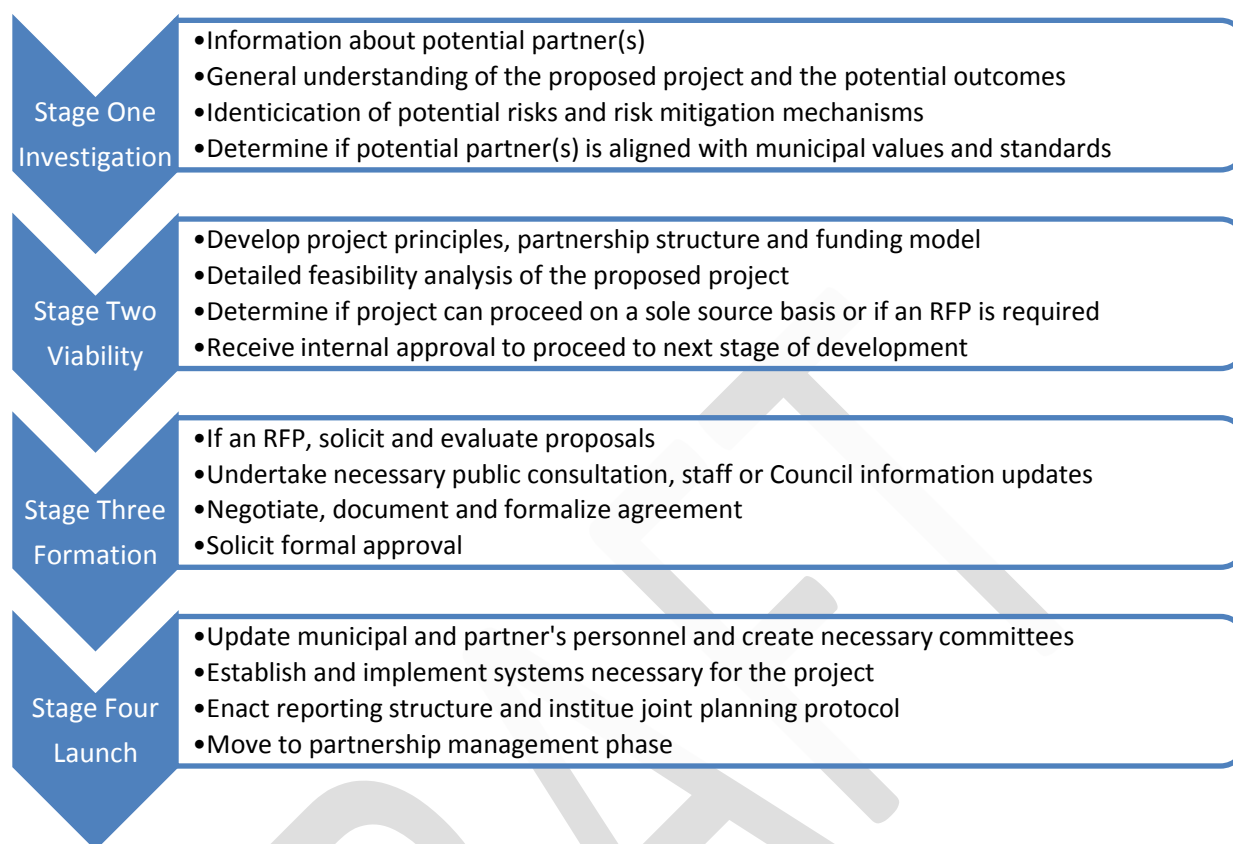
Guided by the planning principles and based upon the outcome of the opportunities audit, the City will be in a position to match potential relationship models with selected types of projects. The process of searching for an appropriate ally and establishing a productive relationship will largely hinge upon successfully completing the planning ground work in advance of considering a particular project.

To help standardize the thought process in relationship development and to ensure that affiliation variables are considered, many organizations utilize process models to visually demonstrate the required activities, the anticipated outcomes and the decisions that arise from achieving process milestones. As stated earlier, there is tremendous variation in the size, complexity and nuances of relationships between municipalities and external entities. It is therefore impossible to anticipate all the considerations that may apply to any particular relationship. For this reason, staff typically rely on expertise and resources available through the various municipal business units – in particular Purchasing and/or Procurement, Finance, Legal and the department that will be most affected by the partnership.

As previously mentioned, many jurisdictions have established Partnership Committees or Technical Committees to oversee planning, formation and monitoring of relationships with outside entities. Committee members are usually representatives of the aforementioned business units plus elected officials and sometime stakeholders with knowledge of the project or venture but free of any conflict of interest.

A simplified process model illustrating a typical four stage approach to establishing a partnership is presented below. A more detailed model is presented in **Appendix A**.

A Four Stage Partnership Development Model



Proactively Locating and Evaluating Partners

The City of Greater Sudbury's By-law 2014-1 clearly outlines the City's governing procurement policies and procedures. The By-law sets out the Council approved approach to procurement methods and procedures, proponent notification responsibilities, purchasing approaches that are based on the value of the purchase, Request for Pre-Qualifications procedures, Request for Tenders and Request for Proposal methodologies, cooperative purchasing, response to unsolicited proposals and revenue generating contracts. The City's methods to locate and evaluate potential project participants must conform to all of the terms and conditions of the aforementioned By-law.

As suggested by the preceding model, the City will be in the best position to benefit from creative relationship building if it proactively pursues collaborative projects that it believes will bring value and elevated service potential to Sudbury residents. In doing so, it is likely that municipal officials will most often use the tender call process and the Request For Proposals (RFP's) approach to locate a suitable partner.

The tender call process is appropriate when the City is seeking a well-defined product, service or commodity and detailed specifications are available. It should be understood that the tender process generally limits the potential for creativity on the part of candidate partners.

The Request For Proposal (RFP) process is appropriate when the City identifies a need or opportunity, but the means to achieve the desired outcomes are not readily known and creative solutions are

expected. This method also creates a competitive environment involving several potential partner candidates whose proposals can be evaluated and rated against one another. The issuance of an RFP may be preceded by a Request for Interest process to narrow the field of potential partnership candidates to those that are most qualified to proceed to the more detailed RFP process. The RFP can also include a “municipal management” option that involves the development of a “Municipal Comparator” against which outside proposals are tested. These elements and processes are described below. Sample templates and worksheets that support the implementation of these evaluation methodologies are contained in the various appendices of this report.

Implementing a Three Staged Selection Model

Assuming that the investigation stage of the model indicates that the venture is a candidate for a collaborative project, the City could initiate one of the two aforementioned methods of locating the partner. For complex projects, it is likely that the municipality would elect to implement a three-staged search and selection process. The detailed steps of this three-stage process are presented in **Appendix B**.

Guided by the planning principles and based upon outcomes of the opportunities audit, the City would be in a position to match potential relationship models with selected types of projects. The process of searching for an appropriate partner and establishing a productive relationship will largely hinge upon successfully completing the planning groundwork identified in the Stage One analysis.

The first step in the search and selection process usually involves a Request For Interest (pre-qualifications) during which candidates attempt to demonstrate their worthiness for the project. This stage normally concludes with recommended short-listed proponents proceeding to the RFP stage of the process. A sample communiqué to the Evaluation Committee as well as a pre-qualification evaluation criteria and a scoring form are presented in **Appendices C and D**.

The next step involves a response to a comprehensive Request For Proposals, the details of which will vary depending upon the nature of the project. It is at this point where specific evaluation criteria based upon the planning principles are employed to evaluate and rank proposals. Based upon the elements of the propositions and the nature of the venture, the City would decide upon its desired relationship structure. The level of municipal contribution to the project (financial and other resources), the level of control the City wishes to maintain and its risk exposure will likely determine the structure that is most appropriate.

To assist Greater Sudbury develop a more thorough understanding of the application of the Request for Proposals evaluation process, **Appendix E** provides sample descriptions of the evaluation criteria and a sample evaluation form specifically for the Request for Proposals stage of the Relationship Development Model. These materials have been drawn from previous partner search and selection processes and are presented herein to provide Greater Sudbury sample templates upon which to build its own process documentation.

Ultimately, the RFP selection process is to conclude with a selection of the preferred proponent that the Committee deems to be most qualified to undertake the project. In certain circumstances, the evaluation also includes a comparison of the top candidate’s proposal to a municipal management model. If a “self-managed option” is to be considered as potential alternative, a municipal comparator must be created in advance of beginning the RFP evaluation process. Additionally, proponents must be

advised that, depending on the outcome of the process, the municipality may elect to keep the project in-house.

Negotiating the Agreement

Although the successful proponent will have identified the major requirements of the partnership, the negotiation process involves in-depth discussions and reviews with the intent to creating a mutually acceptable and viable working relationship. Normally, detailed negotiations are quite time consuming, especially for complex projects.

Monitoring and Managing the Agreement

After implementing the project, the partners should engage in a mutual evaluation of the relationship. Where necessary, adjustments to roles and responsibilities should be considered to improve the working arrangement between the partners and the results of their efforts. Outcomes should be tested against the partnership principles and new directions should be guided by the predetermined municipal positions regarding the partnership. The consequence should be consistent with the objectives for the venture and the expectations of the partners.

Dealing with Unsolicited Proposal

The City of Greater Sudbury's By-law 2014-1 spells out the City's policy regarding unsolicited proposals as follows:

"No award of a Contract shall be made for an unsolicited proposal unless it is determined by an Authorized Person that there is a legitimate need for the Goods and/or Services offered by way of an unsolicited proposal, then the purchase shall be conducted in accordance with this By-law."

The City sometimes receives proposals for proposed projects which staff have not contemplated to be a potential venture in which the municipality would become involved. In view of the fact that the City cannot avoid receiving these unexpected propositions, it may be helpful to consider a review framework that supports By-law 2014-1, while conforming to all of the procedures and obligations specified by the procurement policy.

Simply because a relationship is proposed is not reason enough to pursue an arrangement with an outside party. The venture must first successfully proceed through a thorough assessment to ensure compliance with municipal values and mandates. The following review framework is specific for unsolicited proposals and demonstrates the manner in which the City can assess this particular type of partnership proposition.

As illustrated in the following graphic, unsolicited proposals should undergo scrutiny in terms of their compliance with the direct and indirect service delivery decision framework as well as the normal criteria that would be applied to a proposition in response to a Request For Proposals. Additionally, proponents will frequently contend that their propositions are unique and should qualify as a sole source opportunity. It will be important for the City to thoroughly investigate the validity of these claims prior to establishing the most appropriate partnership search and selection process.

Standardized Framework for Evaluating Unsolicited Proposals

The City receives an unsolicited proposal from an outside entity.



Proposal is forwarded to a staff Review Committee for analysis.

Does the proposal comply with municipal values, public-service philosophies and community focus?	Yes ▼	No ▶	Reject the proposal.
Does the proposed project meet a demonstrated need and provide community benefit consistent with municipal priorities?	Yes ▼	No ▶	Reject the proposal.
Does the proposed project meet minimum requirements of providing a business plan, risk assessment plan, value assessment, municipal financial and risk obligations, proponent's qualifications, etc.?	Yes ▼	No ▶	Reject the proposal.
Does the proposed project or concept meet the proprietary test?	Yes ▼	No ▶	Initiate the City's typical Request for Proposal process or reject the project.
Does the additional detailed information requested by the Review Committee meet the test of reasonableness and does the project seem viable?	Yes ▼	No ▶	Reject the proposal.
Recommend the project for further consideration and apply the partnership formulation model described above.			

Assuming that the project appears worthwhile, but not deemed proprietary, the City's usual RFP search and selection process would be implemented. However, if the City is satisfied that the concept is worthy of further attention and it is deemed proprietary such that a sole source negotiation would be appropriate, the proponent should provide detailed information, which at a minimum should include the following:

- a comprehensive needs analysis;
- a comprehensive business plan;
- the proponent's financial capacity;
- a clear demonstration of the sustainability of the project;
- in the case of a not-for-profit group, the organization's secession plan;
- detailed evidence of community benefit; and
- a full risk analysis.

A staff committee or a review team assigned to the project would apply criteria similar to the normal RFP process to evaluate the proposition and to determine if the project should be recommended for consideration by Council.

Effectively Managing Service or Operating Agreements

To be successful, agreements need to be proactively and effectively managed. It is not sufficient for the City to nurture a relationship with an outside group and then leave the group to its own devices. It is the City's obligation to maintain an ongoing relationship with its partner to ensure that:

- service standards are maintained;
- contractual obligations are met;
- required supports are provided; and
- potential problems are addressed through joint planning.

A balance must be struck between the municipality's responsibility for audit and oversight and the partner's right to conduct business with minimal interference. Each party should appoint one person to be the main contact point on all matters relating to the administration of the agreement. They should meet on a regular basis to stay abreast of emerging issues, resolve potential problems and identify opportunities where additional resources are required to enhance the success of the relationship.

There are lessons learned from other municipal experiences in this area. Even though a municipality might decide to contract-out the delivery of certain services, it is likely the municipality will still be on the hook for any complaints or criticisms associated with service quality or interruptions in services. There have been cases in Ontario where third party providers have abandoned projects that were valued by the community forcing the municipality to step in to resurrect the service. These situations are troubling because they are often unforeseen which means municipal staff must respond in an emergency fashion. Also, municipalities have had to deal with financial fallout where former third-party providers have received advanced payment for services that were not delivered.

These types of issues can be mitigated or completely avoided through proactive contract management.

Staff who are responsible for managing relationships with service providers require contract management expertise that is different from the skills that would be necessary if the same staff were to deliver the service themselves. Effective contract managers thoroughly understand the roles, responsibilities and obligations of both sides of the relationship and establish information sharing and reporting mechanisms to ensure that the expectations of both partners are met throughout the term of the agreement. The municipal representative may also need to educate the service provider about the necessity for regular meetings and reports especially when dealing with volunteer organizations that are often not well versed in management practices. Utilizing a community development approach, the City's staff person would become the nurturer, trainer and support agent to help community-partnered projects reach their full potential.

It is also important that the municipal staff responsible for the relationship knows how to monitor results, interpret reports, and evaluate accomplishments and shortfalls. Furthermore, the staff must be capable of identifying areas of necessary improvements, be able to effectively communicate the need for improvements and have the capacity to provide guidance that would lead to performance consistent

with the City's expectations. Therefore, matching the skill sets and talents of the assigned staff person with the nuances of managing the agreement is essential.

Managing Agreements with Volunteer Groups

The nature of volunteer organizations sometimes requires that agreements set out details not normally required in relationships with formal legal entities – such as private companies. Some municipalities have obligated community partners to have a clear secession plan to ensure that the organization is sustainable beyond the tenure of its current executive or core group of volunteers. This helps to protect the interests of the municipality and brings a certain degree of assuredness to the arrangement for the entire term of the agreement.

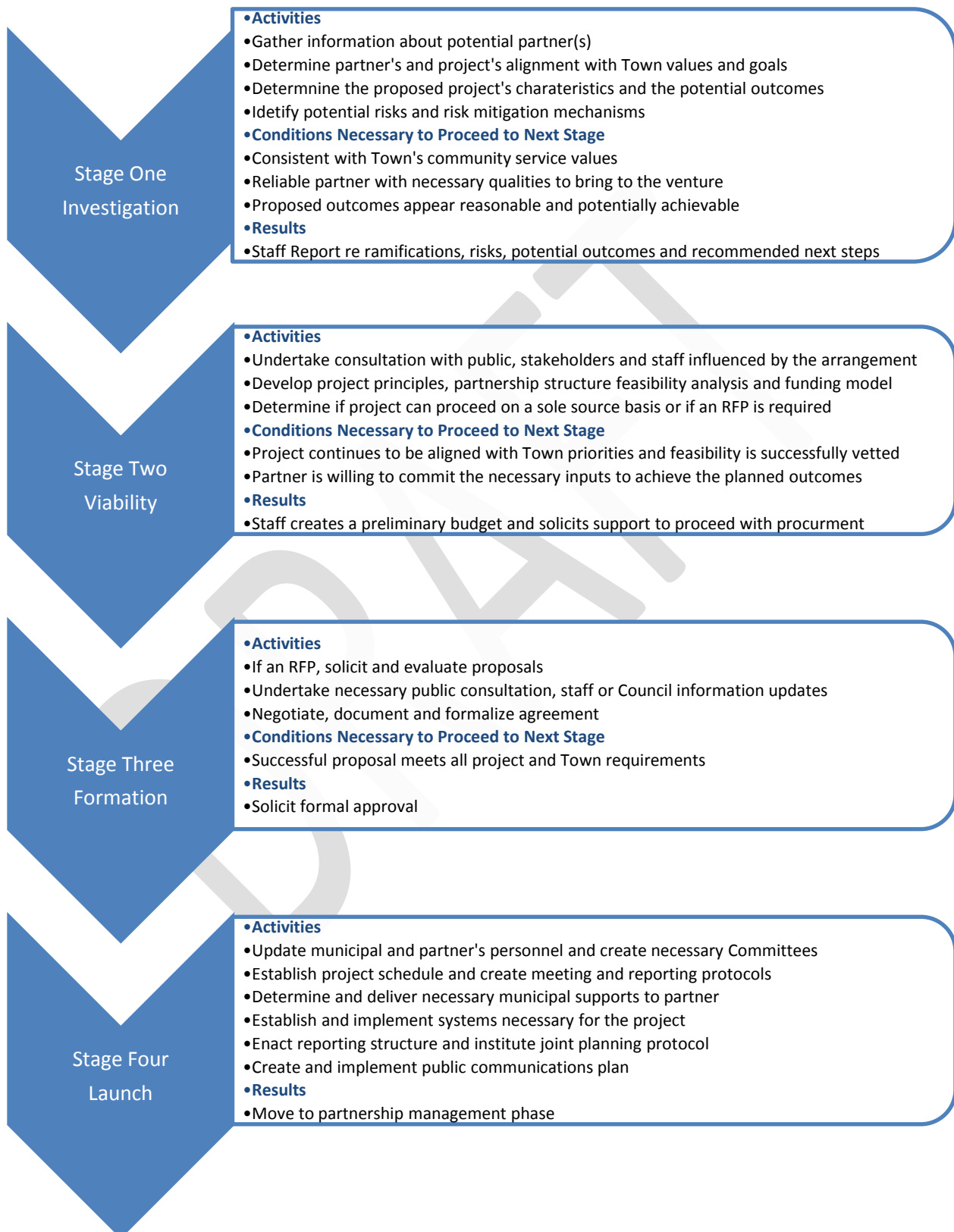
Managing Contracts Must Be Adequately Resourced

Effectively managing arrangements with outside interests is time consuming. A common misconception about out-sourcing is that the practice will substantially reduce or eliminate staff time associated with the delivery of the service. Depending upon the nature and complexity of the agreement, contract management could require as much, if not more staff time than direct service delivery, especially during the contract's infancy. It is therefore important that the Department be equipped with the appropriate number of adequately trained personnel to manage relationships with external organizations.

Evaluation and Monitoring

After implementation, the partners should engage in mutual evaluation of the relationship. Where necessary, adjustments to roles and responsibilities should be considered to improve the working arrangement between the partners and the results of their efforts. Outcomes should be tested against the partnership principles and new directions should be guided by the pre-determined municipal positions regarding the partnership. The consequence should be consistent with the objectives for the venture and the expectations of the partners and the communities they serve.

Appendix A: Four Stage Partnership Development Model



Appendix B: Detailed Steps of a Three-Stage Search and Selection Process

<i>Task</i>	<i>Proposed Date</i>
Assemble current operating and performance data	
Validate principles, criteria and background information	
Finalize Selection and Technical Committees	
Finalize elements and nature of the offer to proponents	
Prepare Request For Proposal (RFP) document	
Receive comments and approval from Committee re RFP	
Prepare Request For Expressions of Interest (RFI) document	
Receive comments and approval from Committee re RFI	
Assemble list of likely proponents and advise re project	
Advertise project and availability of RFI	
RFI submission deadline	
Evaluate RFI submissions	
Short list most qualified candidates	
Release RFP document to short listed proponents	
Site visits by short listed proponents	
Short listed proponents bidders meeting	
Request For Proposal submission deadline	
Evaluate written proposals	
Interview candidates	
Committee meeting to select and confirm preferred candidate	
Prepare process report	
General Manager's report and Council meeting for approval	
Negotiate contract	
Contract award	

Appendix C: Sample Letter to Evaluation Committee

Introducing the Pre-Qualification Scoring Process

Please find attached, criteria descriptions and an evaluation form that been prepared to assist you in scoring the submissions to the Request For Pre-Qualification Document, Management and Operations of Project's selection process. The evaluation criteria reflect the issues that will be important to the success of the project and are described in the Request For Pre-Qualification Document. It would be useful to familiarize yourself with the contents of the Document in advance of evaluating the submissions.

The evaluation form has been structured to accept your scores for each category of criteria. As a suggestion, you may wish to use the following formula to grade each area of the submissions.

Excellent	90% - 100% of available score
Good	80% - 89% of available score
Satisfactory	70% - 79% of available score
Marginal	60% - 69% of available score
Unsatisfactory	0% - 59% of available score

As described on page 14 of the Pre-Qualification Document, to be successfully pre-qualified, proponents are required to score a minimum of 60% of the points assigned in each category and must achieve an overall score of not less than 70 out of the possible 100 points to be short listed – thereby proceeding to the next stage of the selection process. In accordance with the City's purchasing procedures, all proponents that achieve these minimum scoring thresholds will be invited to respond to the Request For Proposals during Stage Two.

You will note there is a column on the Evaluation Form for brief notes describing the rationale for your scoring decisions. This information will offer helpful reminders when we discuss and tabulate the Committee's collective evaluations.

An Electronic Evaluation Form has also been provided. Based upon input of Evaluation Committees in other similar projects, it is often easier to complete the manual Evaluation Forms (including rationalizing notes) before entering the scores in the Excel spreadsheet. Therefore, it is suggested that you evaluate all submissions manually and then transfer your scores to the Electronic Form. Please change the column headings from "Proponent A" etc. to the actual name of the proponent entity and enter your score for each criteria category. The spreadsheet will calculate the proportion of the proponent's score compared to the total available score per category of criteria and tabulate the Grand Total for each candidate.

Space has been provided to accept scores for twelve submissions. In the event that more than twelve proponents respond, simply copy sufficient columns to accommodate the additional scores.

Please consider the following suggestions when scoring the Pre-Qualification submissions:

- Read all submissions before beginning the scoring exercise. This will help in ranking the merits of submissions. Your relative judgment of the elements in each category of criteria may be clearer and scoring may be easier on your second read.
- Note your scoring rationale for each criterion in the designated column.
- Enter your name in the space marked “*Evaluated by*” on both the manual and electronic forms.
- Rename the electronic form file to identify you as the evaluator.
- Keep the contents of all Pre-Qualification Submissions confidential.

Please complete the evaluation process and submit the electronic file including all of your scores to X, no later than “date”. Retain your manual Forms for reference purposes when the Committee deliberates the relative merits of the submissions.

The Evaluation Committee will meet on “date” to complete the Stage One evaluation. The Committee will discuss individual scoring rationale for each criterion and draw conclusions regarding submissions. Collectively, we will tabulate scores and reach consensus on a short list of proponents who will be invited to proceed to Stage Two.

I trust the evaluation process of this Pre-Qualification Stage is clear and that the forms are self-explanatory. Please do not hesitate to contact X for any further assistance in advance of the upcoming evaluation meeting.

Appendix D: Sample of Proponent Pre-qualification Criteria Descriptions to Assist Selection Committee to Score Proponent RFI Submissions

Corporate Information

Proponent Corporate Structure and Stability

The ability of the proponent to demonstrate corporate stability and a historically solid financial position will be an important factor in determining the company's (or consortium's) worthiness to proceed to the next stage of the evaluation process. Submissions should include an indication of the proponent's corporate staff and management structure, years in business, relationships and alliances with other firms, funding sources (such as investors), and details that instill a level of confidence that the proponent is committed and able to enter into a long term relationship with the City. In the case of a consortium, the submission should clearly indicate the lead firm, providing a confirmation that the financial obligations that are implied by the concept are protected by the lead firm's covenant.

Proponent Capacity to Undertake the Project

The submission should include an indication of the proponent's capacity to partner with the City on the project of the size and scope of the proposed concept. The proponent team should include individuals or associate firms with the necessary talents, experience and financial base to undertake all financial and operating elements included in the package. Moreover, the degree to which the lead firm is involved beyond the initial stage of the project may be important, depending upon the nature of the proposed relationship. For example, a firm that may not be involved in the Management/Operating agreement might front development of certain recreation assets. The score for this criterion should reflect both the capacity of the contractor and the proposed operator.

Previous Experience

Past experience of the team or key firms within the team, in operations of facilities of similar nature and scale will be an important evaluation factor. Previous experience involving project related management and operations or other businesses included in the proponent's concept should be considered. An assessment of the skills of individual members of the consortium, separate from the assessment of the demonstrated ability of the firms within the consortium should also help guide the evaluation decision. Consideration of who are the key players on each team and their past experience and the proposed types of facilities should be answered. Depth of the team is also an issue. A consortium with good skills represented by only one individual may not be scored as highly as a consortium that includes more than one individual with the appropriate talents.

Basic Concept Elements

Compliance with Project Objectives

The Request For Interest documentation will outline the City's objectives for the project. Issues such as enhanced leisure opportunities available to City residents and financial benefits to the City will be

addressed. The submission should clearly outline the manner in which the concept and the proponent's plans are capable of fulfilling the objectives.

Quality of the Concept and Facilities

The submission should describe a basic concept that is sound and provides City residents with access to facilities and other support services consistent with the City's traditional recreation standards. Basic operating elements, effective use of the proposed site and other fundamentals of the concept should be evaluated under this criterion.

Cost Efficiencies, Net Revenue and Operational Effectiveness

Although the Request For Interest will provide only the basic elements of the financial proposition, the proponent should identify (even if only in general terms) cost savings, a proportion of net revenues, or operating efficiencies that would accrue to the municipality as a result of the project. For example, a concept that would help the City avoid capital or operating (net) costs normally associated with a municipally developed facility, without compromising facility or service quality, would be viewed favourably. Opportunities to re-allocate existing resources to other service areas (such as staff redeployment) are benefits that could be included in creative partnership propositions. It will be important to focus on the concepts and possibilities rather than searching for specific financial details during Stage One.

Enhanced Concept Elements

Plans for Additional Facilities

The proponent's submission may include facilities and support amenities beyond basic operations. Ancillary facilities that enhance the facility's character and are in keeping with the objectives of the project while remaining sensitive to the needs of participants and other facility users should receive favourable consideration. A proposition that demonstrates an understanding of the market conditions and (likely) viability of the supplementary components should receive high marks.

Creative Leisure Service Enhancements

A concept that creates a desirable destination should be viewed favourably. Innovative, creative ideas for attracting new and return participants should be given merit. Further, plans to integrate different types of facility uses within one complex to the extent that the leisure experience is enhanced beyond what would normally occur at a municipal facility should fare well under this criteria.

General Completeness and Clarity of Submission

The provision of a well-organized, thoughtful submission that clearly describes the proponent's concept and capabilities to perform the associated responsibilities are important. Submissions should be evaluated based upon their comprehensiveness, thoroughness and clarity.

Proponent: _____

Evaluator: _____

City of Greater Sudbury Project Title <u>PREQUALIFICATION EVALUATION FORM</u>			
Criteria	Assigned Points	Score	Notes
Corporate Information <ul style="list-style-type: none"> Corporate structure, profile, philosophy and stability Capacity to undertake the project - financial, operating, management structure 	30		
Key Personnel <ul style="list-style-type: none"> Background and experience Structure of proposed team and availability of each member Organizational chart 	30		
Previous Experience and References <ul style="list-style-type: none"> Current projects and current tenure of each project Scope and size of projects Capital investments made during project Financial benefits provided 	35		
Submission <ul style="list-style-type: none"> Completeness, comprehensiveness and clarity 	5		
TOTAL	100		

Note: Score each criteria category based on the following proportion of assigned points:

Excellent – 90% - 100%

Good – 80% - 89%

Marginal – 70% - 79%

Satisfactory – 60% - 79%

Unsatisfactory – 0% - 59%

Appendix E: Sample of Request For Proposals Evaluation Criteria Descriptions to Assist Evaluation Committee to Score Proponent Responses to the RFP

Project Team – Weight 25

Proponents were advised that although the pre-qualification stage of the Process evaluated their general capabilities to undertake the project, the Evaluation Team is now interested in the relevance of the corporate capacity and individual qualifications to the contents of the detailed proposal. Proponents were asked to provide precise information that identifies the application of their backgrounds to the fulfillment of the project objectives and the significance of qualifications of individuals who will be involved in the project to the successful implementation of the proposed concept and approach.

Corporate Overview

Proponents have been asked to provide a list of all directly related facility management background. Your assessment of past experience in the management, operations and equipping of facilities similar to the proposed facilities will be an important evaluation factor. Additionally, you should be looking for experience in developing facilities similar to the size and scope of the proponent's proposed plans for the facilities.

The Request For Proposal also describes the City's desire to select a proponent with values and philosophies congruent with the City's public service beliefs. Furthermore, the RFP suggests that the facilities and services must conform to the service mandate and basic principles that underpin the City's philosophical approach to the delivery of leisure services. Therefore, you should look for evidence that the proponent's operating approach and plans for the City's facilities are consistent with these public service values.

Proponents with experience in operating a number of different facilities – possibly in different sectors – and/or with diverse background that demonstrates exposure to a wide range of operating environments may be preferred over a group with more limited and less varied background. Also, you should be looking for “relevant experience” that can support the proposed operating plan to the extent with the proponent has an established capacity to successfully undertake elements proposed in the plan.

You should assign a score of between 0 – 10 for this group of criteria.

Corporate and Individual Qualifications

Previous experience of the proponent and its team members in successful projects involving similar facilities are a must. An assessment of the previous experiences of the management team and individuals who will ultimately be responsible for the City's operations should guide your evaluation decision. Consequently, consideration of the key people on the management and operating team and the past experience in similar facilities should be answered. The number of individuals on the team having previous experience in similar projects is also an issue. A proponent that plans to designate an experienced operator should score higher than a proponent offering an operator of limited experience.

The proposed on-site management and staff team's expertise in operating similar facilities are important selection considerations. Demonstrated abilities in management, concession and other retail activities, facility maintenance, equipment maintenance, sports facility operations, food and beverage acumen, and other applicable operating capacities should be given merit. Exposure to community programming as well as customer service experience such as involvement in the hospitality industry would be useful background. The assessment of the skills of individual members who will be assigned to the City's operations will be important. This section of criteria allows for consideration of who are the key players on the team and the personnel's past experience in making these types of facilities successful. The depth of the operations team is an issue... an organization with good operation skills represented by only one individual may not score as highly as a group which includes more than one individual with adequate operating credentials.

You should assign a score of between 0 – 15 for this group of criteria.

Concept and Proposed Relationship – Weight 10

The RFP asks proponents to clearly define the expected arrangement with the City. They are to identify the roles and responsibilities with respect to day-to-day management of the facilities, capital maintenance and conservation. The RFP also asked for an indication of the ongoing responsibilities of the City (if any) with respect to staff and other resources. Program, support, maintenance, and other activities that will be subcontracted are to be identified, along with an indication of to whom these areas will be subcontracted.

These criteria also deal with the provision of a sound relationship between the City and the proponent, reflecting the objectives of the project as articulated in the RFP while remaining sensitive to the service requirements of the facility's patrons. Proponents should suggest an operating agreement accompanied by development strategies that are consistent with (at a minimum) the facility requirements outlined in the Request For Proposal. In each case, the working relationship, operating responsibilities, financial proposition, and other key business elements should be simply put and straightforward. Ambiguities in the proposed business relationship could indicate the proponent's lack of familiarity with this type of project or that the actual agreement may be less favourable to the municipality than the proposal would imply. An equitable relationship will ensure benefits accruing to each party are congruent with the respective capital investment, risk, operating responsibility, and financial return to each party.

This series of criteria also relates to the proponent's understanding of market conditions and asks for an indication of a preliminary feasibility analysis. It is important that the proponent understands the City's recreation and leisure markets to the degree that business plans and operating strategies can be developed in response to local supply and demand. Therefore, look for evidence that the proponent has done its homework in looking at the various influences that would potentially affect the operations ability to attract users, operate special events and/or service the patrons the facility. Generalities or ambiguities could imply that the proponent is not basing the proposed concept on information specific to the City.

The proponents were also informed that the proposal must include an assessment of the viability of the facilities as prescribed by the arrangement with the City. Look for evidence that the proponent understands local competitive forces, has considered opportunities to capitalize upon under serviced market segments, can implement niche marketing concepts for certain elements of the operations, is

sensitive to the potential impact of adjusting the current municipal operating approach, and recognizes the possible negative influence on operations by any proposed facility development.

Although the project objectives are not specific regarding the City's expectations associated with risk allocation, they imply the municipality's desire to establish an economic arrangement producing a return commensurate with the municipality's current investment in the sites as well as inherent operating and financial risks that would accrue to the City as the facility owner. Proponents were asked to provide information regarding their understanding of and conformity to provincial and municipal labour and safety law requirements, methods of limiting risk exposure such as adherence to accepted operating specifications and ongoing facility maintenance, and other security initiatives. Furthermore, the proposal should illustrate the proposed capital conservation and improvement program including asset repair and maintenance activities and capital infrastructure reserve commitments. Finally, proponents should articulate the manner in which financial risks generally inherent in the facility operations (such as short-term cash flow problems) are to be mitigated.

You should assign a score of between 0 – 10 for this group of criteria.

Development Plan – Weight 10

The proposal is to outline the Proponent's plans for facility development. The RFP suggested that concept drawings would assist the City in fully understanding the magnitude of the proposal. The design and construction process, timing and development schedules are to be provided. The construction schedule is to show the design, permitting/approvals, mobilization to site, construction activity by discipline, and facilities' start-up.

The proposal is also to identify all capital costs for developing the facilities and is to provide the basis for the projected costs such as comparable recent examples. Look for evidence that the proponent has experience in undertaking comparable projects and that cost estimates are based upon similar development expertise or alternatively applicable research and case studies.

Finally, the proposal is to clearly outline the timing for full implementation of the development plan including key milestones, required approvals, proposed community consultation, construction, landscaping, etc. This timing must be realistic and identify flexibility with respect to delays in approval processes.

You should assign a score of between 0 – 10 for this group of criteria.

Business and Operating Plan – Weight 20

The proposal is to outline the proponent's business and operating plan for the facility. Issues such as hours of operation, public accessibility, anticipated number of tournaments, outside functions, strategy for maximizing revenues, planned approach to concession management, food and beverage services, and other retail activities should be specified. The RFP also asks for an indication of the proponent's quality control mechanism.

Although the proponent was not asked to perform a detailed needs analysis, business and operating strategies were to consider local supply and demand conditions. Further, proponents were asked to indicate a method through which City staff has an opportunity for input to the operating approach.

The operating plan is also to present the organizational structure, key management personnel, professionals, instructors, concession staff and food and beverage staff, and their related duties. A key consideration is whether the staffing model is sufficient to deliver the level of service contemplated by the plan. Also, the level of municipal involvement in day-to-day operations should come to bear on scoring decisions. A plan that integrates an effective staffing approach with operational activities should be given favourable consideration.

The provision of a plan demonstrating the proponent's marketing philosophy and plans for promotion, advertising, and the interrelationships between these issues, and the proposed management philosophy will be a major thrust in allowing the City's facility operations to be successful. Proponents were asked to provide a plan including details of the proposed marketing strategy, market focus, promotions and merchandising as well as other innovative marketing approaches. Where possible, the plan should be evaluated on how well it utilizes information pertaining to market conditions as well as its identification of realistic competitive advantages, opportunities and threats, marketing of programs, outreach initiatives, special events promotion, and possibly strategies to produce creative revenue streams from alternative forms of programming.

You should be looking for a proposal that presents an operating plan consistent with market conditions, is based upon the operator's previous experience, plus input from City staff or facility users and that is supported by an adequate yet effective staffing approach, providing you with a level of comfort that quality customer service will be experienced by facility patrons.

You should assign a score of between 0 – 20 for this group of criteria.

Financial Proposal – Weight 35

The RFP clearly identifies the City's desire to eliminate the necessity for municipal capital injection to the site(s). Furthermore, the project objectives state the municipality's expectation that sufficient revenues will be produced by operations to finance future capital upgrades and improvements. Finally, proponents are to demonstrate that the long-term asset management of facilities during and beyond the term of the agreement is assured. Although these expectations were included in the Request For Proposal, proponents may request municipal contributions towards the purchase or lease of equipment, capital upgrades to the site or other financing alternatives. Furthermore, depending upon the nature of the proposed arrangement, proponents may ask the City to backstop lease payments or other financing mechanisms – which may include municipal guarantees or other commitments. In the event a management contract is proposed, the City may be requested to underwrite the cost of equipment buy-out at the termination of the contract. This criterion evaluates the total municipal contribution to the project.

The projected financial performance of the facility as illustrated by the 10-year pro forma will be a major consideration in selecting the successful candidate. While the operations and marketing plans criteria assessed the proponent's understanding of issues likely to affect revenue potential (such as market conditions and competitive environments), this criterion assesses the reasonableness of revenue projections from all aspects of the operation. Furthermore, cost projections, based upon staffing models, program elements, and other operating issues should be evaluated. It is likely proponents will establish a variety of different assumptions upon which they will base financial projections. It is therefore important to review the proposal's text as well as the financial information.

Once again, the RFP is quite clear in stating that the City wishes to maximize its financial benefit from the operations of the facility. A demonstration of the financial benefits that will accrue to the City is an important evaluation factor. Guaranteed municipal revenue by way of the proposed agreement, equitable revenue-sharing plans, participation in income distribution formulas based upon pre-determined thresholds should be viewed favourably. Opportunities to reduce current operating expenses through leveraging services offered by the proponent are also potential financial features. Scoring should consider the proposed financial returns as well as the probability or certainty that the municipality will actually receive the financial benefits based upon the proponent's track record as well as security provided by the proponent.

Additionally, the proposed method of financing the capital investment and capital costs associated with the development is to be clearly outlined and explained. The capital-financing plan is to identify equity partners and level of equity, debt financing, anticipated interest rates for debt financing, and an indication of ongoing debt costs is to be included in the operating pro forma.

You should assign a score of between 0 – 35 for this group of criteria.

City of Greater Sudbury Project Title <u>Request for Proposals Evaluation Form</u>		
Criteria	Weight	Notes
Project Team Corporate Overview <ul style="list-style-type: none"> • Facility operating capabilities • Facility development background Corporate Qualifications <ul style="list-style-type: none"> • Relevant facility experience Individual Qualifications <ul style="list-style-type: none"> • Demonstrated capabilities of team members • Involvement of team members • Demonstrated capabilities of sub-contractors • Involvement of sub-contractors 	25	
Concept and Proposed Relationship <ul style="list-style-type: none"> • Clearly defined roles and responsibilities • Compliance with City's values and project objectives • Understanding of local market issues • Feasibility analysis • Risk management plan 	10	
Development Plan <ul style="list-style-type: none"> • Realistic development plan • Capital cost estimates (with rationale) • Realistic development schedule 	10	
Business and Operating Plan <ul style="list-style-type: none"> • Operating plan • Operating structure • Pricing structure • Marketing Plan 	20	
Financial Proposal <ul style="list-style-type: none"> • Rationalization of financial assumptions • Realistic 5-year pro forma • Management fee – value for money • Capital financing plan • Capital re-investment strategy 	35	

For Information Only

Transit Safety Plan

Presented To: Community Services Committee

Presented: Monday, Oct 23, 2017

Report Date: Monday, Oct 02, 2017

Type: Correspondence for Information Only

Resolution

For Information Only

Relationship to the Strategic Plan / Health Impact Assessment

This report supports the Strategic Plan adopted by the City of Greater Sudbury, as it aligns with the Quality of Life and Place priorities, by providing increased safety and security measures which will improve customer experience for citizens accessing Greater Sudbury Transit Services.

This report will have a positive impact on the Social Determinants of Health in the areas of Human Health/Well-Being and Civic Engagement/Social Capital, as increasing safety and security measures will enhance the quality of services provided through Greater Sudbury Transit Services, which will engage people to take public transit as a preferred mode of transportation and have a positive impact on ridership.

Report Summary

The Downtown Transit Area Working Group has conducted a review of current safety and security management practices within Greater Sudbury Transit Services and best practices within the Transit Industry. The report provides information on the measures Greater Sudbury Transit will implement to ensure safe and secure environments for passengers and Transit Operators.

Financial Implications

Initiatives undertaken by Greater Sudbury Transit to improve safety and security will be within approved budgets.

Signed By

Report Prepared By

Michelle Ferrigan
Director of Transit Services
Digitally Signed Oct 2, 17

Health Impact Review

Michelle Ferrigan
Director of Transit Services
Digitally Signed Oct 2, 17

Manager Review

Michelle Ferrigan
Director of Transit Services
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Division Review

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Financial Implications

Apryl Lukezic
Co-ordinator of Budgets
Digitally Signed Oct 3, 17

Recommended by the Department

Catherine Matheson
General Manager of Community Development
Digitally Signed Oct 5, 17

Recommended by the C.A.O.

Ed Archer
Chief Administrative Officer
Digitally Signed Oct 11, 17

Background

Greater Sudbury Transit (Transit) is undertaking a number of initiatives and service reviews with a significant emphasis on enhancing customer experience by creating a transit system that is easily accessible, convenient, comfortable and enjoyable for all passengers. One of these initiatives consists of a review of security and safety practices both at the Transit Terminal and on board Transit buses. Safety and Security is an important aspect of service delivery, as actual or perceived lack of safety has a negative effect on use of Transit services, and affects employee's health and morale.

A Downtown Transit Area Working Group has been established to review current safety management practices and make recommendations to enhance safety and security for City Employees, passengers and residents. The Downtown Transit Area Working Group consists of members with expertise in CPTED audits, Security/Surveillance, Landscaping, Community Outreach, Police Services, Long Term Planning and Transit Services. This report is the outcome of the Downtown Transit Area Working Group's review.

Reasons for Safety Review

Reasons which have led to safety and security concerns and the need for a review:

- The Greater Sudbury Transit Terminal is located at a busy pedestrian intersection between Cedar Street and Elm Street in the downtown core. Located in this area is a number of frequently used health, social and commercial services which has resulted in a high traffic pedestrian area. Concerns have been received regarding a perceived sense of threat resulting from the behavior of some citizens accessing these services and the congestion and funneling of pedestrians that occurs around the Transit Terminal.
- Through the Transit Action Plan Engagement process, and a Greater Sudbury Transit employee survey, "safety and security" was identified as a priority requiring improvement.
- As a result of recent physical assaults on Transit Operators, the Transit Safety Task Force is also reviewing safety practices and security measures to improve safety for Greater Sudbury Transit employees.

Current Safety Management Practices

1. Collaboration Efforts

Building relationships and partnerships with groups who have similar interests and expertise provides an opportunity to better share information and provide cohesive and

complementary support. Greater Sudbury Transit collaborates and receives support from Greater Sudbury Police Services, Transit Safety Task Force and Community Outreach Services.

2. Technology

Greater Sudbury Transit is equipped with the following technology enabling communication, monitoring, and information which assist both the City of Greater Sudbury and Greater Sudbury Police in investigation of incidents.

- Automated Vehicle Location Systems
- Mobile Radio Units
- Surveillance Cameras on Buses
- Surveillance Cameras at the Transit Terminal

3. Security –Related Policies and Programs

The following security-related policies and programs are in place as part of Greater Sudbury Transit's operations.

- Driver Certification Program
- On the Job Training
- Refresher Training
- Incident Reporting and investigation
- After 6 p.m. Stop Request Policy
- Top 10 Rules of Conduct

4. Security Contract Service Level

Seven days per week between the hours of 8:00 am and 12:30 am, as overseen by the Manager of Security and By-law Services, the City of Greater Sudbury hosts one (1) contracted security guard at the Transit Terminal. The expectation of the security service is to provide a high level of customer service while actively monitoring for, and discouraging anti-social behavior witnessed on Transit property.

Security guards are directed to enforce the Trespass to Property Act, by asking a person to refrain from unauthorized behavior and/or leave the premises. If the individual refuses to comply, the guard may arrest and immediately call the Police.

With consideration for personal risk in mind and with obligations for a safe working environment as mandated by the Occupational Health and Safety Act, contracted security guards are coached to reserve any active use of force such as making an arrest. As only one guard is stationed at the Transit Terminal, coupled with the fact that they do not have the proper training or equipment, they are asked to call the Greater

Sudbury Police whenever there is an immediate level of danger for themselves or another person.

The lack of ability to enforce non-threatening incidents leads to issues of loitering and unwanted behavior on Transit Terminal property.

5. Transit Operator Compartment Barrier Pilot

In 2014, Transit Operator compartment barriers were tested, and a survey was conducted with the employees which revealed that the majority of Transit Operators were not in favor of the barriers. This unease of barrier use is typical of what other Transit Municipalities have heard from their Transit Operators, and in general, reasons provided for the lack of interest include reduced air flow, increased glare, the restricted ability to interact with customers, a false sense of security and the sense that the barriers may in fact provoke aggression.

In response to a physical assault which occurred in May 2017, the Transit Safety Task Force committee and Greater Sudbury Transit Services have agreed to review the use of barriers once again. A sample barrier has been ordered, and one bus will be retrofitted for the purposes of gathering information. Once the results have been reviewed, next steps will be identified and a report will follow to Community Services Committee for consideration.

Recent Improvements

1. Renovations at Downtown Transit Terminal

The Greater Sudbury Downtown Transit Terminal is the main hub of the route network where thousands of people converge to transfer from one route to another on a daily basis. Renovations are underway and are scheduled to be completed by end of November 2017. These renovations were made possible by the Canada-Ontario Public Transit Infrastructure Fund (PTIF). The Government of Canada is cost-matching a 2017 municipal capital investment of \$500,000 for a total of \$1 Million.

Prior to developing the scope of work for the renovations, a Crime Prevention Through Environmental Design (CPTED) audit was performed.

The audit provided the following recommendations which were brought into the scope of work (Appendix A – Transit Terminal CPTED Audit):

- Improved and additional lighting
- Redesign of the garbage disposal area
- Additional anti-sit devices
- Adjustment and addition of security cameras
- Trim shrubs to provide better sightlines
- Remove structure/canopy entering Transit Terminal from Elm Street

- Remove pay phones
- Remove architectural features on the interior of the build to increase sightlines
- Fresh coats of paint on rusted metal

Along with these recommendations, further operational and customer comfort improvements are being undertaken (Appendix B – Transit Terminal Renovation Rendering):

- Repair asphalt throughout the property
- Repair curbs and paint yellow
- Create clear walking paths to minimize vehicle and pedestrian conflict
- Create parking for vans and buses
- Improve kiosk interior design for storage & safety improvements
- Wayfinding throughout property
- New tile flooring
- Fresh coat of paint throughout interior of building
- New accessible washroom fixtures
- HVAC and boiler replacement
- New sliding doors
- New and additional camera system

Safety Related Best Practices in Transit Industry

The Downtown Transit Area Working Group compared Greater Sudbury Transit's current safety management practices with those of other municipalities throughout Canada, and has identified several gaps.

1. Improve Perception of Transit Services

Perception plays an important role in decisions that an individual will make as it relates to Transit Services. Perception of Transit Services is influenced by many factors, such as comfort, courtesy, safety and security. The following programs and initiatives should be considered in order to build awareness, share information, and increase confidence in Greater Sudbury Transit Services.

Building Awareness on Mental Health: Through collaboration efforts with stakeholders, build programs aimed at de-stigmatizing mental health and/or to encourage at-risk individuals to seek help.

Public Involvement: Launch a "See Something, Say Something" public campaign to encourage passengers to report criminal behavior they observe on buses to the Transit Operator or other Transit representative, so that action can be taken.

Safety Culture - Display safety messages throughout the Transit Terminal, buses and shelters to provide reinforcement of the safety culture within the services.

Cleanliness - Provide a clean and well maintained environment for both passengers and Transit Operators. This includes buses, shelters and the Transit Terminal.

Transit Supervisor Assistance - Increase presence of Transit Supervisors both on board buses and on Transit Terminal Platforms. Visibility of Management promotes professionalism and provides additional customer service.

Public Art – Integrate art into Transit Services in order to contribute a positive experience for passengers, attract new riders, and provide a sense of community identity and vibrancy.

2. Create a Transit By-Law and Increase Security Service Level

There is a monthly average of sixty (60) higher risk interactions occurring at the Transit Terminal as reported by contracted uniformed security, with only the Trespass to Property Act to support enforcement. Fare evasion, loitering and unruly behavior are common issues, which are not adequately addressed through the contracted service. There is also a gap in hours of operations between 6 a.m. and 8 a.m.; Transit Employees arrive at the Transit Terminal by 6 a.m., and Security Guards arrive for their shift at 8 a.m.

Transit By-Law: While Greater Sudbury Transit has always requested that passengers behave in a safe and appropriate manner, a Transit By-Law should be considered similar to other Municipalities such as Sault Ste. Marie, Hamilton, Mississauga, York and Ottawa. A Transit By-Law establishes rules and regulations governing the use of the Transit system and provides the opportunity for enforcement officers to issue offence notices to those contravening the By-Law, thereby providing a deterrent to undesirable behavior. The By-Law would not only apply to the Transit Terminal property, but to other transit hubs within the City and on-board buses. The ability to deploy a Municipal Enforcement Officer offsite could become of increasing importance should the service move towards a multi hub system.

Municipal Enforcement Officers

In order to effectively enforce the Transit By-Law, the current security services should be replaced with the use of dedicated Municipal Law Enforcement Officers. This service would be required daily from 6:00 a.m. until 1:00 a.m., and would be best deployed with the use of two Municipal Enforcement Officers who would host the ability to support a mobile response for on-board bus incidents and provide adequate support to address occurrences at the Transit Terminal.

3. Develop a Transit Safety Plan

A Transit Safety Plan provides information on policies, programs, standard operating procedures, use of technology and security levels as they relate to delivering a safe environment for passengers and Transit Operators. Not all incidents can be prevented;

however, by preparing for the issues in a proactive manner, incidents can be responded to more quickly and effectively.

Equally important is to ensure that all involved in providing a safe and secure service understand their role and implications of their actions. A Transit Safety Plan is a guide which is typically distributed to all Transit Employees. It is a living document requiring updates and reviews as risks are identified and programs or policies are implemented.

Next Steps

Greater Sudbury Transit's objective is to continuously develop, implement and improve strategies and processes to ensure that Transit achieves the highest practicable level of safety and provides a comfortable, inviting and safe environment for passengers and Transit Operators. In collaboration with the Transit Safety Task Force, Greater Sudbury Transit will develop a Transit Safety Plan. Within this plan, programs will be initiated with an aim to improve the perception and existence of safety and security issues.

Resources Cited

Transit Supportive Guidelines

www.mto.gov.on.ca/english/transit/supportive-guideline/index.shtml

Canadian Urban Transit Association

<http://cutaactu.ca/en/advocacy/policy-issues-and-research>

CPTED AUDIT – GREATER SUDBURY TRANSIT TERMINAL

9 ELM ST, SUDBURY, ON P3C 1S9

PERFORMED BY: JAMES ST. JOHN ON JANUARY 26, 2017

Disclaimer: The following pages are enclosed to help better understand the security issues in the area. The recommendations are not intended to make the area crime-free. They will, however, reduce the probability of losses occurring if they are properly applied and maintained. Loss prevention and reduction of other crime, like all management responsibilities, will require constant upgrading and attention to further keep abreast of the changing operational need of security. Human error or complacency is also often responsible for the losses which sometimes occur. The suggestions outlined in this report should only be considered after consulting with building codes, fire codes and other relevant legislation.

CPTED PRINCIPLES

CPTED is based on the belief that the proper design and effective use of the build environment can lead to a reduction in the fear and incidence of crime as well as an improvement in the quality of life.

CPTED OBJECTIVES

CPTED has several objectives. These include:

- Match intended human functions with spaces that can support them;
- Ensure that the intended activity has the opportunity to function well and directly support the control of human behavior;
- CPTED encourages diverse and compact urban forms which help to establish informal surveillance to public spaces. An important aspect of ensuring a safer urban environment is to establish the sense of ownership in every place we design;
- Safe urban environments require the presence of people in public places. Casual encounters of individuals are an important factor for CPTED solutions in dealing with vandalism, assault, loitering, mugging, harassment and other negative activities. Any public place should be under surveillance by its residents in order to avoid isolated areas.

DESIGN STRATEGIES

CPTED principles include the concept that the physical environment can be manipulated for the purpose of influencing certain desired human behavior. CPTED design strategies which can reduce the fear and incidence of crime and improve the quality of life include the following strategies:

Natural Surveillance: : a design strategy directed at keeping intruders under observation by other users of the space or from surrounding areas	
Visibility of Public Realm	<ul style="list-style-type: none">• The layout of the site must be visually accessible• The site must have sufficient lighting to support the intended uses of the space• The casual surveillance and sightlines of people in the area must be maintained• The visibility of the site from adjacent building and open spaces is optimized• Landscape elements must provide sufficient sightlines• The site has an active relationship with the adjacent neighbourhood and is not isolated from casual public encounters and activities
Natural Access Control : a design strategy directed at decreasing crime opportunities by denying access to a crime target and creating a perception of risk for potential offenders	
Safe and Convenient Movement & Connections	<ul style="list-style-type: none">• The layout of the site must be designed for safe and accessible pedestrian movement• The circulation routes must be defined with clear sightlines to all intended function
Access Control	<ul style="list-style-type: none">• The site must have a limited number of entrance and exit routes which are clearly defined

Appendix A - Transit Terminal CPTED Audit

Territorial Reinforcement : Territorial Reinforcement: a design strategy that realizes that physical design can create or extend a sphere of influence so that users of the property develop a sense of proprietorship over it	
Sense of Belonging/Defensible Space	<ul style="list-style-type: none"> The layout of the site must be spatially defined in relation to adjacent buildings and activities to provide for a transition from public to semi-public spaces so as to provide a sense of change between spaces The site must have clear orientation, direction and connection of movement for pedestrians to the adjacent structures and their uses. Areas within the site must not be isolated from observation
Connectivity	<ul style="list-style-type: none"> The site must have active relationship with the surrounding neighbourhood and not be isolated from casual public encounter or activity The must be integrated into the neighbourhood system

Mechanical forms of surveillance and access control such as locks, lighting, cameras etc. should support the intended function of the space and be designed to complement the natural design strategies of CPTED.

While CPTED principles support natural control systems as a core goal, mechanical devices may be necessary for the enhancement of safety and security control.

The following table compares natural and mechanical forms of access control, surveillance and territoriality.

Natural Control	Mechanical Control
Surveillance of activities under casual observation from windows, doors and amenity areas of adjacent buildings.	Surveillance is under camera observation and visually recorded.
To direct access so that potential intruders are observable and discernable by the human senses.	Access is provided through controlled access points such as a gate or door with locks. Only authorized persons or vehicles are allowed to enter the site, usually with a special pass, key or other device.
Territory is defined through the use of landscape treatments, paving patterns etc.	Territory is enclosed by structures such as fencing with gates, walls, etc.

CPTED ASSESSMENT OF GREATER SUDBURY TRANSIT TERMINAL

CPTED strategy	Observation of Greater Sudbury Transit Terminal
Interior of Building	
Natural surveillance	Natural surveillance is present with a mixture of formal and informal observers which are present on site such as: Employees, Patrons, and Bystanders
Natural Surveillance	Plenty of windows on the building provides natural light, as well as visibility in and out of the building

Appendix A - Transit Terminal CPTED Audit

Natural Surveillance	The security booth may benefit from better visibility through the glass.
Natural Surveillance, Access Control and Mechanical Surveillance	The kiosk booth is located in a visible location. Several security measures have been implemented such as visibility, signage, security camera, and controlled access.
Mechanical Surveillance and Access Control	Organized surveillance is present in the form of security guard (1 present, does regular patrols). Additionally, support is provided by CGS Bylaw department and Greater Sudbury Police Services.
Mechanical Surveillance and Access Control	Mechanical surveillance promotes enhanced visibility and is provided by security cameras (11). After reviewing video surveillance it was noted that the addition of cameras or adjustment of cameras may benefit surveillance
Mechanical Surveillance and Access Control	Transit Terminal has implemented keypad locks reducing access to Restricted areas for staff
Natural Surveillance	Lighting in the interior of the building seems to be sufficient
Natural Access Control	Main entrance to the building provides a congregation area inside the building as people enter the building and stop, which causes some congestion, reducing visibility for surveillance from security guards.
Natural Surveillance, Access Control and Mechanical Surveillance	Washroom areas appear to be clearly defined, possibly additional signage may benefit the area. Washroom entrances are monitored by video surveillance. Possibility of redesign to improve visibility could reduce unwanted activity.
Natural Access Control and Territorial Reinforcement	Pay phone area should be examined to see if they are essentially needed or possibly reduced.
Territorial Reinforcement	Vending machines utilizing plenty of space as well as reducing site lines in and out of the building. Should examine if all five vending machines are required. The vending machines are placed in a good location. Visible from both the kiosk booth and security.
Territorial Reinforcement, Mechanical Surveillance	ATM and change machines are located in visible location. Visible from both the kiosk booth and security. Also under video surveillance.
Natural Surveillance	There may be some benefit to the removal of some architectural features in the interior of the building which would increase sightlines and provide a more open space.
Exterior of building	
Territorial Reinforcement	Overall the general appearance of the site is clean. Minimal graffiti noticed as well as plenty of garbage receptacles were in place which seemed to minimize the amount of litter on site. Some minor maintenance procedures to enhance the area such as a fresh coat of paint on light standards and metal doors would be beneficial.
Natural Surveillance, Natural Access, Territorial Reinforcement and Mechanical Surveillance	The garbage disposal area is of concern. The doors are open as, shopping carts and empty pallets are placed outside. The possibility of redesigning this area may be beneficial to provide a cleaner, more secure location, as we as regular removal of shopping cards and pallets is recommended.

Appendix A - Transit Terminal CPTED Audit

Natural Surveillance	Uniform lighting is recommended to provide equal lighting to all areas. Upon visual inspection of the site during night time hours, some concerns were noticed such as lights not working. An upgrade to the lighting system may be preferred to enhance the visibility, reduce light pollution, and provide energy savings. Additionally, the globe lighting can easily be vandalized to further reduce lighting.
Natural Surveillance	Majority of the shrubs and gardens on site provide good sightlines. However, one area in need of some maintenance is on the North West corner which would include some trimming of trees to provide better sightlines and reduce hiding areas.
Natural Surveillance, Natural Access Control, Territorial Reinforcement and Mechanical Surveillance	Upon observation there is an area on the North side of the site where plenty of people seem to congregate at one of the entrances to the Transit Terminal. To reduce the amount of people that congregate in this area, it may be beneficial to completely remove the shelter structure so pedestrians are encouraged to move to their destination instead of hanging out under this canopy. Additionally, increasing lighting in this area as well as the addition of video surveillance may deter unwanted activity in this area.
Natural Surveillance, Natural Access Control and Territorial Reinforcement	One area that may be enhanced would be the walkway from Cedar St. to Elm St. as it is a movement predictor. Uniform lighting is recommended to provide equal lighting to areas along the walkway. It was noticed that some sections of the retaining wall had anti-sit devices installed but it is recommended that additional anti-sit devices be installed throughout the walkway to discourage loitering.
Surrounding Area	
Territorial Reinforcement	Some challenges are posed with location such as the following: Located next to an LCBO may increase the opportunity for illegitimate use. Also located next to a Tim Horton's which may increase pedestrians not using the bus terminal for intended use.

FINAL RECOMMENDATIONS

- Improved and additional lighting. Burnt out lights should be replaced quickly.
- Redesign of the garbage disposal area
- Additional anti-sit devices
- Adjustment and addition of security cameras
- Trim shrubs to provide better sightlines
- Remove structure/canopy entering Transit Terminal from Elm St.
- Remove pay phones
- Remove architectural features on the interior of the build to increase sightlines
- Fresh coats of paint on rusted metal





For Information Only

Leisure Services Marketing and Promotions Update

Presented To:	Community Services Committee
Presented:	Monday, Oct 23, 2017
Report Date	Tuesday, Oct 03, 2017
Type:	Correspondence for Information Only

Resolution

For Information Only

Relationship to the Strategic Plan / Health Impact Assessment

The 2015-2018 Corporate Strategic Plan identifies Quality of Life and Place as a priority, achieved through the promotion of quality of life that attracts and retains youth and professionals, and encourages seniors to relocate to our community. The marketing strategies outlined in the report aim to promote the City of Greater Sudbury's services and programs offered through the Leisure Services Division which improve quality of life and have a positive health impact for residents of our community.

Report Summary

This report provides information regarding the impact of discontinuing the print version of the City of Greater Sudbury Leisure Guide on program registrations. The report outlines some of the marketing strategies developed in lieu of a printed Leisure Guide. The report concludes the move from a traditional print Leisure Guide to a diverse, multi-faceted promotional strategy has resulted in improved information to residents, cost savings and environmental benefits without a significant impact on program participation and registration.

Financial Implications

There are no financial implications associated with this report.

Signed By

Report Prepared By

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Health Impact Review

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Division Review

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Recommended by the C.A.O.

Ed Archer
Chief Administrative Officer
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Background

At the November 17, 2015 a report titled "P6M Initiative – Leisure Program Marketing and Advertising Strategies" was presented to the Finance & Administration Committee.

The report outlined the production requirements and costs associated with the City of Greater Sudbury Leisure Guide. The report also detailed alternatives to a print version of the Leisure Guide and considerations if Council was to consider not producing a print version of the publication.

The following resolution was passed:

WHEREAS the Citizen and Leisure Services Department presented details on Project 6 Million savings initiatives at the September 22, 2015 Finance and Administration Committee meeting;

AND WHEREAS as part of the Project 6 Million initiatives, a number of ideas have been submitted for consideration as operational savings;

AND WHEREAS one of the ideas submitted was to cease the publication of printed Leisure Guides;

AND WHEREAS the suggestion is in line with a new approach to marketing of leisure and recreation programs which has been under consideration in Corporate Communications and Leisure Services since 2013;

THEREFORE BE IT RESOLVED THAT the City of Greater Sudbury support the cancellation of the existing print version of the Leisure Guide after the Spring/Summer 2016 Edition;

AND THAT this new approach towards promotion and advertisement is expected to yield efficiencies as well as an initial minimal cost savings of \$10,000 towards Project 6 Million savings, with the possibilities of realizing further operational savings once the marketing tools have been developed, implemented and evaluated.

The report also noted that Council would receive a report in the Fall/Winter of 2017 regarding the impacts of not producing a print version of the Leisure Guide.

Analysis

In order to measure the impact of not producing a print version of the Leisure Guide, data was collected on program registrations prior to the last publication of the document (Spring/Summer 2016 version) and since that time. The following summarizes registration numbers for all courses, classes, lessons, memberships and passes with an associated barcode in the City of Greater Sudbury's (City) program registration system, which were historically promoted in the Leisure Guide:

Program Category	2013	2014	2015	2016	2017*
Adult Programs	1067	1091	1320	1488	1395
Youth Programs	1074	1003	982	1016	1113
Summer Day Camps and Playgrounds	3298	3044	2861	2781	2522
Aquatic Lessons	11,186	11,488	12,089	13,015	12,071
Fitness Centre Memberships (HARC & Rayside)	3666	3582	3834	3212	3120
Ski Hill Passes & Lessons	916	896	914	1191	930
Totals	21,207	21,104	22,000	22,703	21,151

*projected registrations based on 2017 data to date

Overall it would appear that there has not been a significant impact on program registrations as a result of not producing a print version of the Leisure Guide. Overall registrations are projected to be down slightly (-3.8%) from the last full year of the printed Leisure Guide (2015) compared to projections for 2017. There are likely other impacts on the downward trend in program registrations such as a lack of free time due to busy lifestyles, competition from sedentary activities and other sports and barriers associated with affordability. These trends are evident across the recreation industry. There has also been an increase in recreation programs and services offered by others in the community.

In order to minimize the negative impact of not having a printed Leisure Guide, and to raise awareness of leisure programs, services and facilities available to residents of Greater Sudbury, the Leisure Services Division has worked with the Communications and Community Engagement Division to develop the following promotional strategies:

- Development of an annual marketing plan for all Leisure Services Division programs, facilities and activities.
- Development of an Active Living Guide targeting older adult programs and services distributed through local seniors clubs and targeted locations.
- Development of promotional materials distributed through elementary schools promoting summer day camp and playground programs.
- Utilization of the Bell Park Digital Board to promote programs and services.
- Development of targeted promotional materials for ski hills, youth programs, etc.
- As part of the corporate initiative to redevelop the City of Greater Sudbury website, focus was placed on revamping and improving information related to Leisure Services Division programs and services.
- Increased presence on the City's social media outlets including Facebook, Twitter, YouTube and Instagram, including paid advertising.
- Targeted mail out leisure program advertising.

Summary

The move from a traditional print Leisure Guide to a diverse, multi-faceted promotional strategy has resulted in improved information to residents, cost savings and environmental benefits without a significant impact on program participation and registration.

Next Steps

The Leisure Services Division will continue to work with the Communications and Community Engagement Division to refine and enhance marketing and promotional plans. The eventual replacement of the existing program registration and facility booking software will provide additional opportunities for the City to market and promote programs and services.

References

P6M Initiative – Leisure Program Marketing and Advertising Strategies, Finance and Administration Committee (November 17, 2015)

<http://agendasonline.greatersudbury.ca/index.cfm?pg=feed&action=file&agenda=report&itemid=12&id=846>

Request for Decision

Review of Food Bank System

Presented To: Community Services Committee

Presented: Monday, Oct 23, 2017

Report Date Wednesday, Oct 04, 2017

Type: Managers' Reports

Resolution

THAT the City of Greater Sudbury directs staff to bring a report to the Community Services Committee in the third quarter of 2018 reporting on the sustainability of the local Food Bank System;

AND THAT the City of Greater Sudbury approves the continuation, until March 31, 2019, of rent free usage by the four Food Bank locations that operate out of the municipal facilities as described and identified in the report entitled "Review of Food Bank System" from the General Manager of Community Development, presented at the Community Services Committee meeting on October 23, 2017.

Relationship to the Strategic Plan / Health Impact Assessment

This report supports Council's Strategic Plan by reinforcing the programs and services designed to improve the health and well-being of our youth, families and seniors by ensuring continued access of sustainability of the Emergency Food Bank System.

The report aligns the proposed framework for review with the current provincial dialogue around strategies for food security along with the Greater Sudbury Food Policy Council's emerging priorities. These strategies and priorities will create positive outcomes for citizens through systems that would decrease the reliance on the Emergency Food Bank System.

Report Summary

This report outlines the strategic initiatives that are occurring around food systems both locally and provincially. The report outlines the review process that will be led by the Social Services Division which will

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Division Review

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report back to Council with specific recommendations by the third quarter of 2018. The report also seeks Council approval for historical supports that continue to be in place for four (4) Food Bank locations that are located in Municipal facilities, pending the outcome of the system review report.

Financial Implications

If approved, the City of Greater Sudbury (City) will forgo revenues of approximately \$1,600 annually from field house and community hall rentals for food bank spaces in Garson, Lively, and Onaping. It is important to note that these locations have not previously been charged rent, nor any other forms of cost recovery. In addition, the City will also incur utility costs for the Food Bank's use of these spaces. The utilities are estimated to be approximately \$450 per year per location. The Hanmer Food Bank is currently operating out of detached garage at the building location located in Lions Park. The detached garage is currently part of the Lions Club lease for this location, and therefore there would be no revenue loss.

Background

The Province of Ontario, the Greater Sudbury Food Policy Council and the Municipal work being done under advisement of the Official Plan align with efforts by the Social Services Division to ensure that the local Emergency Food Bank system continues to provide access to services across the City of Greater Sudbury (City). This report identifies the work being done at the Food Security Network level that will help inform best practices, the emerging need to better understand the local emergency food system in its current context, as well as how the Division intends to engage across the sector identifying what opportunities are available that will strengthen local response through the development of a strategic plan.

Food Security Network

Provincial

“According to some estimates, Ontario is home to more than 595,000 food insecure households.ⁱ These individuals and families lack more than access to the food they need. They lack access to housing, adequate food marts, transportation, food and nutrition knowledge, time for food preparation, and adequate income. Ontarians with lower incomes are more negatively impacted by the cost of food and spend a higher percentage of their income on it.”ⁱⁱ

From April 19th to May 31st 2017, the Province of Ontario announced a process for citizens to provide input on a food security strategy. This engagement focused on four themes: Empowered communities with custom-made solutions; integrated food initiatives that use knowledge to drive collective impact; food security is about more than food and driving innovation.

The outcome of the consultation is expected to be announced in the fall of 2017.

Local

Similarly aligned with the direction of the City of Greater Sudbury Official Plan around local food production, the Greater Sudbury Food Policy Council, which is made up of a network of local organizations, identified the need to develop a Sudbury Food Strategy to move the City of Greater Sudbury Food Charter forward.

In March 2017, the Greater Sudbury Food Policy Council identified the need to develop a food strategy. Recently a survey of citizens occurred that will help inform the action plan. The Social Service Division has taken an active role in participating on the Greater Sudbury Food Council with a focus on the Emergency Food System and to participate in the actions around the strengthening of advocacy to reduce the incidence of individual and household food insecurity.

Local Emergency Food Systems

The Social Services Division conducted a preliminary review of the local emergency food system to identify what other historical supports are being provided by the Municipality within the emergency food system.

Historical Supports (Emergency Food Bank Locations in City Facilities)

In reviewing the Emergency Food Bank locations across the City, several historical usage agreements were identified in addition to the Hanmer Food Bank (HFB). The three (3) locations are as follows:

- Lorne Brady Field House located at 600 O'Neil Drive West in Garson;
- The Onaping Recreation Centre located at 2 Hillside Avenue in Onaping;
- The Sixth Avenue Field House located at 213 Sixth Avenue in Lively.

The organizations providing Emergency Food Bank services at these locations, do not pay rent, and two of the three locations have zoning issues. Therefore, Council approval is being sought to temporarily waive the user fees as per the User Fee By-Law. Based on Council approval, a zoning change will be requested to seek permission for Emergency Food Bank usage. A Facility Usage Agreement will also be sought with the organizations to formalize the services that are being provided at these sites.

Hanmer Food Bank (HFB)

The HFB has successfully moved into a temporary location at the Lions Den located at 4611 Joseph Street in Hanmer. The facility is municipally owned and currently occupied by the Lions Club, who have agreed to allow the HFB to use the detached garage as a storage site, along with usage of the Lions Den Field House for distribution days as required on a monthly basis.

Strengthening the local response: Development of a Strategic Plan for the Emergency Food System in the City of Greater Sudbury

In 2004 the City of Greater Sudbury and the Sudbury & District Health Unit endorsed the City Greater Sudbury Food Charter. The Food Charter outlines how Sudbury will work towards community food security through research, policies and programs that endorse:

- 1) Population Health and Wellness,
- 2) Community Development,
- 3) Investment in Regional Food Systems; and
- 4) The Development of a sustainable food system.

To ensure that there is a sustainable food system, it has become necessary to review the current local food system, in particular, emergency food access and distribution.

Monthly, in the City of Greater Sudbury there is a network of many volunteer run agencies and organizations that ensure citizens are able to access emergency food. These organizations are busy stocking shelves and supporting those in need. They have a specific mandate and achieve this through tremendous effort.

To support the Emergency Food Bank System, Social Services will facilitate and support strategic planning to address current and emerging need from a sustainability perspective.

Development Stages for the Strategic Plan

Along with the key stakeholders within the emergency food system (Sudbury Food Bank, the individual Food Banks, and the citizens who use the services), the Social Services Division will actively facilitate a process that will ensure the system is able to leverage opportunities that are arising for the current consultations taking place across the Province and within the City.

Stage 1:

- 1) Engage with the emergency food system in the City of Greater Sudbury through: focused dialogue with citizens, local Food Banks, and the Food Bank distribution system; surveys; and face to face engagement to determine current strengths, weaknesses, opportunities and trends at the local level;
- 2) Consult with the authors of the pending provincial report around areas identified in the Provincial strategy that will inform and shape services that are delivered by the Municipality; and
- 3) Consult with the authors of the pending local report around the recommendations from the Greater Sudbury Food Policy Council that align with and support those municipal priorities for emergency food system support.

Stage 2:

- 1) Conduct an environmental scan of what is happening across the Province, Canada, and around the world to identify if there are any innovative approaches to help reduce the growing need for Emergency Food Banks in the community that align with other municipal strategies to address poverty reduction; and

- 2) Provide recommendations to improve and advance the emergency food system and its sustainability across the City of Greater Sudbury.

Next Steps

Pending Council Approval, recommendations will be brought back in the third quarter of 2018 that will be used as the foundation for an Emergency Food System Strategic Plan.

The Social Services Division will also work with the Real Estate Division to seek the necessary re-zoning applications for the Food Bank locations that are currently operating in Municipal facilities. In addition, the practice of providing rent free usage without a lease subject to the requirement of providing an insurance certificate will continue.

References

Sudbury Food Policy; <https://sudburyfoodpolicy.com/>

ⁱ Tarasuk, Mitchell, Dachner (2016). Household food insecurity in Canada, 2014. Toronto: Research to identify policy options to reduce food insecurity (proof).

ⁱⁱ Building Ontario's First Food Security Strategy, Discussion paper.
<https://www.ontario.ca/page/building-ontarios-first-food-security-strategy?ga=2.16271926.1607744388.1494355081-824493764.1481826112> ; May 9, 2017

Request for Decision

Ontario Early Years Child and Family Centres (OEYCFC) Transition Plan

Presented To: Community Services Committee

Presented: Monday, Oct 23, 2017

Report Date: Wednesday, Oct 04, 2017

Type: Managers' Reports

Resolution

THAT the City of Greater Sudbury approves the Ontario Early Years Child and Family Centres Planning Report, as outlined in the report entitled "Ontario Early Years Child and Family Centres Transition Plan", from the General Manager of Community Development, presented at the Community Services Committee meeting on October 23, 2017.

Relationship to the Strategic Plan / Health Impact Assessment

This report supports the Strategic Plan adopted by the City of Greater Sudbury, as it aligns with the Quality of Life and Place pillar, improving the health and well being of families.

This report will have a positive impact on the Social Determinants of Health as the proposed plan recommends more equitably distributed and accessible supports to parents/caregivers. This will also provide an enhanced contribution to the early childhood development and improve access to quality child and family support services.

Report Summary

The City of Greater Sudbury Children Services Section and the Planning Network for Sudbury Families have worked collaboratively, to develop a local plan to guide the transformation of the current system of Best Start Hubs to a new system of Ontario Early Years Child and Family Centres (OEYCFC). This report provides an overview of the plan and identifies the increased City's administrative responsibilities including accountability, reporting, quality assurance, workforce management and community capacity building.

Signed By

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Manager Review

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Ed Archer
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Furthermore, the planning guide describes the responsive redistribution of services from the current equal allocation to a more equitable allocation model based on child population and the number of families with young children living in poverty. This distribution also considered the broader context of other local community services; neighbourhood need and current service provider strengths.

Financial Implications

Currently, the Ministry of Education mandates the City of Greater Sudbury to administer the Best Start hub funding to service providers. As well, some service providers receive Provincial funding directly from the Ministry of Education. Beginning in 2018, the Children Services Section will continue to administer the funding for these programs under a new Ontario Early Years Child and Family Centres (OEYCFC) program model, whereby all the provincial funding will be received by the Municipality to be administered to the service providers.

The amount currently allocated through the cost-sharing agreement between the Province and the City of Greater Sudbury is approximately \$1 million. As a result of the change in program administration, the total 2018 allocation for the OEYCFC program will be increased to \$3,330,956 reflecting the transfer of funding that was currently being provided by the Ministry of Education directly to local service providers.

Overall, there are no financial implications to the City of Greater Sudbury.

Background

In January 2017, the Community Services Committee received an information report entitled [Service System Management of Early Years and Family Support Programming](#). This report outlined the Children Services Section, Community Development Department planning process to work collaboratively with the community to develop a local plan to guide the transformation of the current system of Best Start Hubs to a new system of Ontario Early Years Child and Family Centres.

Since 2007, the City of Greater Sudbury's Children Services Section, through the Planning Network for Sudbury Families, has led the coordination of child and family support programs in the community, which were funded through different funding streams. Effective 2018, the Ministry of Education has established a new Provincial approach where all existing child and family programs currently funded by the Ministry of Education will be combined into one program model. With this new model, Municipal Service Managers will be mandated to administer all provincial funding to the service providers, as well as oversee the planning and delivery of these programs.

January 16, 2017 Community Services Committee Meeting

[Service System Management of Early Years and Family Support Programming](#)

<http://agendasonline.greatersudbury.ca/index.cfm?pg=agenda&action=navigator&id=1150&itemid=12296&lang=en>

The Ontario Early Years Child and Family Centre Planning Report

The Ontario Early Years Child and Family Centre Planning Report (Appendix A) is the local plan developed to guide the transformation of the current system. The following sections provide further details and information on the key elements:

The New Funding Model

The amount currently allocated through the cost-sharing agreement between the Ministry of Education and the City of Greater Sudbury is approximately \$1 million.

As a result of the provincial change in program administration, the total 2018 allocation for the OEYCFC program of \$3,330,956 will be directed to the City of Greater Sudbury, Children Services Section and allocated to the current service providers based on community needs through data collected.

The following chart represents the service providers and the source of funding:

Current Service Provider	Better Beginnings Better Futures	Child & Community Resources	CPTM	Jubilee Family Resource Centre	Our Children Our Future
# of Hubs	2 English – 1 Aboriginal – 1	7 French – 2 English - 5	2 French – 2	2 English – 2	2 English - 2
Future Funding Sources					
Provincial (Administered by the City)	100%	100%	100%	100%	20%
Federal	0%	0%	0%	0%	80%

With the new model, the following are some of, but not limited to, the added administrative responsibilities:

- Financial management
- Accountability
- Responsiveness
- Reporting requirements
- Quality assurance
- Communications with families and partners
- Media Management
- Expectation to lead collaborative community planning and integration of services
- Capacity building
- Workforce management
- Enhanced core services

Readiness

With ten years of experience planning together, the City of Greater Sudbury, Children Services Section, community partners and the members of the Planning Network for Sudbury Families were well positioned to follow the new provincial direction, building on existing community strengths, while ensuring minimal disruptions for families.

The following chart compares the current existing practice with the new provincial direction for 2018:

Current Existing Practice	2018 Provincial Direction
Collaborative service planning in our community has been in place since 2005 through the Children services planning networks	Mandated collaborative service planning
Service providers offer similar services under various mandates	Common mandated core services
Limited responsibilities and authority with current System Management role	Mandated System Manager role with defined administrative responsibilities
Equal distribution of services across catchment areas	A mandate to ensure responsive and flexible services across the community

Equitable Distribution of Services

Programs and services are responsive to early learning by focusing on mandated core services for children under 6 years of age and their families. Core services include supporting parents, early learning, and connecting families to the services needed. All programs are expected to align with Ontario's early years pedagogy which describes the foundations of early learning.

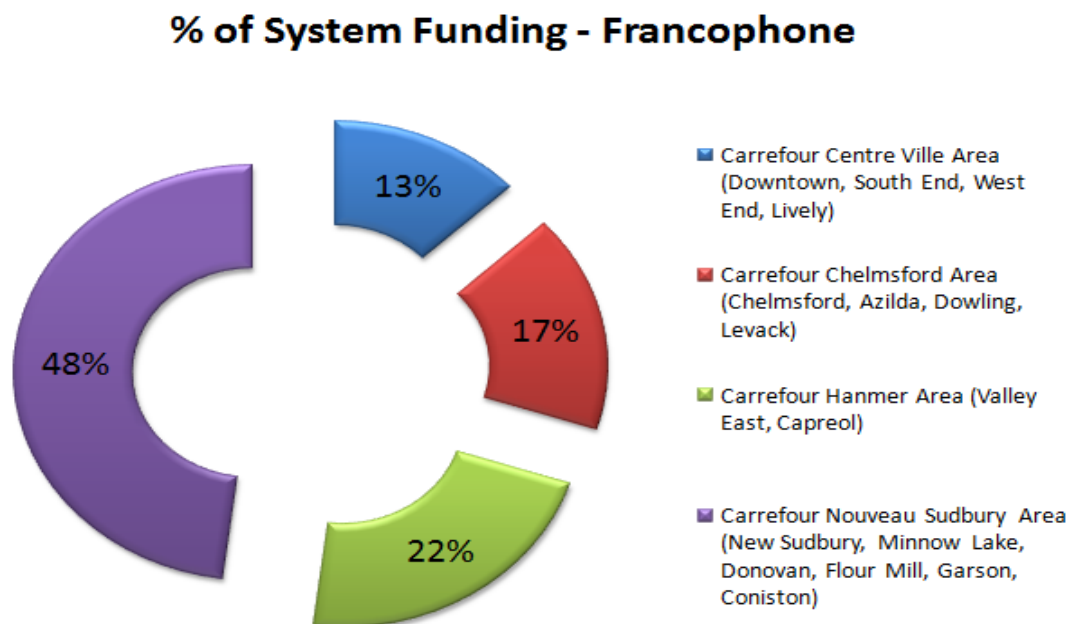
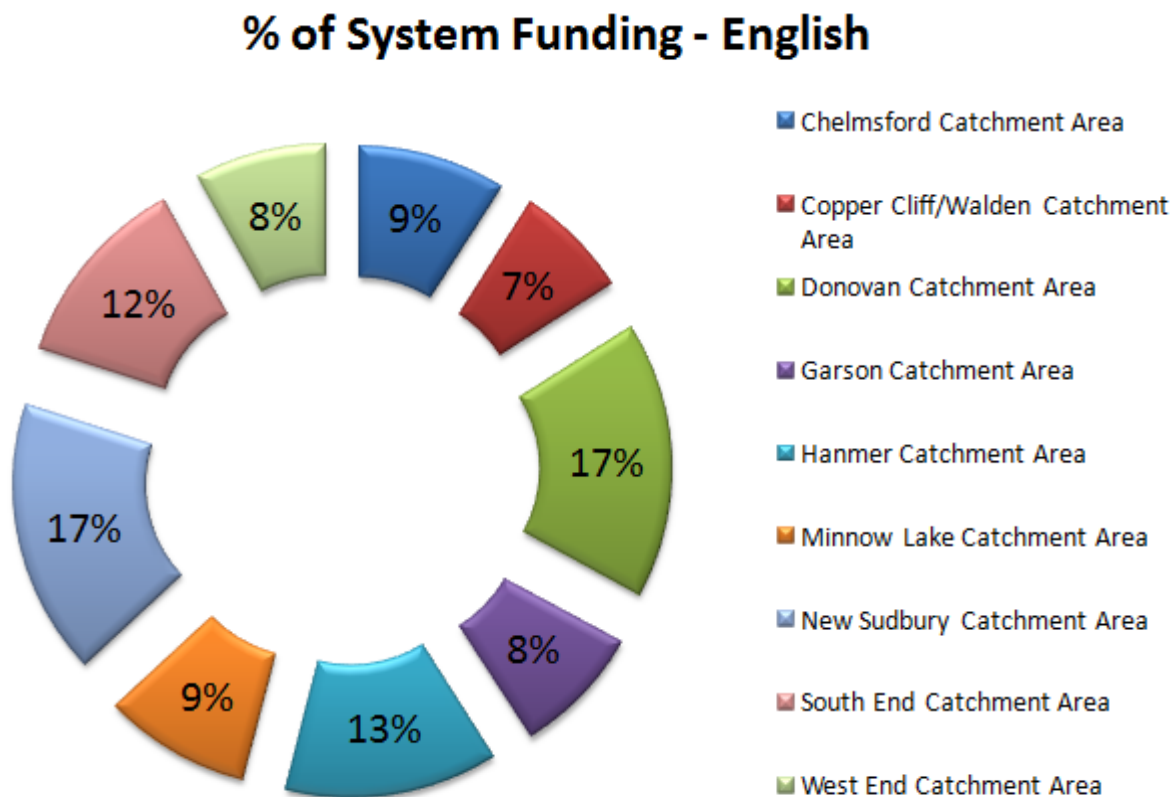
Using a comprehensive needs assessment, the system funding will be allocated based on the following percentages:

- Aboriginal across all catchment areas – 11 %
- Francophone catchment areas – 24%
- English catchment areas – 65%

To further ensure responsive services, the OEYCFC Plan plan will outline an equitable distribution of programs and services. In order to achieve this, the demographics of child population and family poverty were weighted as follows:

- Child Population – 70%
- Family Poverty – 30%

As a result, the following charts represent the distributions for the 9 English catchments and 4 Francophone catchments:



Building on Community Strengths

This OEYCFC provides further detail of service planning by examining each of the catchment area maps within the community, with respect to population, family need and current infrastructure. Reflecting upon local considerations, universal core and targeted services have been outlined for each catchment area, incorporating current service providers' strengths and expertise. During the remainder of 2017, the Children Services Section will work with the existing service providers to confirm and/or re-assign service locations. Any potential reassignments will be transitioned by the end of 2018 in coordination with the service providers.

Overall Key Messages

The following are key messages as a result of the new Provincial funding model for the Ontario Early Years Child and Family Centres (OEYCFC):

- All across the Province, Best Start Hubs and like programs will now be referred to as "Ontario Early Years Child and Family Centres (OEYCFC)"
- Most programs will remain the same, building on what early years professionals know about how children learn
- Some programs will move closer to where families live
- Locations where families gather may be used to offer programs, in addition to neighbourhood schools

Next Steps

Building upon the work that has been accomplished, the following are the next steps:

1. Service provider agreements will be revised to reflect core service delivery expectations, outcome measurements, and funding allocations
2. An accountability framework will be created in 2018
3. Communication strategy will be implemented

Appendix A – Ontario Early Years Child and Family Centres Planning Report



Ontario Early Years Child and Family Centres Planning Report

2017

*Children Services Section
City of Greater Sudbury*

August 2017

Summary

This document is an Ontario Early Years Child and Family Centre Planning Report for submission to the Ministry of Education on September 29, 2017. The intent of this plan is to transform the current system of Best Start Hubs to Ontario Early Years Child and Family Centres in 2018. The Ministry of Education's expectation is that local partners would come together to plan services in the early years sector in an integrated way.

In the City of Greater Sudbury, the Children Services Section has led early years planning through a series of planning networks. The direction, membership and focus of these networks is significant because it provides some understanding about the evolution of Best Start Hubs and the readiness of this community to successfully transition into Ontario Early Years Child and Family Centres (OEYCFCs). Most significantly, it documents how the partners collaboratively provide a progressively more integrated and flexible system and describes a shift towards a more equitable distribution of services, based on catchment child population and demographic risk of families instead of the current equal distribution. Today's children services planning network, the Planning Network for Sudbury Families, is creating this plan, using two working groups; the OEYCFC Planning Group and the local needs assessment team.

Before beginning the actual planning, the Children Services Section with the OEYCFC Planning Group created four simple planning principles to guide the group and an engagement spectrum to identify areas that are non-negotiable and areas over which community partners could have greater influence or autonomy.

This document follows the same sequence the planning process used.

It began with the local needs assessment: the OEYCFC Planning Group used a variety of community information and data. Together, this assessment was considered in order to inform the transformation, and make decisions that were based on fact and evidence.

Using this assessment, the Planning Group was able to consider catchment service levels. The group needed to first: define catchment areas, determine how to consider "other community services" that can or do meet the OEYCFC core service mandate from the province and calculate a language and Aboriginal allocation. The second step was to determine the pertinence of child population and demographic risk to create a funding formula. The resulting formula reflects a 70% allocation based on catchment areas language and child population, and 30% based on catchment areas demographic risk. This calculation will be used for each of the Aboriginal, English and French envelopes. Other recognized community services that offer like-services will be subtracted from the catchment allocation to ensure there would be no duplication or concentration of services. The final OEYCFC funding allocations will be converted to percentages by catchment area to accommodate any future changes in the overall funding allocation from the Ministry of Education.

It was also very important to define the core services; what services would be accessible to families, what they would look like and how much of each would be available. Criteria were developed for core services along with a service mix. Other service considerations included planning community-wide Aboriginal services that are aligned with the Indigenous Early Years Proposal also being submitted to the Ministry of Education in September of 2017, addressing those areas within a catchment that would benefit from more targeted services; the Early Development Instrument (EDI) data which identifies domains of vulnerability; and the linkages to the Provincial Special Needs Strategy.

Neighbourhood plans were developed based on this process. Maps of each catchment highlight the higher concentration of children 0-5 years old; the areas that have scored higher in the Deprivation Index and locations of the schools, hubs and child care sites, identifying the unique needs of that catchment. Providers will be asked to provide programs and services according to their strengths and unique specialty as described in their profiles. The planning networks have created a system in spite of different funders, mandates and populations to service. Most of the planning regarding moving to schools, providing consistent services, and responding to families has been practiced in Sudbury for years. In most catchment areas, the implementation plans will build on what has become common practice with enhanced intentionality and purpose of serving children and families.

Multi-pronged communication strategies have already been implemented. An outline of the plan and a progress summary are included.

Lastly, an accountability framework is being developed in conjunction with a phased in transformation plan. Accountability principles are outlined and quantitative and qualitative indicators are listed. The phases of the transformation plan include the timelines for sharing information, adapting and coordinating services to meet mandate, aligning locations to implementation plans, creating a reporting structure/accountability framework and improving quality/aligning the work to Ontario's pedagogy.

Already the Planning Network for Sudbury Families members have been actively transforming the way they plan and deliver their programs by thoughtfully considering core service criteria and incorporating the new pedagogy into their practice while considering access and inclusion. They are preparing for the provision of consistent core and responsive services with flexibility to be delivered where the need has been identified. They anticipate a successful transformation which will better support the needs of local families.

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Introduction & Background

The City of Greater Sudbury

The City of Greater Sudbury is centrally located in **Northeastern Ontario** at the convergence of three major highways. It is situated on the Canadian Shield in the Great Lakes Basin and is composed of a rich mix of urban, suburban, rural and wilderness environments. Greater Sudbury is **3,627 square kilometres** in area, making it the geographically largest municipality in Ontario and second largest in Canada. Greater Sudbury is considered a city of lakes, containing 330 lakes and the largest lake contained within a city, Lake Wanapitei.

In 2011, Greater Sudbury was home to **160,274 people** reflecting a growth rate of 1.5% from previous data. It is a multicultural and truly bilingual community. Over 27 per cent of people living in the City reported French as their mother tongue in **2011**. Almost 39 per cent of people identify themselves as being bilingual. Italian, Finnish, German, Ukrainian and Polish are the top five non-official languages spoken in the City. More than 11 per cent of people living in the City are Aboriginal.

Greater Sudbury is a world class mining centre. The city's mining companies employ approximately 6,000 people and support a 300-company mining supply and service sector cluster that employs a further **10,000 people**. The City is also a regional centre in financial and business services, tourism, health care and research, education and government for Northeastern Ontario - an area that stretches from the Quebec border west to the eastern shore of Lake Superior and north to the James and Hudson's Bay coastlines – a market of **555,000 people**.

Greater Sudbury is a regional hub for many Ontario residents who live in nearby communities. These visitors come to the city to visit with family and friends, for cultural and educational experiences, such as **Science North** and **Dynamic Earth**, for entertainment, for health care, for shopping and for conducting business. **(Source 1)**



Evolution of Sudbury Early Years Planning Networks 2005 - 2017

The first children services planning network was the Best Start Network which was created in 2005 to support the community and Children Services Section to implement the Best Start initiative. The members of the Network were (and still are) funded through different ministries/sources and had no mandated obligation to participate at the Network or take direction from the City of Greater Sudbury, yet continued to build partnerships and plan collaboratively for children and families.

Most significantly the Best Start Hubs were and still are operated by 5 distinct agencies funded by 4 different sources. These leading agencies are CPTM, Jubilee Heritage Family Resource, (both of whom receive City of Greater Sudbury Family Support funding), Child & Community Resources (which receive Ontario Early Years Centre funding), Our Children, Our Future/Nos enfants, notre avenir (the Community Action Program for Children (CAPC) and the Canada Prenatal Nutrition Program (CPNP) funded by Public Health Agency of Canada, and Better Beginnings Better Futures (recently funded directly by the

Ministry of Education). This OEYCFC transformation will bring most of these funding sources together, under the supervision and direction of the City of Greater Sudbury as the Consolidated Municipal Service Manager (CMSM).

Since 2007 when the first Best Start Hubs were established, these family support providers began to operate as a system, and have continued to do so to date. From a formal perspective providers were not distinguished by their particular agency.

Network membership has consistently included school boards, public health, specialized services, child care, family support programs, OEYC, Aboriginal partners, post secondary and the Province. However the level of representation has varied as the Networks evolved and changed focus.



Best Start Network 2005 – 2010

When established in 2005, the “Best Start Network” focused on the expansion of child care, engagement of school boards, the creation of Best Start Hubs and linkages to specialized services. “*The Best Start Integrated Implementation Plan 2005*” described this vision.

The membership of the **Best Start Network** included high level executives of school boards, family support programs, public health, mental health and specialized services to oversee decisions about locations of Best Start Hubs and providers. At this time child care did not participate at the Network, but instead were represented by the City’s Manager, Children Services.

The Best Start Initiative included the creation of provincial Expert Panels. These panels were responsible for initiating the writing of “*Early*

Learning for Every Child Today” and “*Investing in Quality*” which became instrumental in the modernization of child care and led to Ontario’s Early Years Pedagogy and the establishment of the College of Early Childhood Educators. Both transformed the practice of early childhood education in Ontario.



The **Best Start Network** directed the work of the Best Start Hubs including what services would be offered and where. There was an expectation that Best Start Hubs work with partners to offer or share partners’ more specialized or targeted services as part of the typical menu of services. Hubs were still recognizable as original Ontario Early Years Centres and Family Resource Programs, designed for children from birth to 12 years old and their parents or caregivers. Still, these partners came to the planning table, considered their combined funding and collaboratively distributed services equally across defined neighbourhoods.

Hubs were set up much like preschool play rooms. There was a variety of learning centres, toys, equipment and activities to appeal every level of child development. During “playgroup” or “drop-in” times, children were free to participate in whichever activities they chose. There was often some time set aside for the adults and children to gather together to participate in staff-run activities (from parenting discussions to sing-a-longs). Hubs offered a great opportunity for children to interact with other children, but also for families to meet and get involved in the community. Hub staff had a variety of qualifications and most included a Registered Early Childhood Educator.

All hubs were established in schools with the exception of the Aboriginal Hub which was invited into a school in 2010. Before this time, the Aboriginal Hub was community-centre based.

Best Start Integration & Planning Network 2011 – 2015

The Best Start Network renamed the “Best Start Integration & Planning Network” in 2011, wrote the “*Best Start Integration and Planning Network Strategic Plan 2012-2015*” which reflected a new focus on integrated services.



The Best Start Integration & Planning Network membership also evolved to include managers and coordinators that created and coordinated the work of these new initiatives, with the executive leadership of the agencies attending as required. The Ministry of Education was now responsible for funding child care and a new role for the CMSMs as Children Service System Managers was defined during this period. The modernization of child care was marked by the release of the following documents: Ontario

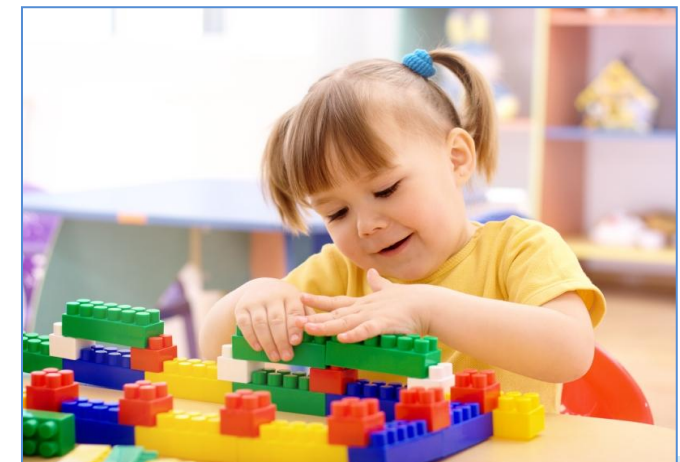
Early Years Policy Framework; “*Think Feel Act*”; and “*How Does Learning Happen? Ontario’s Pedagogy for the Early Years*”. The development of the documents significantly shifted thinking and allowed planning partners to reconsider their practices together. With the focus on relationships, the Best Start Hubs had the additional responsibility to get to know families and the neighbourhoods in which they live and child care became much more involved and visible at the Network table.

Best Start Hubs were involved in almost all the Network initiatives at this time:

- Providing school readiness for children starting school
- Using screening tools and coordinating screening clinics
- Contributing to a new website
- Maintaining a community calendar
- Implementing a community engagement strategy
- Creating Neighbourhood Teams

- Working very closely together at this time to coordinate services across the system and provide consistent programs and services

Mid-way through the implementation of this strategic plan, the Network wanted an assessment of how Best Start Hubs were meeting family needs; as a result, a hub system review was undertaken. This led to a request from Hub Managers for a more self-directed, collaborative, and thoughtful review, unlike any other attempted to date. This review, contributed greatly to the Planning Network’s readiness to transform into OEYCFCs.



Planning Network for Sudbury Families 2016 – 2019

By 2016, as a result of this meaningful review, the network articulated a shared vision of equally invested partners planning flexible and seamless services in “*Sudbury’s Early Years System Vision: Reflections on Collective Leadership, Early Learning Pedagogy and Authentic Practice*” (See Appendix A). The Network revised its name to **Planning Network for Sudbury Families** and wrote the *Planning Network for Sudbury Families Strategic Overview 2016-2019*. This plan is focused on:

- Creating a culture of collective leadership
- Creating an informed planning process
- Becoming more outcome driven in planning services

This emphasis on planning and outcomes was transformational and the membership again adapted to accommodate the shift. The Network membership is now multi-level, with some partners having more than one member attending meetings regularly. Many executives rely on strong internal communication to remain informed

and attend only when relevant items are on the agenda.

The Planning Network for Sudbury Families strives for collective leadership in planning and leading authentic practice that “lives” Ontario’s pedagogy. The Network is committed to a collective leadership approach and is thoughtfully and intentionally moving toward this practice. The meetings are designed to generate input and engage the members in a “community of practice”. This means reflecting on practices together, considering program intent and uptake. It means using past experience, trusting partners and knowing what families need and how children learn. The collective leadership is based on professional partnerships that can endure disagreement and support honest dialogue. The foundations of “*How Does Learning Happen? Ontario’s Early Years Pedagogy*” is embedded in the Network planning. As planners, the network members believe they can lead authentic practice within their organizations through exploring values and beliefs, and aligning practice to the system vision. Each Network member is expected to contribute data and feedback in a

meaningful way that when compiled, informs future planning based on evidence and best practice. They are also expected to provide take-away messages to their organization and regularly solicit feedback from their organizations and parents to contribute to these discussions.

As described, the Best Start Hub system has been independently central to the past model. Together, hub services had become consistent, flexible and responsive. With this new approach, the network could no longer view the work of the Best Start Hubs in isolation outside of a broader service system. Best Start Hubs are now seen as part of a broader service system offering a range of free programs and services for families. Hub programs, along with other community services such as library and school board programs, provide high quality, welcoming and responsive early learning and family support programs.



Best Start Hub Locations Created From 2007 – 2011



About the Planning Network for Sudbury Families

The **Planning Network for Sudbury Families** has two advisory committees; the Aboriginal Advisory Committee and the Regional French Language Network. There are also two working groups; the Quality Reference Group and the Communication Engagement Team. For the purposes of considering the transformation to Ontario Early Years Child & Family Centres and writing this plan, the **Planning Network for Sudbury Families** created two working groups, the **OEYCFC Planning Group** and the **local needs assessment team**.

The **OEYCFC Planning Group** consisted of the 5 agencies leading the transformation, specifically those that operate the Best Start Hubs. As this process continues to evolve, this group will expand to include school boards, libraries, and public health to create more detailed neighbourhood plans.

The **local needs assessment team** was a smaller group that focused on collective, analyzing and presenting the needs assessment.

The group consisted of the OEYCFC planning lead, the Children Services Planner, the Children Services Planning Aide as well as the Data Analysis Coordinator and the Analytics and Geographic Information System Coordinator. This group will continue to assist significantly in further mining the data to create wholesome neighbourhood plans.

These working groups, along with the full network are ready to make this transition in part because some of that transformational work has already been done. The Network has become more deliberate in moving forward as a group, collectively leading the system in informed and outcome based planning and authentic practice based on the shared values, collective relationships, responsive/inclusive services and accountability.

The Planning Network articulates their vision as “equally invested partners planning a progressively integrated system of services that “lives” the early years pedagogy”.

This highlights both system outcomes and desired outcomes for children and families including three distinct areas:

- Creating a culture of collective leadership
- Creating and utilizing an informed planning process
- Planning programs and services that progressively improve system and parent/child outcomes which are:
 - Inclusion
 - Accessibility
 - Collaborative planning
 - Flexible /Responsiveness services
 - Seamless services
 - Parent and child well being, expression, belonging and engagement



Planning Principles

Before launching into the planning of Ontario Early Years Child & Family Centres, the City and OEYCFC Planning Group wanted to set the groundwork for completing the report collaboratively and respectfully.

The group first established **planning principles**. That set a positive tone and eliminated some initial fear and resistance. These principles were:

- The planning of the OEYCFCs would be **informed by data**
- OEYCFCs would **build on identified community strengths**; the 5 agencies operating Best Start Hubs would be maintained, assuming the agency was willing to align programs and services to the core services mandated. This meant maintain funding stability as much as possible.
- OEYCFC Planning Group would minimize **service disruption to families** by phasing in changes to service levels and providing continued access to programming and services;
- The Planning Network for Sudbury Families and OEYCFC Planning Group would commit to **transparent, constant and consistent communication**.



Engagement Spectrum

In the next step of the planning process the City described a partner engagement spectrum which articulated **partner engagement levels** to different steps of the planning. This described the benefits for the OEYCFC Planning Group to participate in the planning process and articulated the City's promise to the group to keep them engaged. This **spectrum demonstrated** what was non-negotiable and what aspects of the planning would allow greater autonomy. It encouraged a discussion about expectations and defined roles in a practical way.

The consultation and involvement domains of the spectrum were **combined** to allow the City to make a decision if members could not agree on certain items. This ensured the momentum of planning **continued** at a reasonable pace. **(Source 2)**

	Inform	Consult	Involve	Collaborate	Empower
OEYCFC Planning Group participation goal	Objective Information	Obtain feedback on analysis to influence decisions	Concerns and aspirations are considered	Develop alternatives and preferred solution	Place final plan in the hands of the stakeholders
City/Children Services Promise to the OEYCFC Planning Group	Keep You Informed	Acknowledge Concerns	Work with you	Formulate solutions and incorporate your advice	Implement what you decide
Within our Local Planning	Non-negotiables: <ul style="list-style-type: none"> Following EDU Guidelines Role of Planning Network Core Service Definitions Timelines Plan components 	The City will consult with and involve you to the maximum extent possible throughout the process. The City will acknowledge and understand your concerns to ensure your perspective will influence: <ul style="list-style-type: none"> Core service criteria Core Service Distribution Formula Accountability Framework 		Together, we will create: <ul style="list-style-type: none"> Communication Strategies A Weighted Neighbourhood Service Distribution Formula 	Using the tools, strategies and framework created, you will lead the development of Neighbourhood Implementation Plans

Section One

Local Needs Assessment

Local Needs Assessment

To inform the Ontario Early Years Child & Family Centre planning, the Network conducted a **comprehensive needs assessment**. The local needs assessment team completed and presented an assessment that included **demographic** information, **parent survey** results, **Early Development Instrument** (EDI) data, **Hub utilization** data, and **Professional/Provider** feedback. This data formed the basis for all planning decisions made. The information sources included:

LOCAL NEEDS ASSESSMENT

The demographics used for the purpose of the local needs assessment were drawn from the 2016 **census data**. Data such as:

- Child population
- Language Spoken
- Aboriginal Ancestry
- # of families with children aged 0-6 living in poverty were especially important to creating a service level formula.

PARENT FEEDBACK

In **2016**, a parent survey was done . Participants were asked questions based on satisfaction of services. There were a total of **1266 respondents**, from a variety of **different neighbourhoods and demographic backgrounds**

Please refer to Appendix B for the 2016 Parent Survey

EARLY DEVELOPMENT INSTRUMENT (EDI)

The Early Development Instrument (EDI) is a questionnaire that measures young children's **readiness** to learn at school.

The EDI is divided into 5 areas that will influence the services available in that neighbourhood:

- Physical Health & Well-Being
- Social Competence
- Emotional Maturity
- Language & Cognitive Development
- Communication Skills & General Knowledge

HUB UTILIZATION DATA

Through web-based Client Information Management System (CIMS), hub registration and attendance data includes:

- # of children participating
- # of adults participating
- # of unique children participating
- # of unique adults participating
- # of referrals
- # of programs, by program type

PROFESSIONAL/PROVIDER FEEDBACK

The OEYCFC Planning Group received anecdotal information during **on-going updates** at planning groups, communication teams and communities of practice meetings. There were also **focus groups** conducted to formalize this feedback and engage those working directly with children and families into the process.

Please refer to Appendix C for the 2016 Needs Assessment Front-Line Staff Focus Group

Section Two

Service Levels

Determining a Service Level

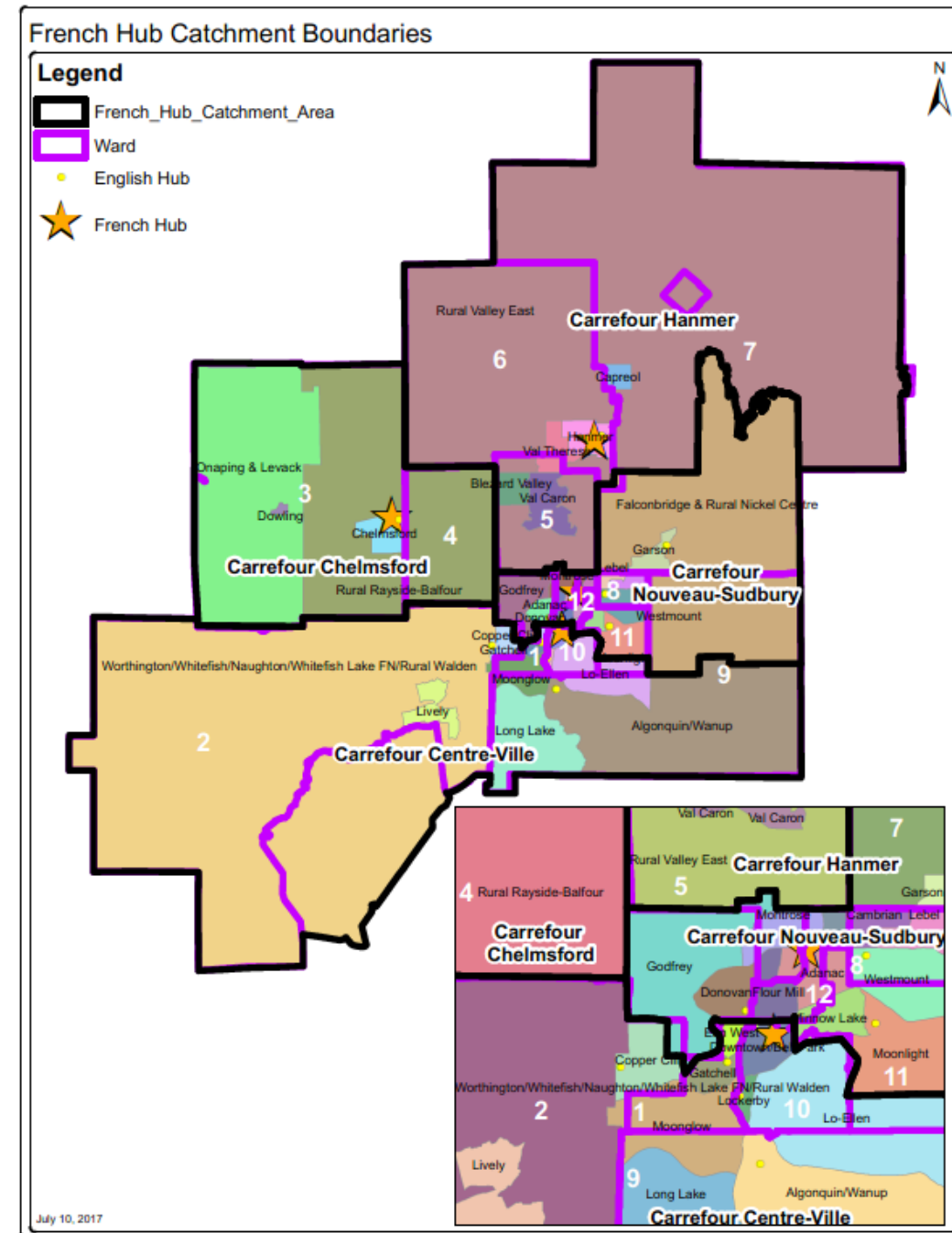
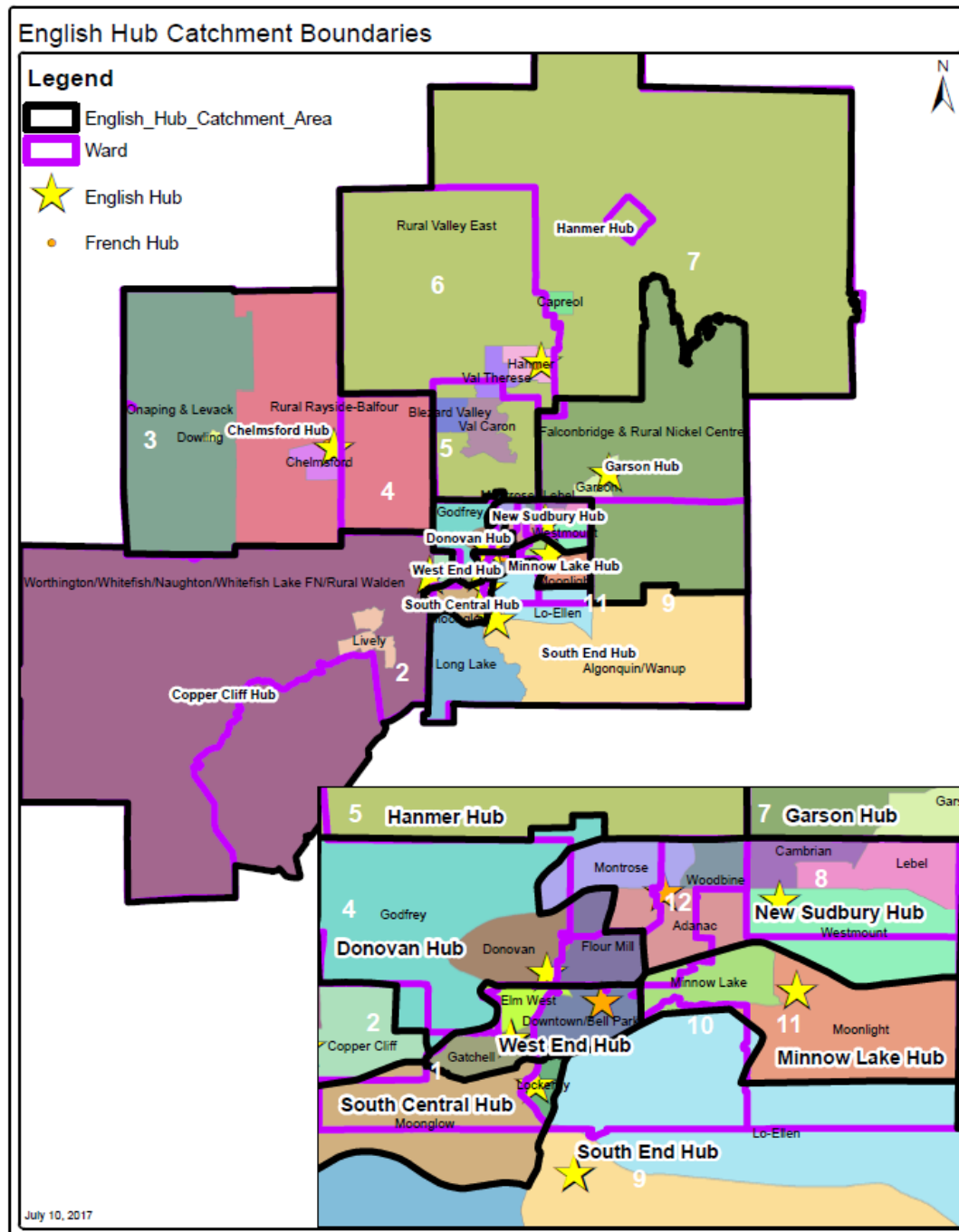
Historically, local service level expectations and funding amounts have been allocated on a per-hub basis regardless of the population or needs of the catchment area being served. As part of this transformation, the Planning Network for Sudbury Families wanted to establish an equitable and responsive service level based on child population and demographic risk of families within the specific catchment. Services would be redistributed based on community need to increase access for all families.

To consider catchment service levels, the group needed to first define catchment areas, determine how to consider “other community services” that can or do meet the OEYCFC core service mandate and calculate a language and Aboriginal distribution.

Defining Catchment Areas

Catchment areas are different for English and Francophone services. Using the same geographical boundaries of the City of Greater Sudbury, our community is divided into 9 English catchments and 4 Francophone catchments. Areas with higher Aboriginal populations are identified to facilitate better planning and further inform the Indigenous Early Years Plan being submitted separately to the Province.





Considering “Other Community Services”/Integrating OEYCFCs into the Context of Local Community Services:

The total system allocation is determined by adding the funding amounts for all services that meet or should meet the criteria for the early years core services as defined by the Province. These services presently include:

- **Community Action Program for Children/Canada Prenatal Nutrition Program (CPAC/CPNP)** funded through **Public Health Agency of Canada** and operated by Our Children, Our Future/Nos enfants, notre avenir (OCOF/Nena).
- School operated and/or funded early years programs, in each of **our 4 school boards** which target children starting school and their families.



Step A - Determining Equitable French Language and Aboriginal Program & Service Allocations

The total OEYCFC allocation was divided into 3 envelopes according to the language and culture demographics. As our Aboriginal programs can service both English and French families, their share of the total allocation is determined first, with the remains of the funding being allocated between the English and the French programs. These allocations are based on language census data as follows:

STEP A - SYSTEM ASSESSMENT
Total Funding (system wide)
Aboriginal Funding (11%)
Remaining Funding
Non-Francophone Funding (73%)
Francophone Funding (27%)



Establishing Funding Allocations

The distribution of Provincial OEYCFC funding will be determined based on three factors: language and culture, child population and demographic risk. The next step in determining the funding distribution was to establish the weight of child population and demographic risk to create a funding formula. The result was a formula that reflects 70% of the funding based on child population, adjusted by language, and 30% based on demographic risk of every family with children under six living in poverty.

Considering Child Population and Demographic Risk

Within each envelope, **70%** will be allocated according to child population to ensure adequate core services are accessible to all families and 30% to demographic risk to enhance and expand core services to accommodate greater needs such as transportation, food security and smaller group sizes. It may also expand core services to a larger variety of locations.

Step B - The child population in each catchment is adjusted by **language**. This adjustment is made by using two factors, the total child population in the catchment and the **francophone census data** (%). The adjustment is made by calculating the francophone percentage of the total child population in each catchments and using the remaining percentage as the non-Francophone (English) in each of the English catchment.



STEP B - CATCHMENT POPULATION BASED ALLOCATION		
POPULATION FUNDING (70%)		
Catchment Areas	Children	% of total
ENGLISH	6,796	100%
Chelmsford	670	10%
Copper Cliff	663	10%
Donovan	669	10%
Garson	641	9%
Hanmer	1,061	16%
Minnow Lake	568	8%
New Sudbury	934	14%
South End	935	14%
West End	655	10%
FRANCOPHONE	2,669	100%
Carrefour Centre Ville	343	13%
Carrefour Nouveau Sudbury	996	37%
Carrefour Hanmer	755	28%
Carrefour Chelmsford	575	22%
Total	9,465	

Step C - The **demographic risk** was calculated within each funding envelope separately, using a “per family” amount awarded to the catchment where that family lives.

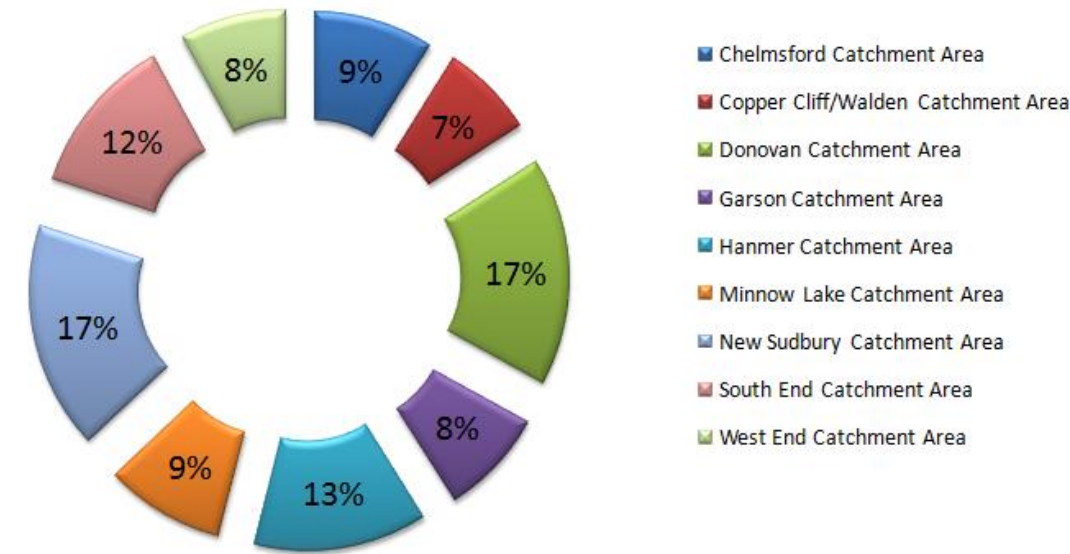
STEP C - DEMOGRAPHIC RISK BASED ALLOCATION		
DEMOGRAPHIC RISK FUNDING (30%)		
Catchment Areas	Children	% of total
ENGLISH	1,755	100%
Chelmsford	110	6%
Copper Cliff	35	2%
Donovan	600	34%
Garson	85	5%
Hanmer	135	8%
Minnow Lake	195	11%
New Sudbury	395	23%
South End	110	6%
West End	90	5%
FRANCOPHONE	1,755	100%
Carrefour Centre Ville	235	13%
Carrefour Nouveau Sudbury	1,275	73%
Carrefour Hanmer	135	8%
Carrefour Chelmsford	110	6%
Total	1,755	



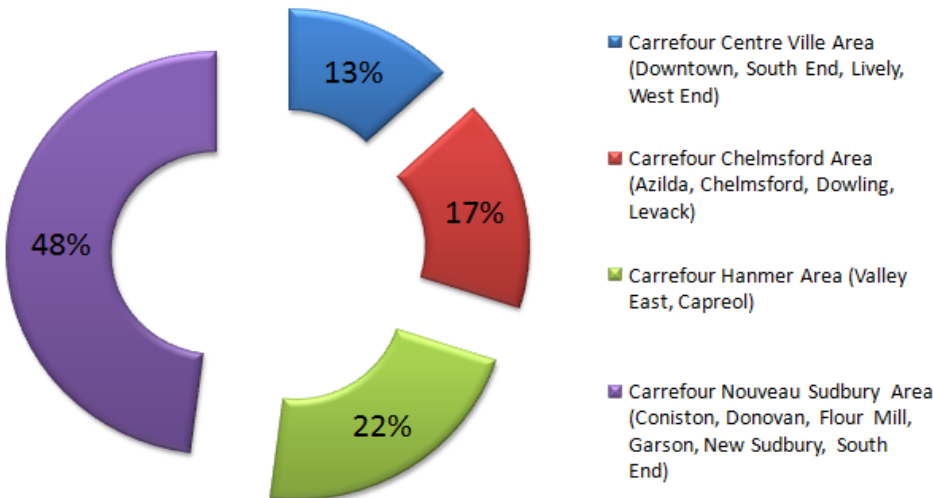
Step D - Allocations

The final allocations determine a funding level and a service level within that catchment. This calculation would be used for each of the Aboriginal, English and French. The calculation results in a percentage that reflects that catchment's total allotment determined by the child population (70%) and demographic risk (30%).

% of System Funding - English



% of System Funding - Francophone



Allocations

Catchment	70%	30%	Total
English			
Chelmsford	10%	6%	9%
Copper Cliff	10%	2%	7%
Donovan	10%	34%	17%
Garson	9%	5%	8%
Hanmer	16%	8%	13%
Minnow Lake	8%	11%	9%
New Sudbury	14%	23%	17%
South End	14%	6%	12%
West End	10%	5%	8%
Francophone			
Carrefour Centre Ville	13%	13%	13%
Carrefour Nouveau Sudbury	37%	73%	48%
Carrefour Hanmer	28%	8%	22%
Carrefour Chelmsford	22%	6%	17%
Aboriginal			11%

Section Three

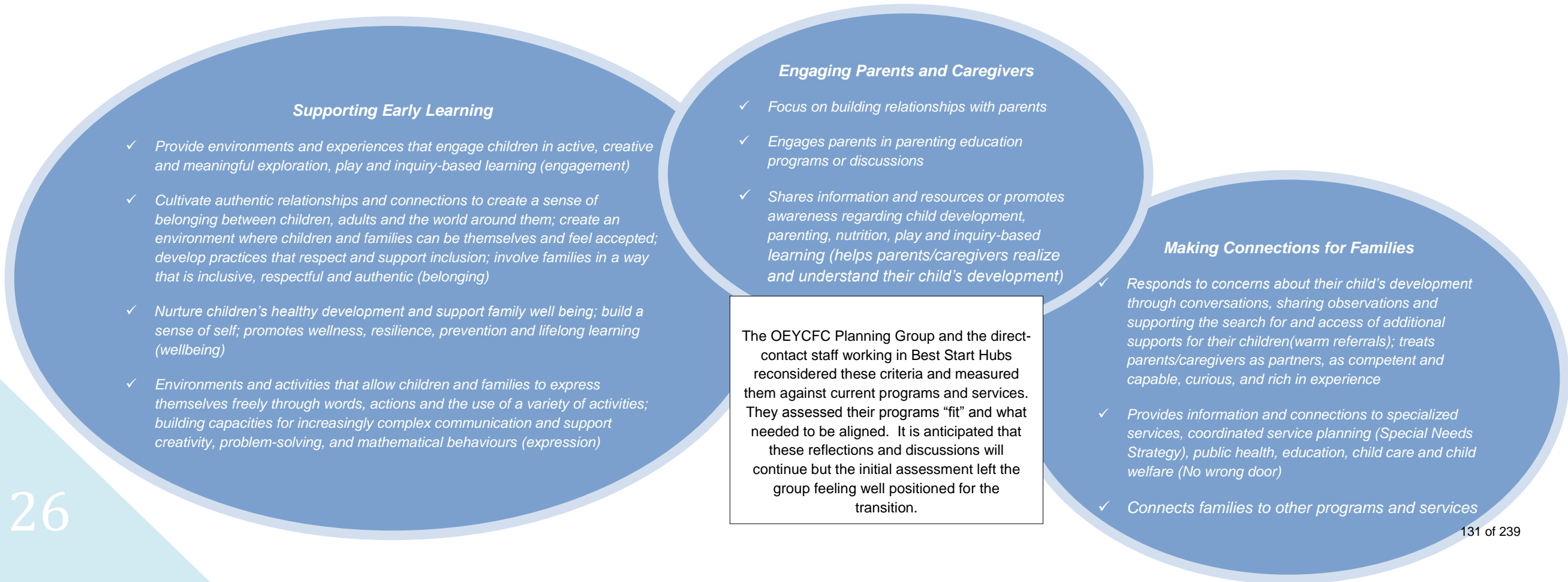
Defining Services

Defining Services and Service Mix

It was important to the OEYCFC Planning Group to reflect together and locally define **services**, **delivery expectations** and a **service mix**. It allowed the group to create a sense of ownership over the mandated service descriptions and ensured a common shared vision of delivering these services. An alignment to the **Indigenous Early Years Planning, areas of deprivation and EDI vulnerabilities** and linkages to the **Special Needs Strategy** are also considerations moving forward.

Core Services

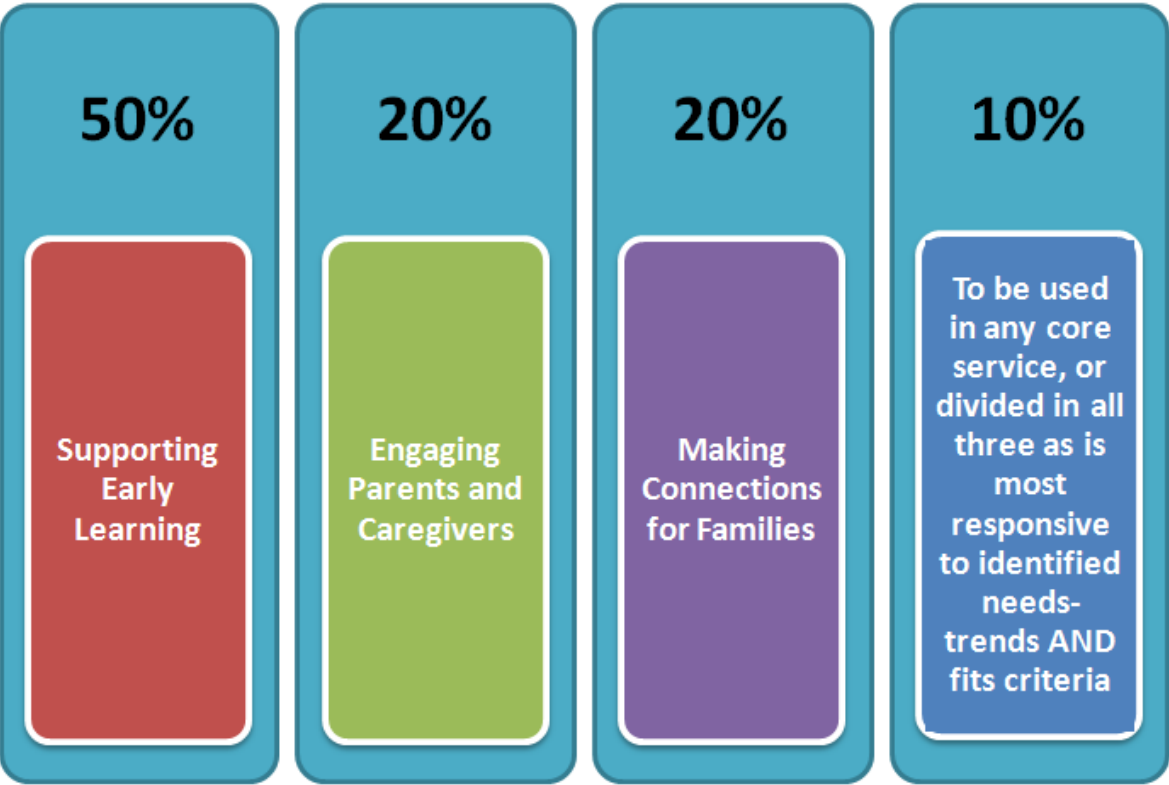
This was done by first, articulating clear **service definitions** and **criteria** based on the Ministry of Education’s guidelines for core services:



Service Mix

The OEYCFC Planning Group also worked on establishing a service mix which will be used as a guide to ensure all OEYCFCs are providing a full range of the core services to children and families within their catchments. It was noted that there could be substantial overlap between the core services but the exercise of considering the distinction would help providers to further challenge the status quo and emphasize the intent of each program. The service mix also further defined the expectations and gave providers a target. The service mix agreed to was:

% of total programs/services offered:



Aligning with the Indigenous Early Years Proposal

The Planning Network for Sudbury Families and the OEYCFC Planning Group want to ensure an alignment to the **Indigenous Early Years Proposal** being submitted separately to the Ministry of Education in September 2017. The Aboriginal Advisory Committee has been advising the OEYCFC Planning process and it is anticipated that they will advise on the community allocations for the Aboriginal population. This will ensure that the **two planning streams** will be coordinated. Furthermore, the Aboriginal partners will be invited to join the neighbourhood planning to ensure their proposed activities are planned within the context of the system. The **Indigenous Early Years Planning Team** has identified the following priorities:

1. Increased Indigenous **Child Care** Spaces - (Moderate Priority) look at the creation or transition of existing spaces to focus on the Indigenous culture, with enhancements as described in the other priorities.

2. Improved Evaluation Capacity – (High Priority) develop clear goals and measure attainment and **improved advocacy** in Indigenous organizations, hubs and child care.
3. Communication / Awareness Strategy – (Moderate/High Priority) **increase accessibility**. Difficult to determine if need is an awareness or accessibility issue.
4. **Indigenous Pedagogy/guidelines** – (High Priority) clear vision of Indigenous services; create guidelines; improved communication about benefits of cultural awareness/participation.
5. Language and Traditional Food Resources – (High Priority) **increase resources to ensure language and food** are enhanced in programs and services, and use as a tool for improved communication and awareness.

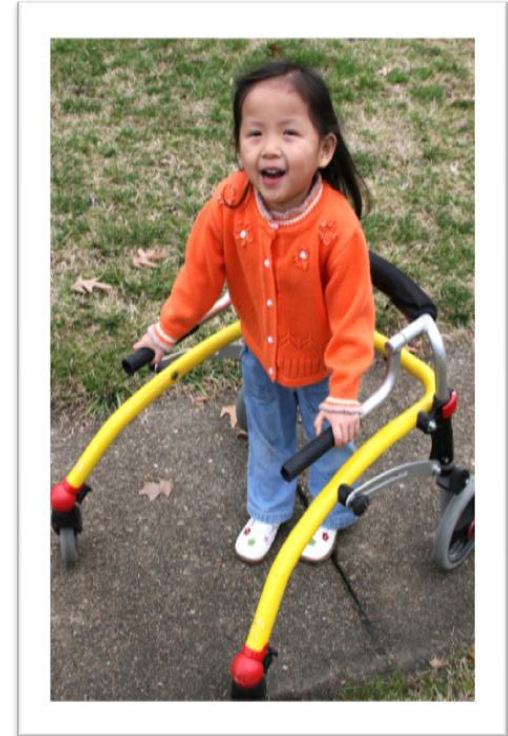
These priorities are being brought to the elders and families for their input and feedback.

Activities surrounding these priorities will be determined shortly and aligned to our community plan and the creation of the OEYCFCs is expected before implementations.



Linking to the Special Needs Strategy

It is also important to the Network to support the Provincial Special Needs Strategy. Many members of the Network have been involved in the local strategy development and have ensured all partners are informed. The role of the OEYCFCs in this strategy is still somewhat undefined but the network is very supportive of the Tiered Service Delivery Framework. All partners are willing to participate in the Tier 1, and make instructional method or environmental changes that benefit all children in the natural context of participation.



Adapting to Local Circumstances

Within each catchment, additional considerations to adapt OEYCFC programs and services are:

- Some catchments include neighbourhoods or distinct areas that have their own demographic identity which includes many **risk factors**.
If statistically significant, universal programs will be situated in those specific locations.
- Also considered is the **EDI data** which identifies the domains of vulnerability. This information will be used to tailor programs specifically to the need of that catchment

Future Discussions

As a group, providers began to reflect on delivery expectations, realizing some direction will come from the province and many more discussions will be necessary. So far, the discussions have included:

- Possible unit of service calculation may be developed so targets can be set and expectations for both providers and families will be clear.
- RECEs will deliver core services along with a diverse team of other professionals and partners with a variety of qualifications.
- Evening and weekend scheduling will be offered to ensure that programs are accessible 5 days per week.
- Multiple delivery models such as one-on-one, formal groups, informal discussions, presentations, on-line information or social media will be used to engage families.

- Providers will be responsive to parents/caregivers interest in age specific or topic specific child development information, nutrition, and early learning
- Targeted outreach to reach parents who could benefit but have not accessed programs or services remains a goal. Programs and services would still focus on child development, parenting, nutrition, play and inquiry-based learning (may connect families to each other and/or create a sense of community)
- “sudburyfamilies.ca” and “311” will be used as information hubs.



Section Four

Neighbourhood Assessments

Neighbourhood Assessments

Each catchment will have a unique implementation plan reflective of the equitable service level determined, the infrastructure in that area and best provider(s) available to service the unique needs of that catchment. Maps will show specialized needs in each catchment and providers will be matched according to their strength or uniqueness. It should be noted that the Aboriginal allotment of 11% of the total funding will support planned services across the whole community as well as the main Hub in the Donovan Catchment.

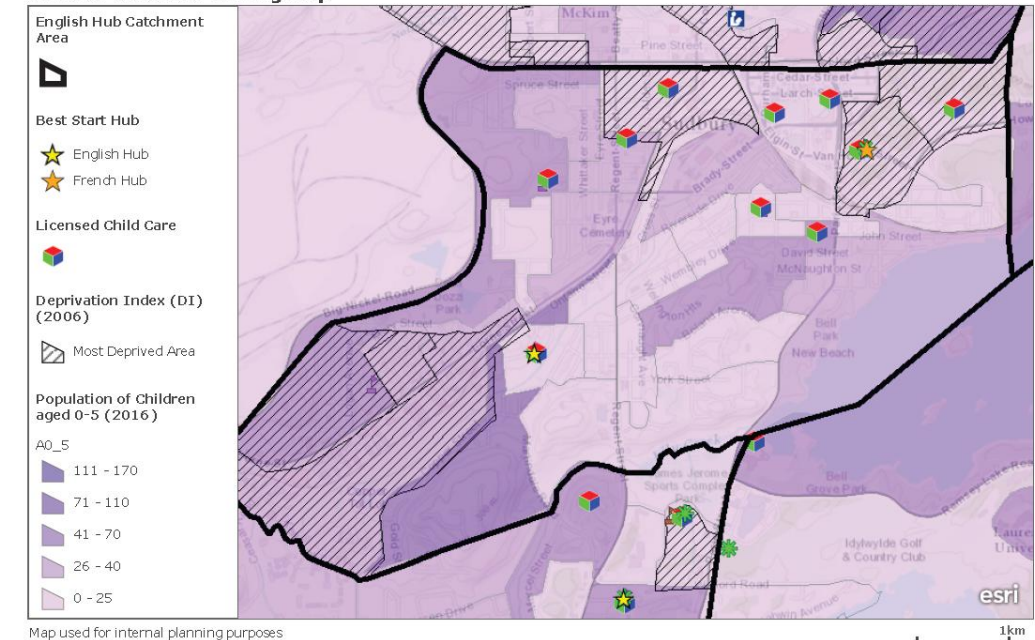
How to Read the Maps, using an example

When reviewing the catchment maps, the key partners, including hub providers, school boards, public health and child care consider:

- The black line represents the Catchment for the West End area of Sudbury – this catchment includes the West End, Gatchell, Downtown and Kingsmount neighbourhoods.
- The purple shading indicates where within the catchment that children aged 0-5 live (2016 Census).
- The areas with cross hatching are areas that have scored higher in the Deprivation Index - a measure that indicates relative deprivation based on a number of factors like high unemployment, social isolation and low education.
- Other symbols indicate the locations of schools, Best Start Hubs, licensed child care centres and other family programs.
- Other layers that can be added to the maps for planning purpose include the Aboriginal Ancestry population, the francophone population, and the population of families with children 0-5 living in poverty.

These maps are being used to assist in planning where OEYCFC programming and centres should be located, to best meet the needs of the population in the area.

Children Services Planning Map

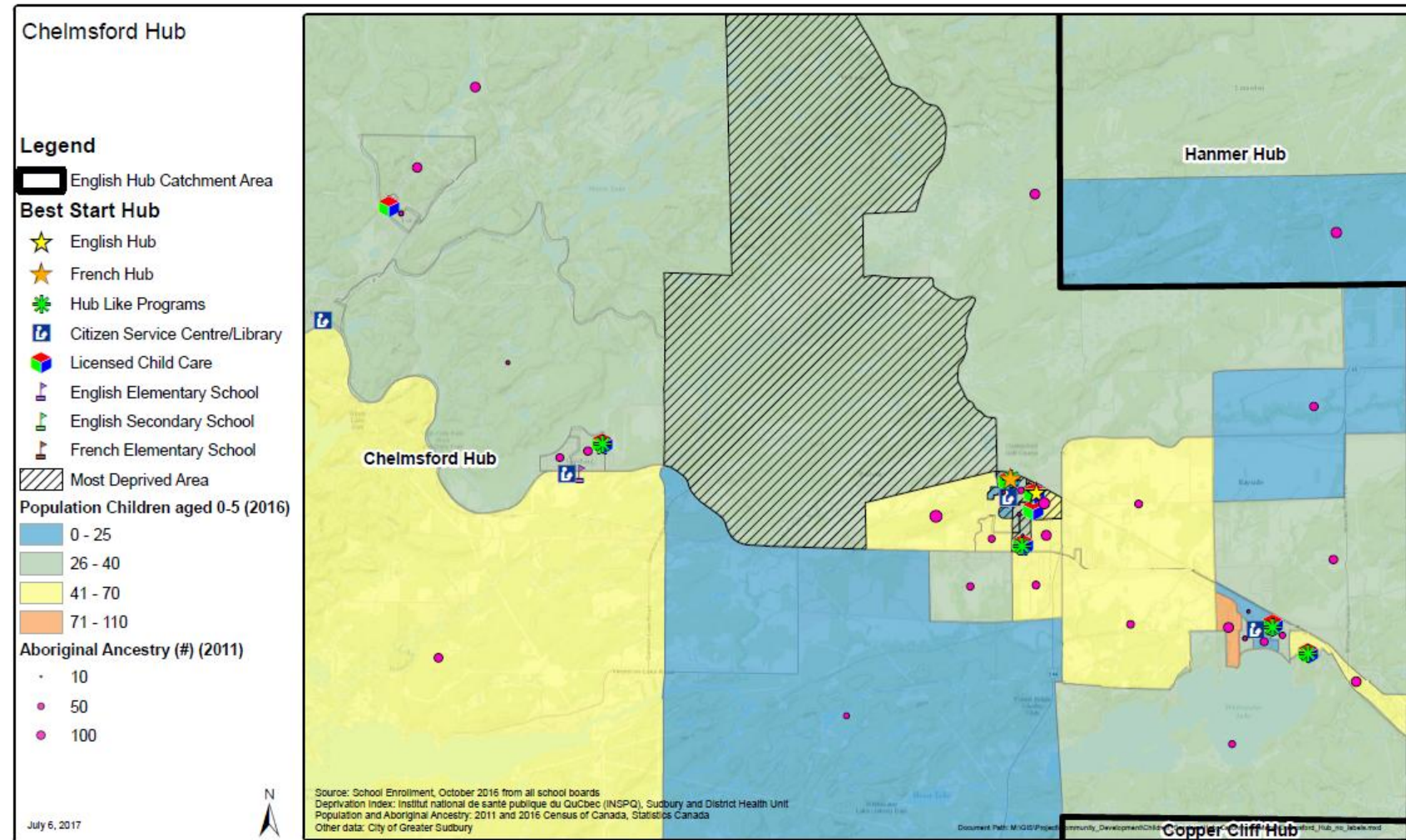


City of Greater Sudbury, Province of Ontario, Ontario MNR, Esri, HERE, Garmin, INCREMENT P, Intermap, USGS, METI/NASA, EPA, USDA, AAFC, NRCan | 2011 Census of Canada, Statistics Canada | 2011 National Household Survey (NHS), Statistics Canada | 2011 National Household Survey, Statistics Canada | 2016 Census of Canada, Statistics Canada | City of Greater Sudbury, INSPQ | City of Greater Sudbury, Offord Centre for Child Studies | City of Greater Sudbury, Offord Centre | City of Greater Sudbury

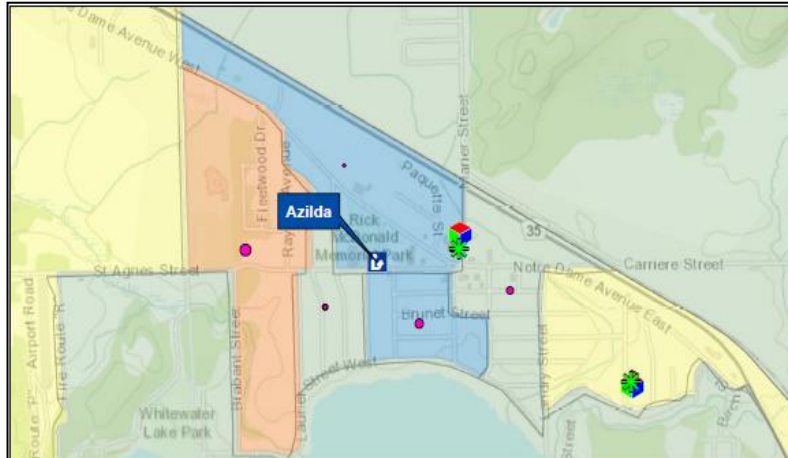


Azilda, Chelmsford, Dowling and Levack Catchment

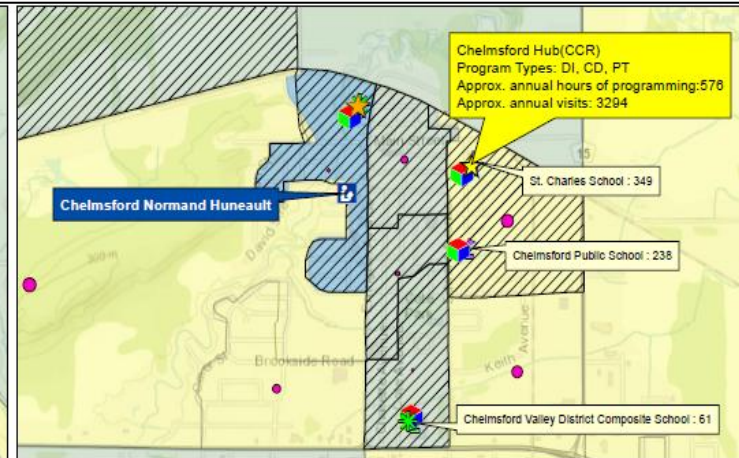
- The existing Best Start Hub at St. Charles Catholic Elementary School is well located for an OEYCFC, in an area of higher concentration of children and within a deprived area.
- There are two other schools within walking distance which will continue to be used for programming.
- Each of Azilda, Dowling and Levack areas has a school that will also be utilized.
- A small amount of targeted services will be planned for the geared to income housing and/or in the areas of isolation.



Azilda



Chelmsford



Dowling

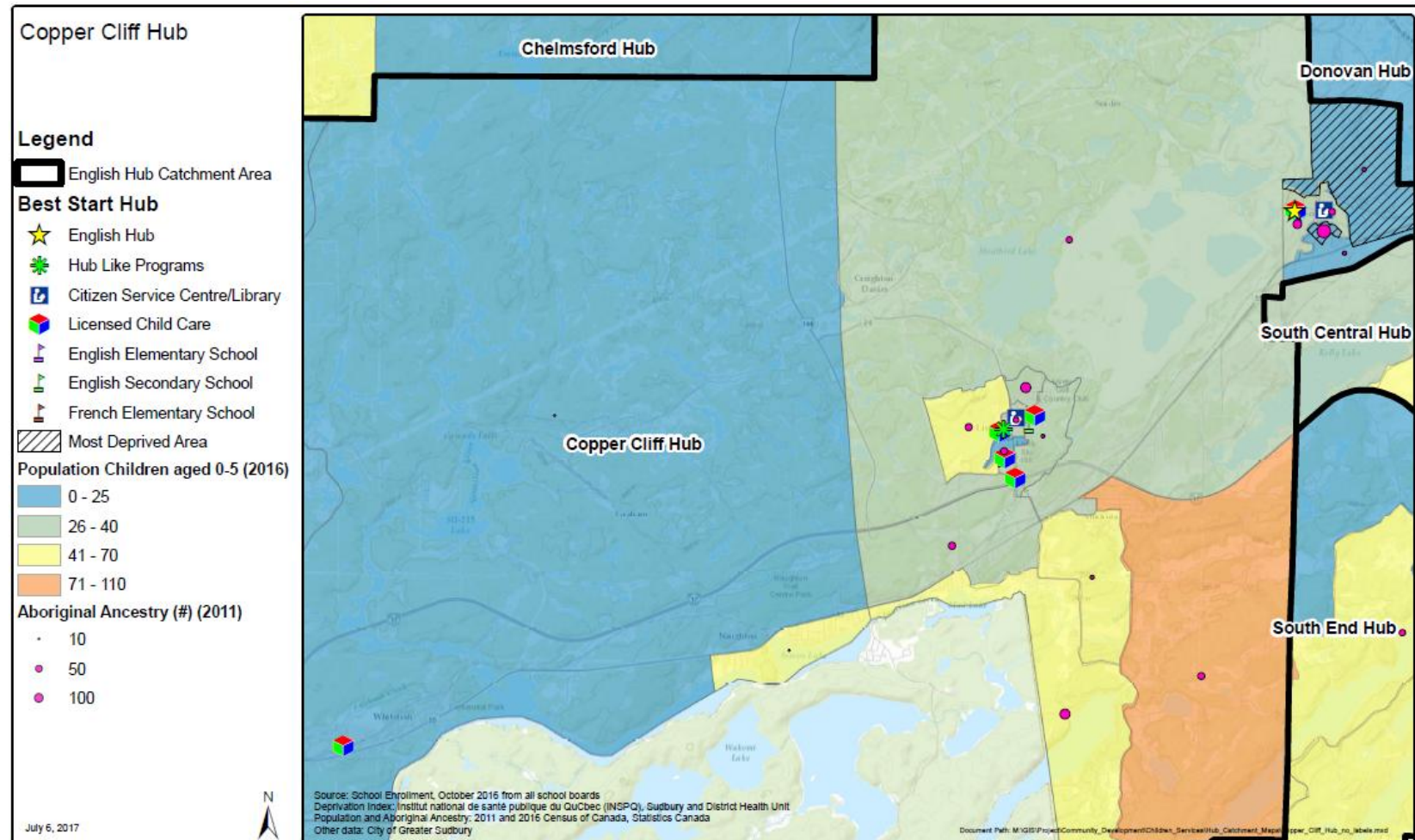


Levack

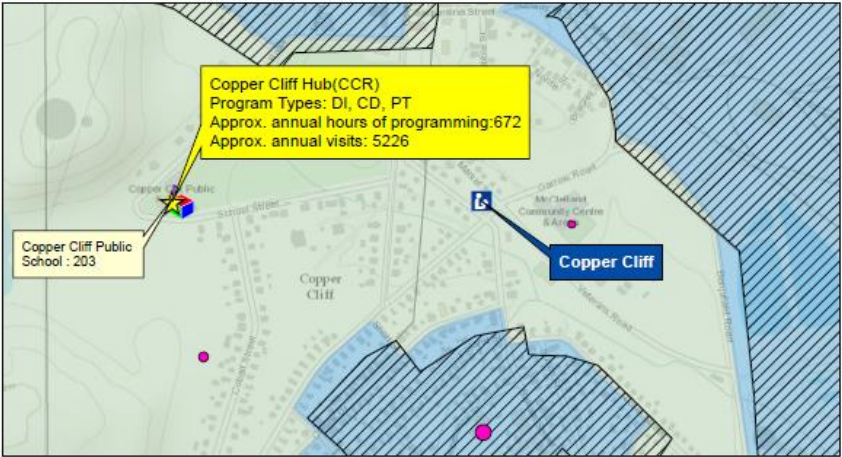


Copper Cliff, Lively and Whitefish Catchment

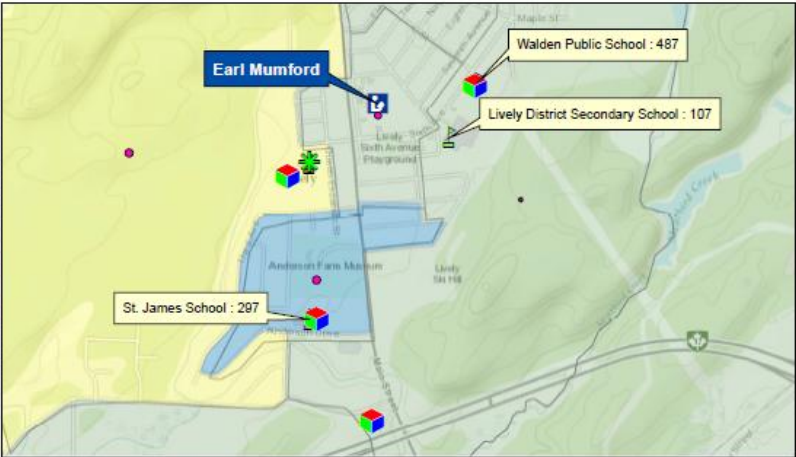
- The existing Best Start Hub at Copper Cliff Public School will become the OEYCFC and is close to the areas that are deprived and within walking distance.
- There are bigger concentrations of children in Lively where there are two elementary schools that will have programming.
- The more remote school locations will be considered for regular programming.



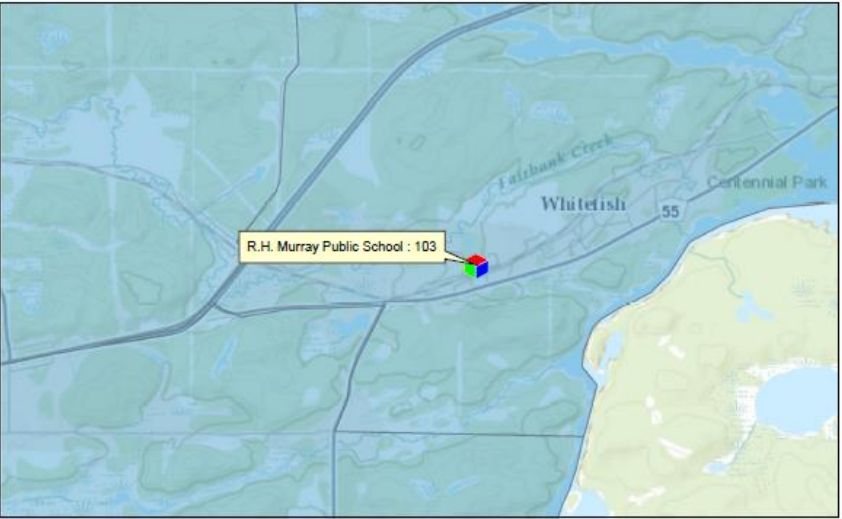
Copper Cliff



Lively

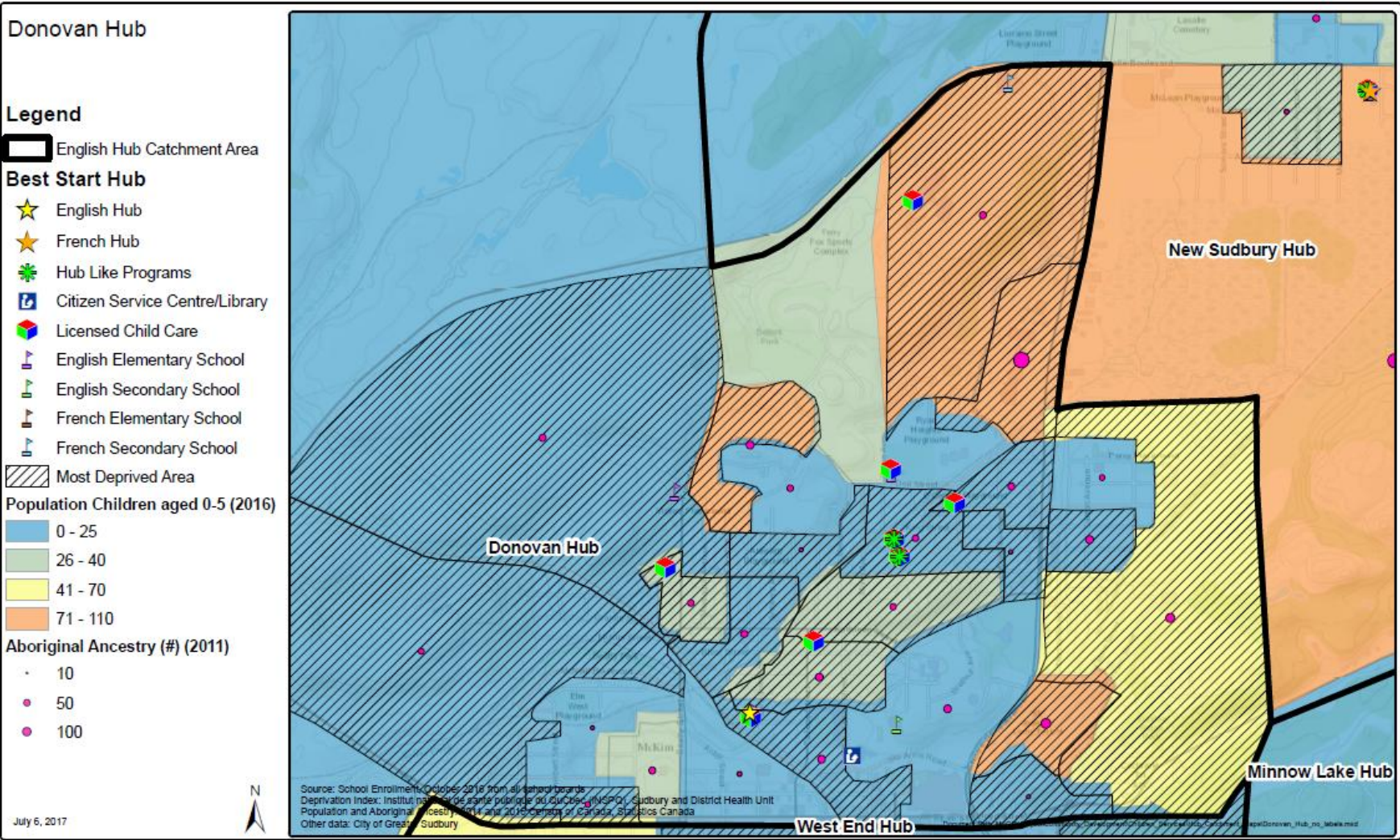


Whitefish

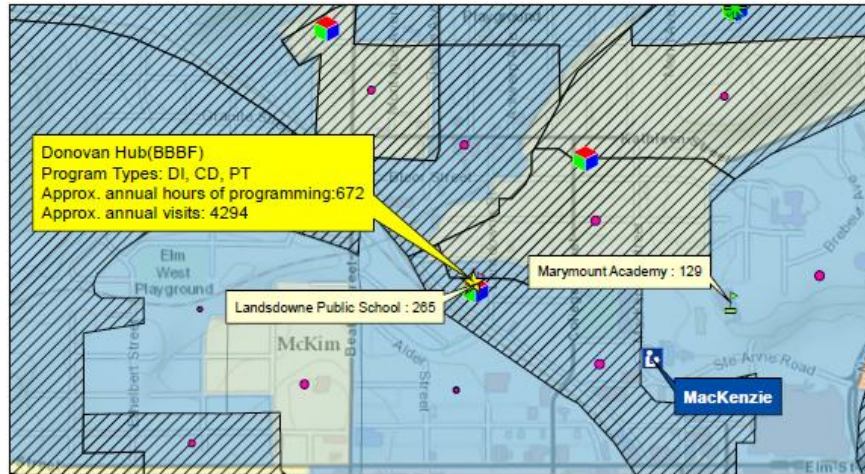


Donovan and Flour Mill Catchment

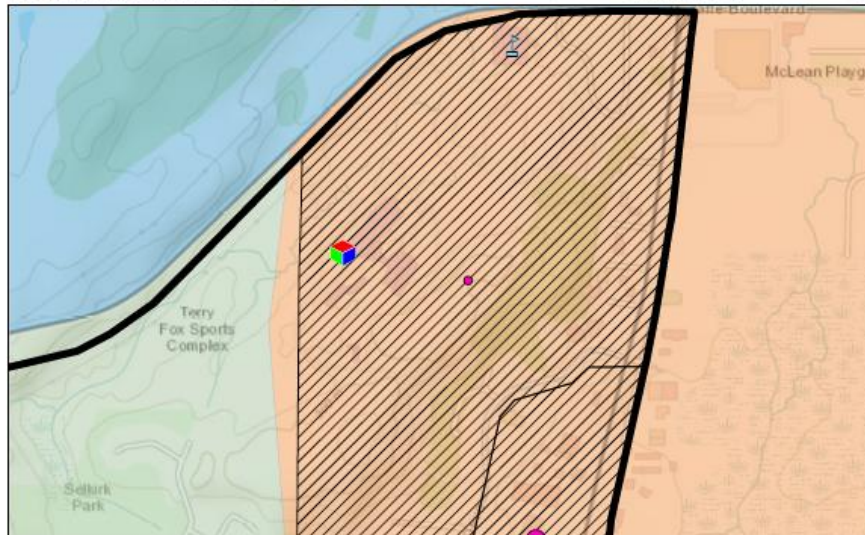
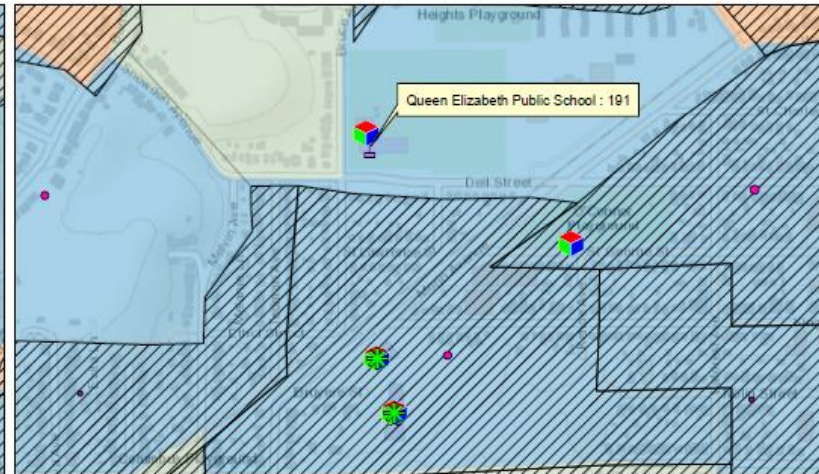
- The three English schools will continue to be used as main sites for services for this catchment. There is also centre based programs that will continue and several geared-to- income housing complexes that will be utilized for outreach programs.
- This neighbourhood has “other community services”, with broader mandates that will also be considered.



Donovan



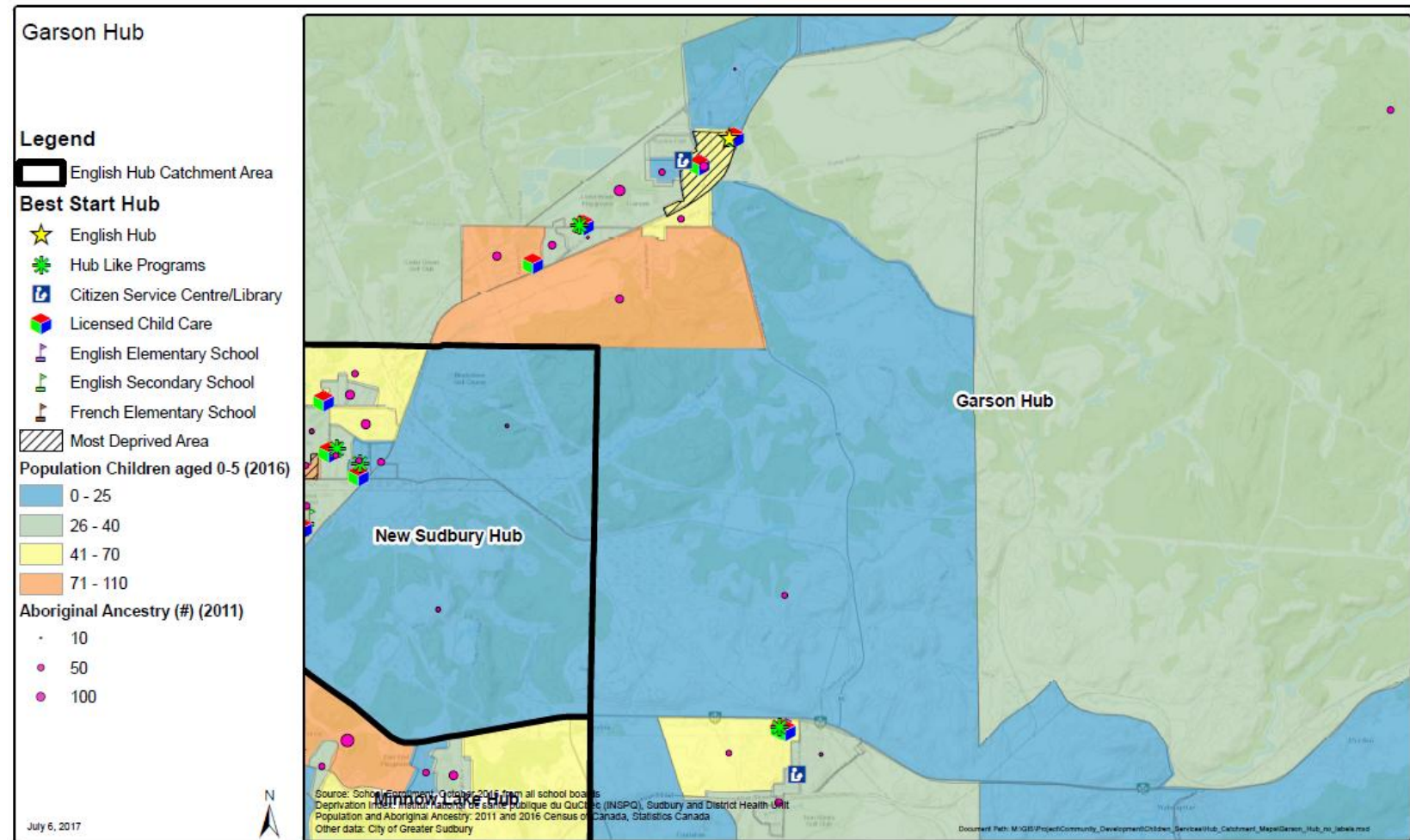
Flour Mill

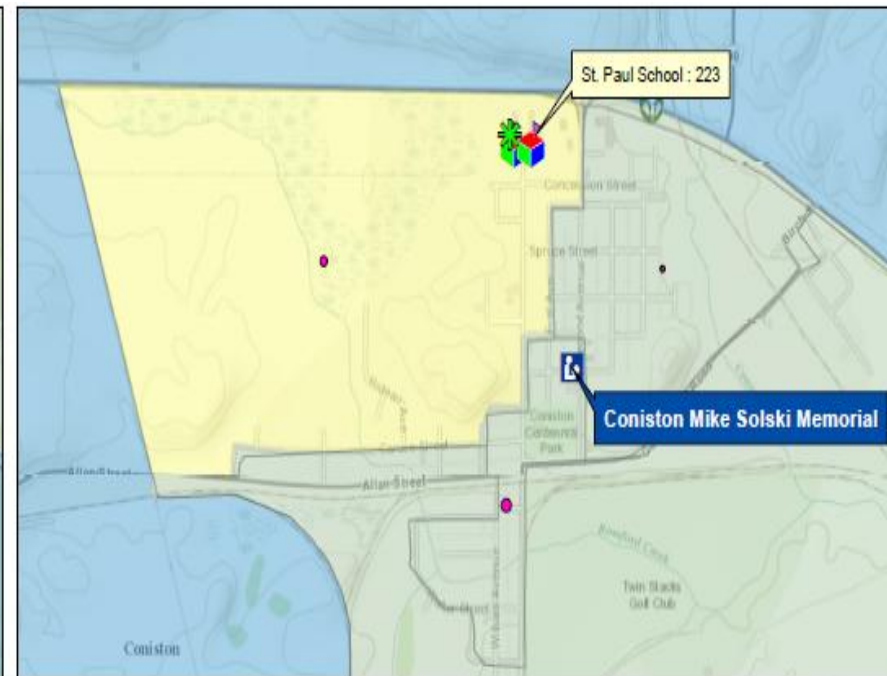


Flour Mill

Coniston and Garson Catchment

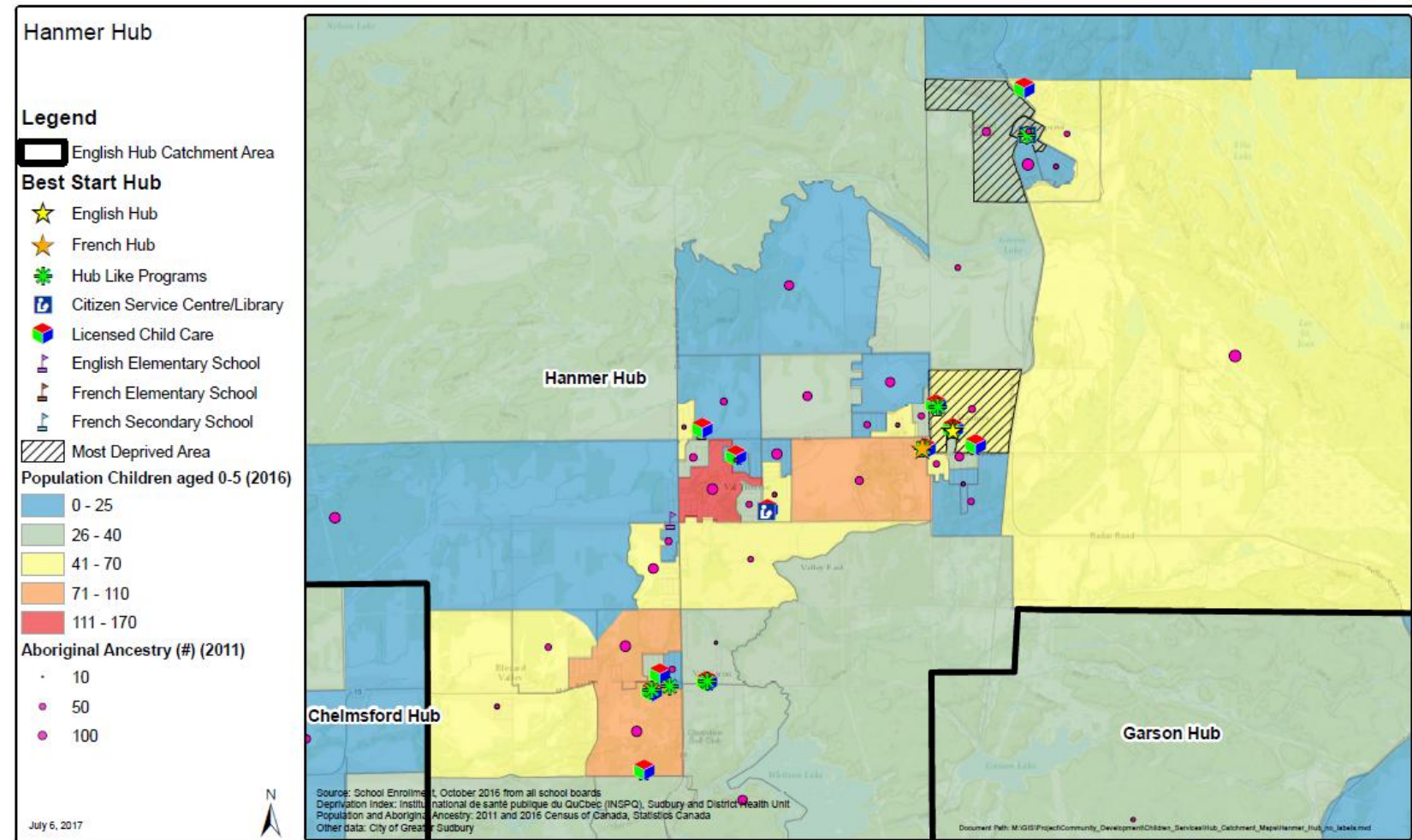
- The existing Best Start Hub is located in a moderately high child populated area with a higher deprivation level. The OEYCFC will take over this location.
- The two populated areas have easier access to community space, alternate schools and child care sites which will be utilized for outreach programming.



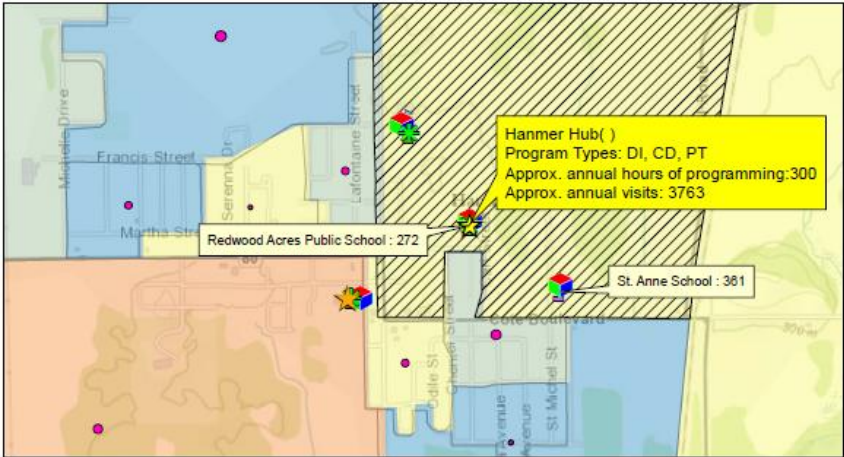


Hanmer, Capreol, Val Caron and Val Therese Catchment

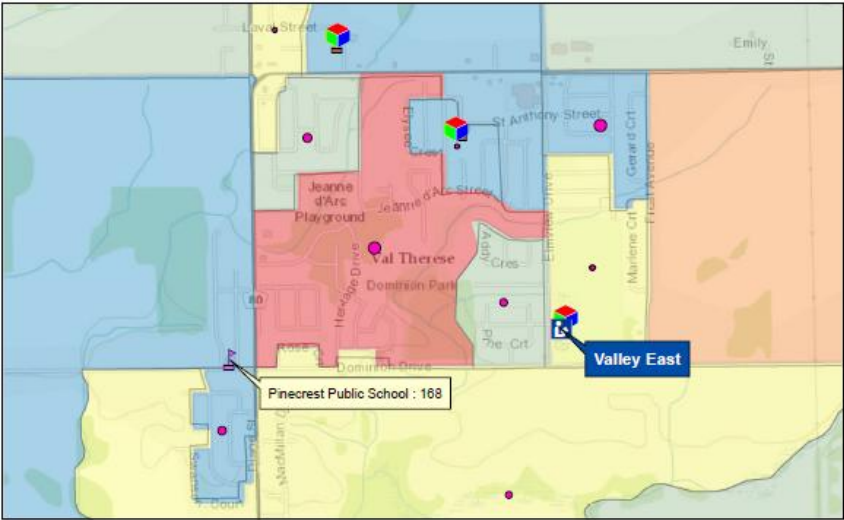
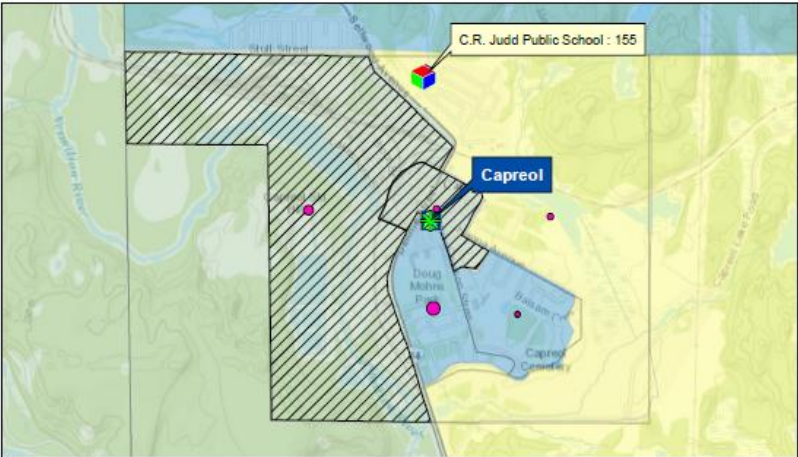
- Two of the three schools used as main sites for existing Hub programming and services are within the most deprived areas with heavier child population. These Hub sites will continue to be used for targeted services. The remaining 3 schools, where the child population is also high will be utilized for programs and services.
- There are many Francophone families in this catchment and immersion school programs are popular. OEYCFC programming here will include English and French Immersion.



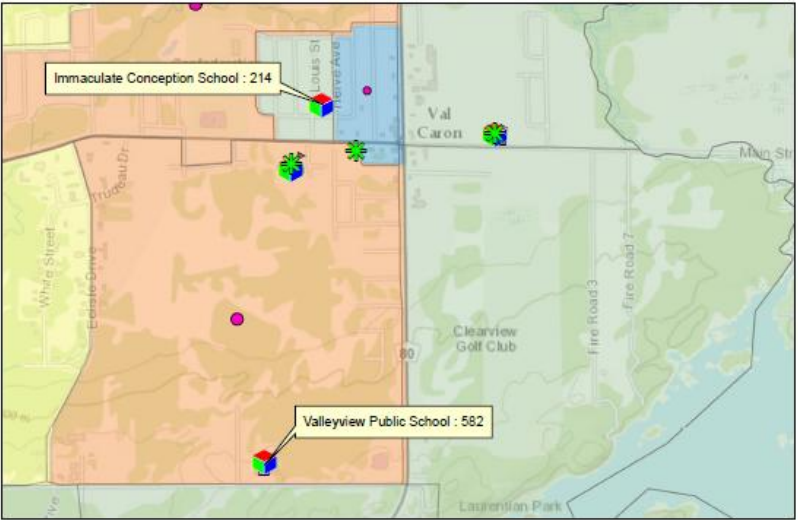
Hanmer



Capreol



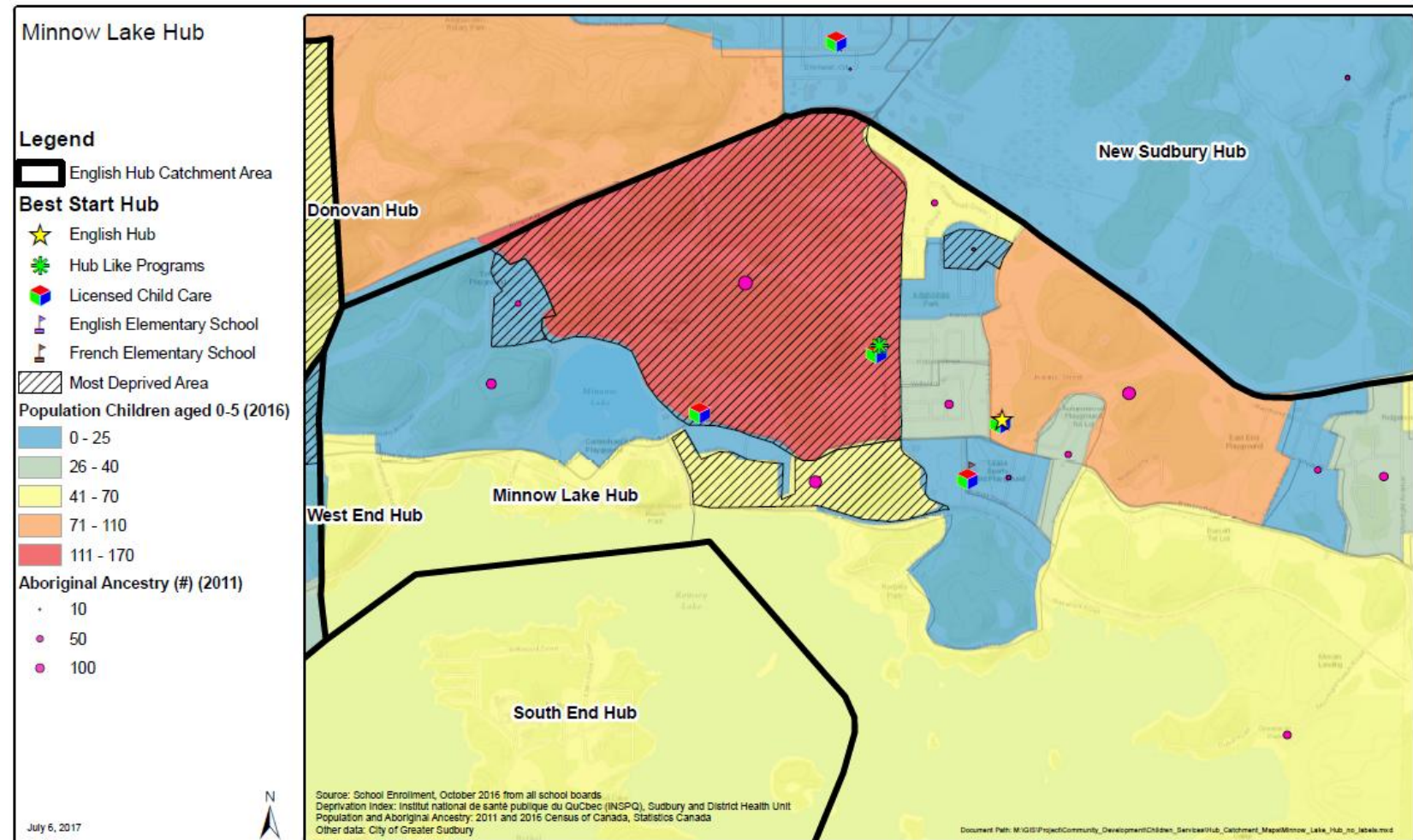
Val Therese

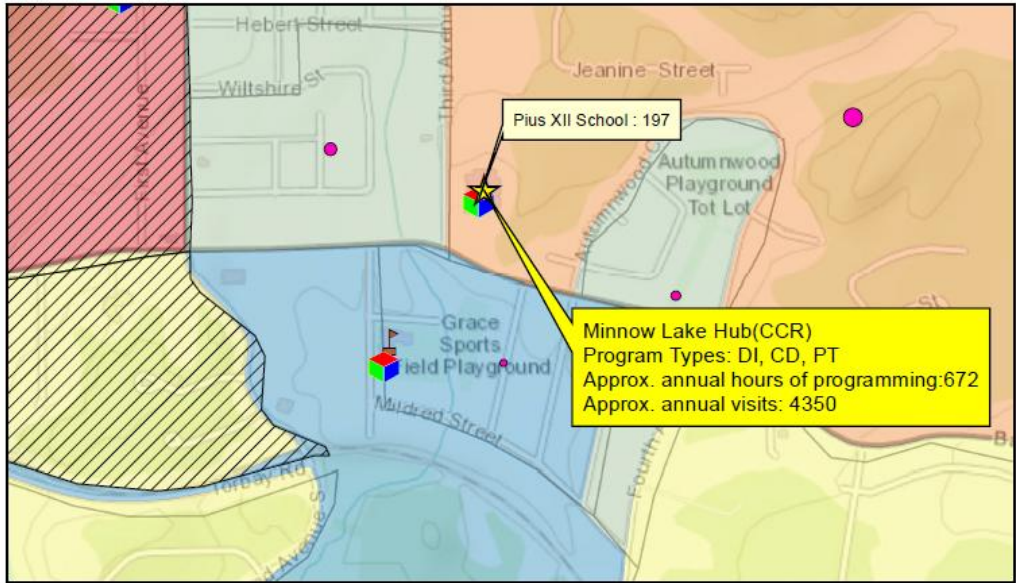
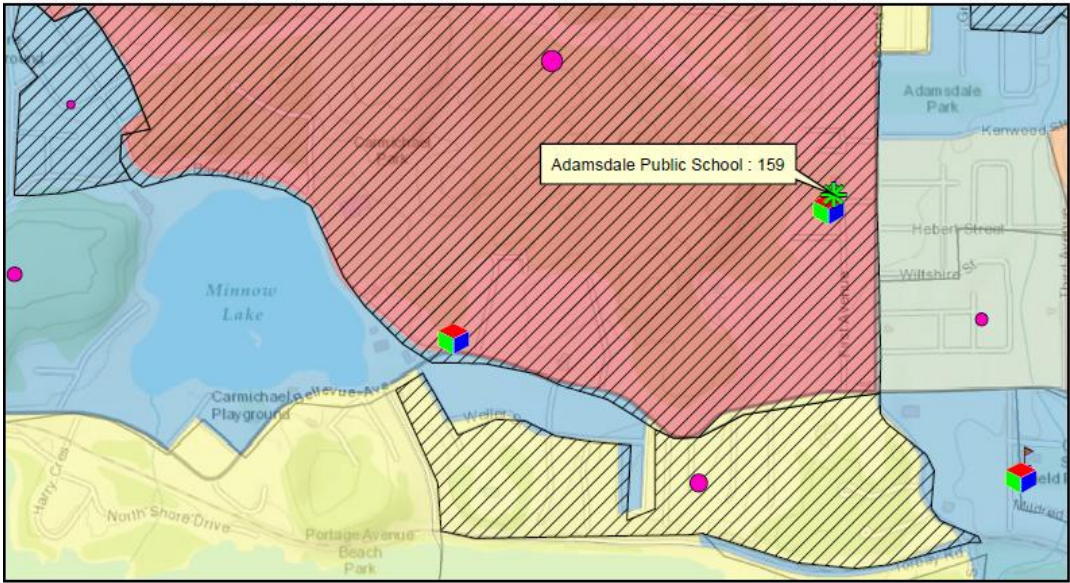


Val Caron

Minnow Lake Catchment

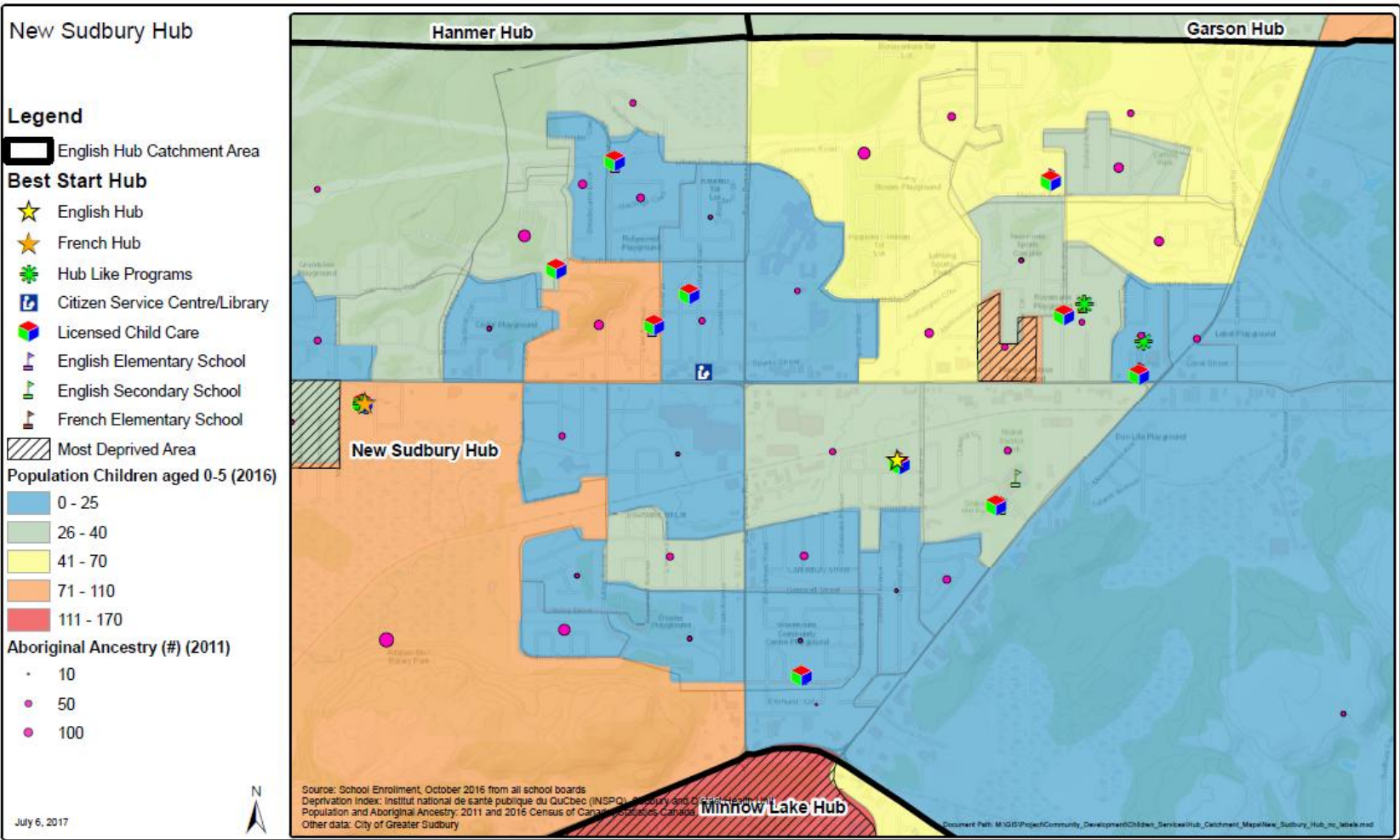
- Presently there are both hub and targeted services within this catchment. The higher child population and identified deprived areas support the contribution of both within their current school locations, operating as OEYCFC.
- There are also “other community services” to consider in the planning of Minnow Lake.

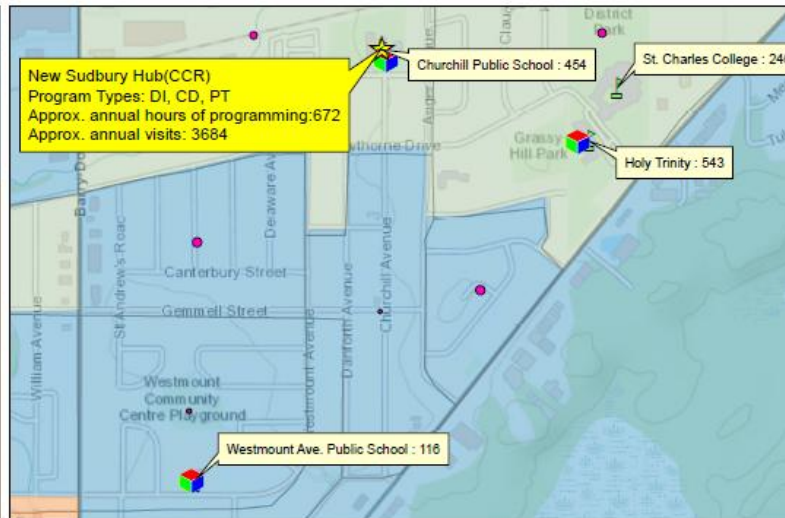
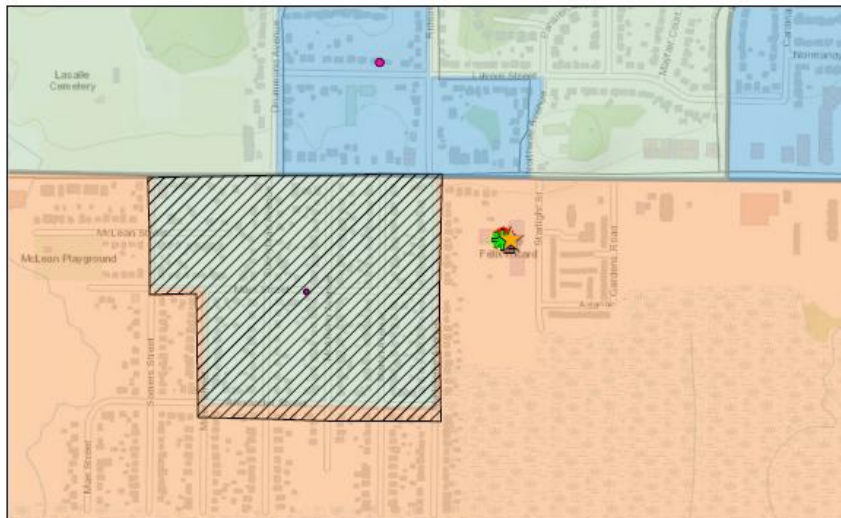
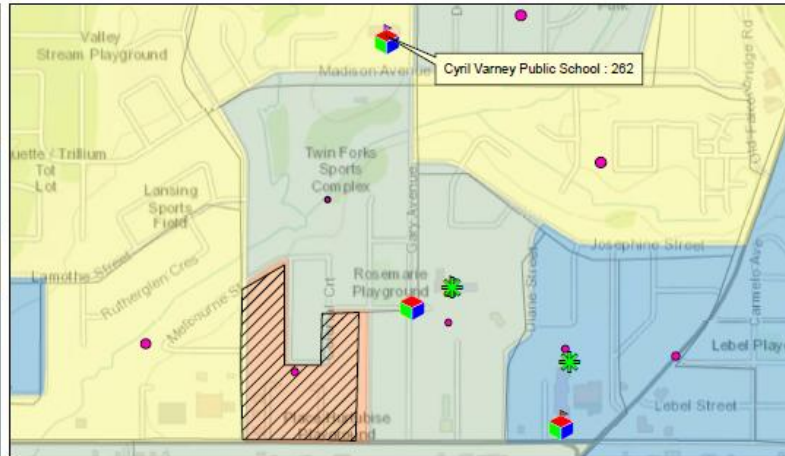
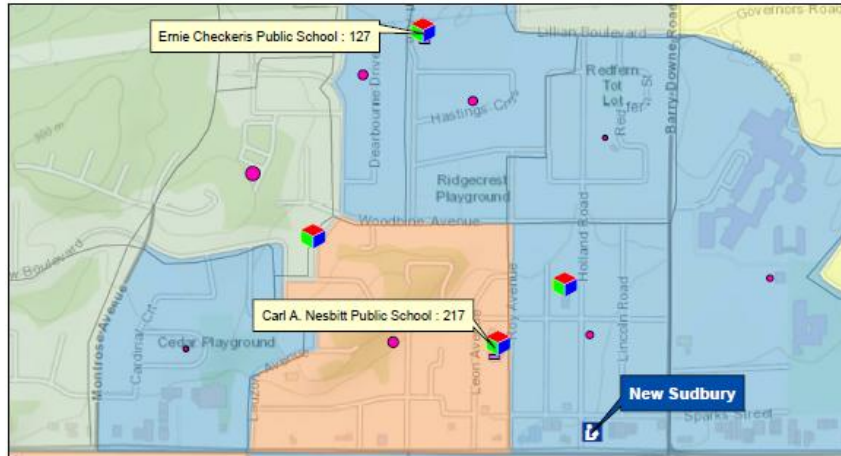




New Sudbury Catchment

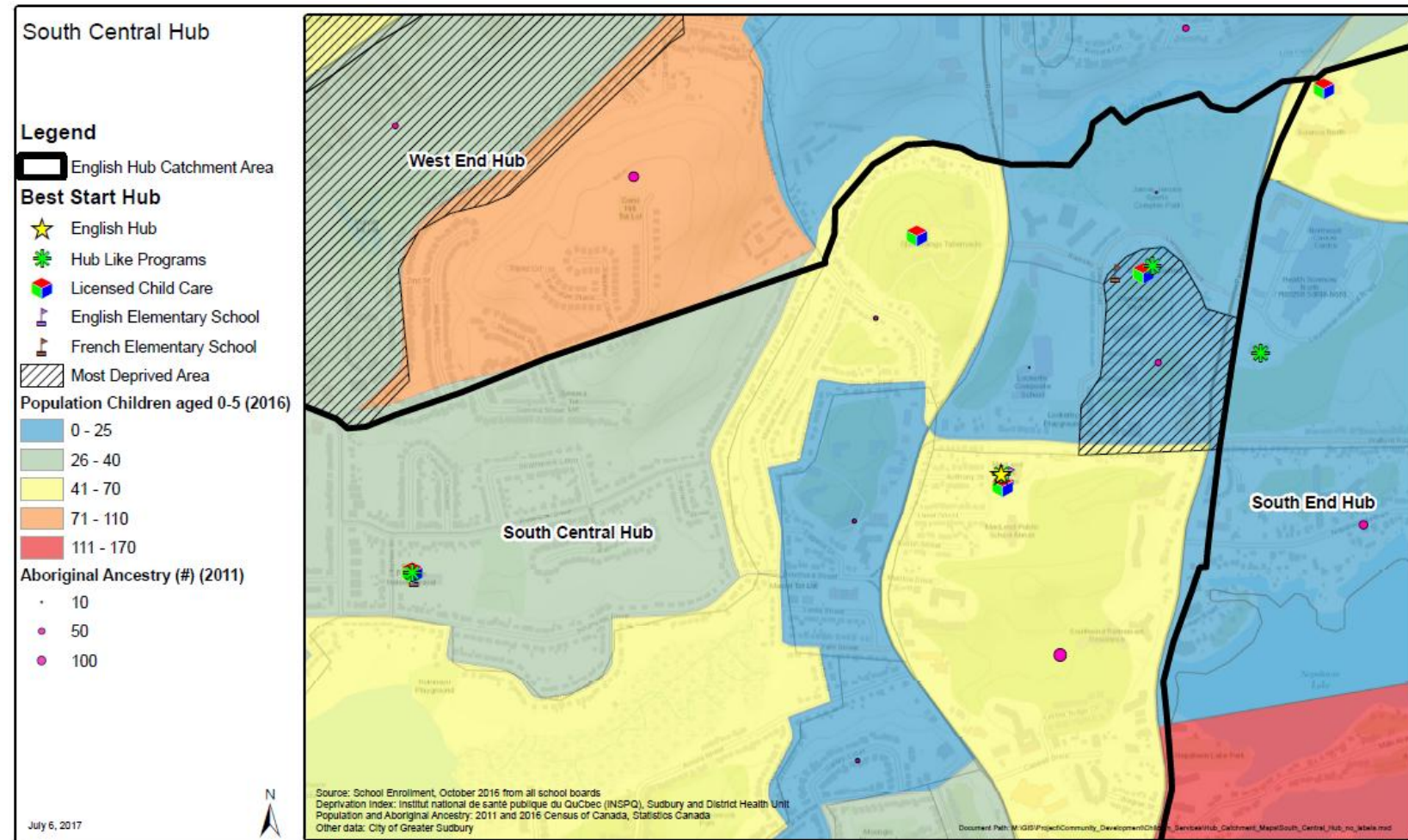
- This catchment has a high child population, many families living in poverty and covers a large geographical area. Luckily, there are several schools, child care sites and a community building and library. These additional sites will be considered for additional services.
- Targeted services will be established in the most deprived areas, using alternate space or geared - to - income housing as locations.



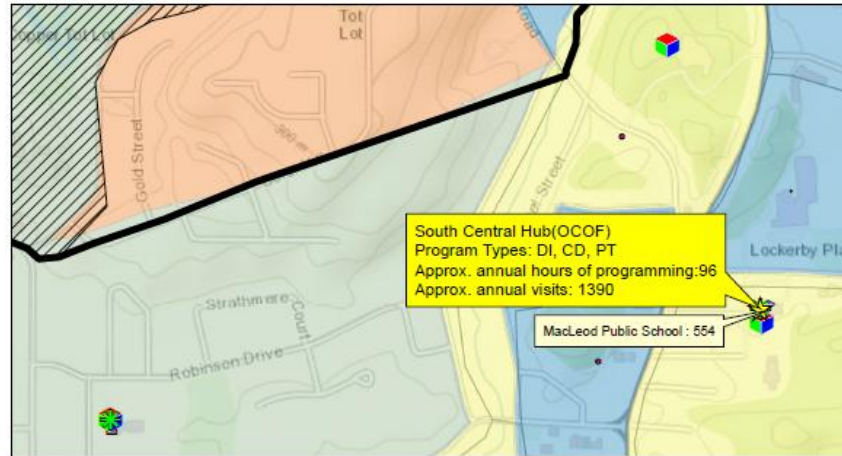


Algonquin, Lockerby, Lo-Ellen and Robinson Catchment

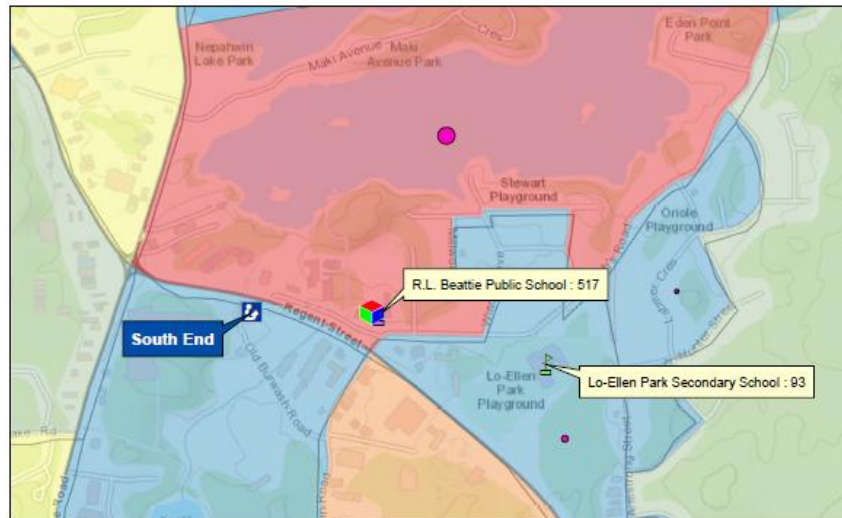
- These two existing hubs will be considered together, one for mainstream OEYCFC programming and the other for more targeted programming. The mainstream services will be located in the two schools they presently occupy while the targets stream will provide access to services in specific community space, much like they are providing today.



Robinson



Lockerby



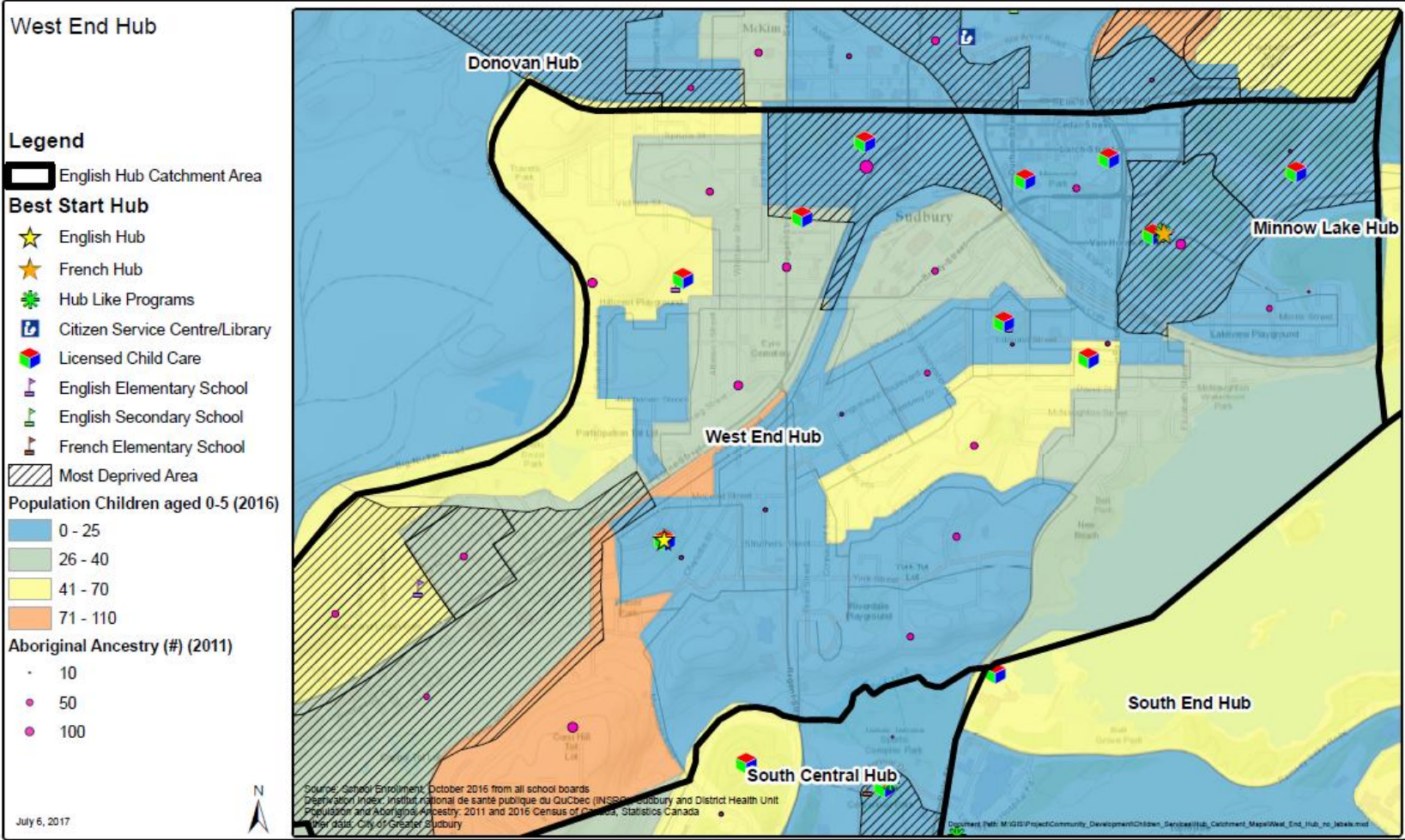
Lo-Ellen



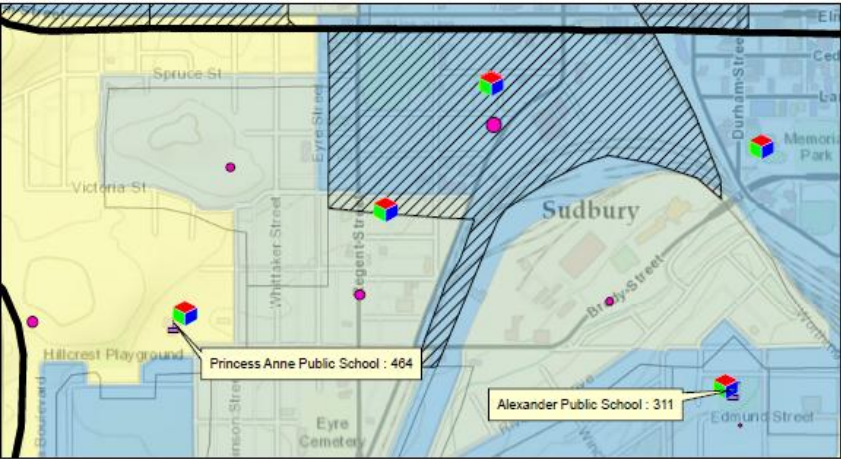
Algonquin

Downtown, Gatchell and West-End Catchment

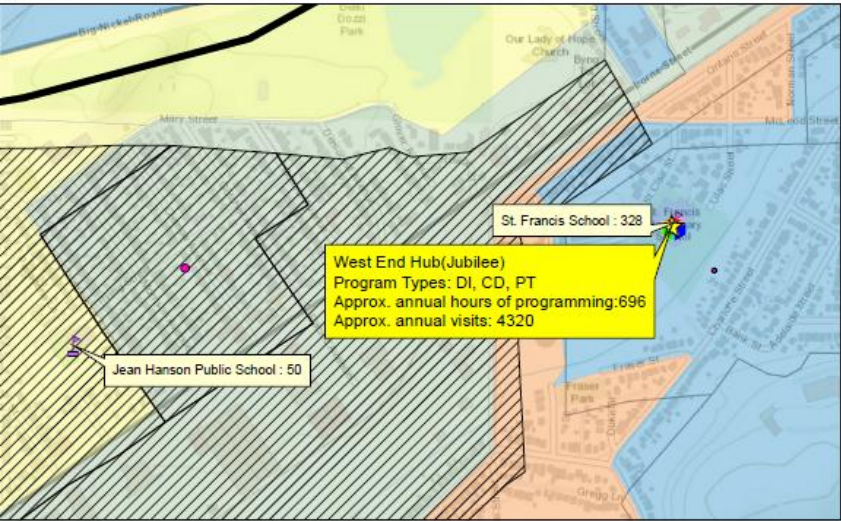
- The existing West End Hub is located close to the area that has combined deprivation and child population.
- There are two other schools and several child care sites within the area that can be utilized as alternate or outreach locations.



West - End



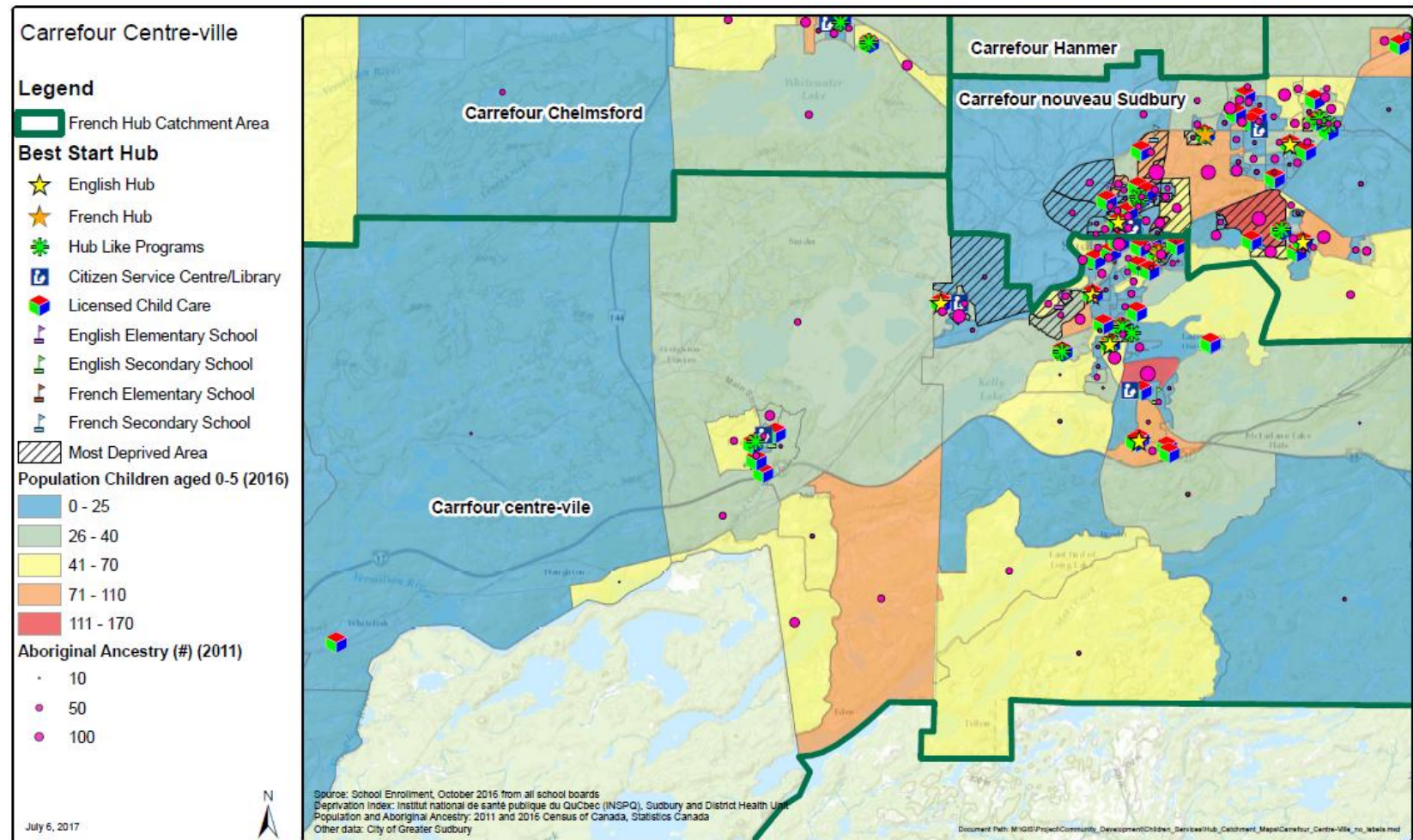
Downtown



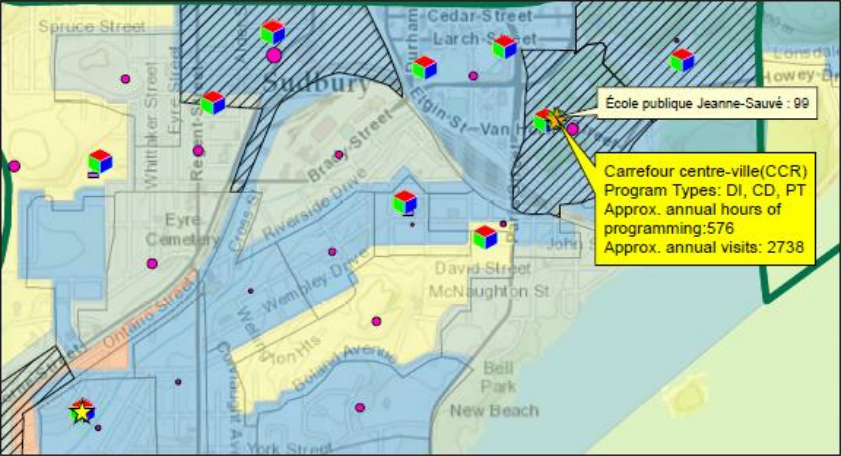
Gatchell

Centre-ville, Copper Cliff, Lively and South End Catchment - Francophone

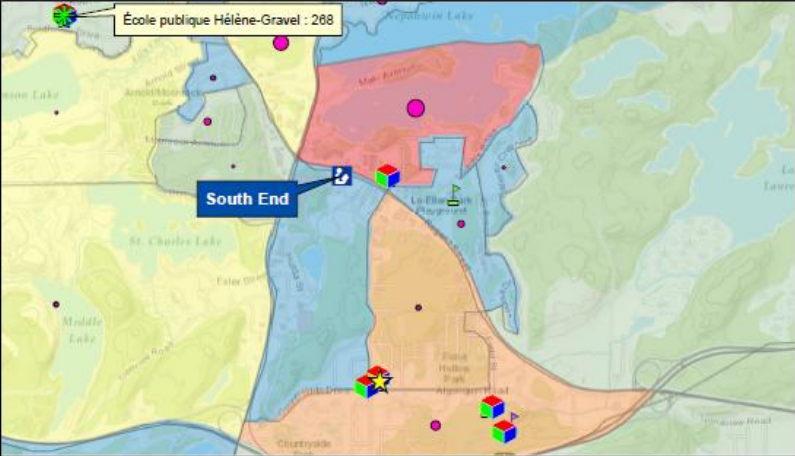
- This OEYCFC will have a large geographical area to service and the partners will drill deeper into the data to ensure Francophone services are accessible.
- This does include some areas of catchment deprivation which will be considered in planning as well.
- The focus of francophone services will be to provide programming in the current hub location and provide outreach to the other French schools.



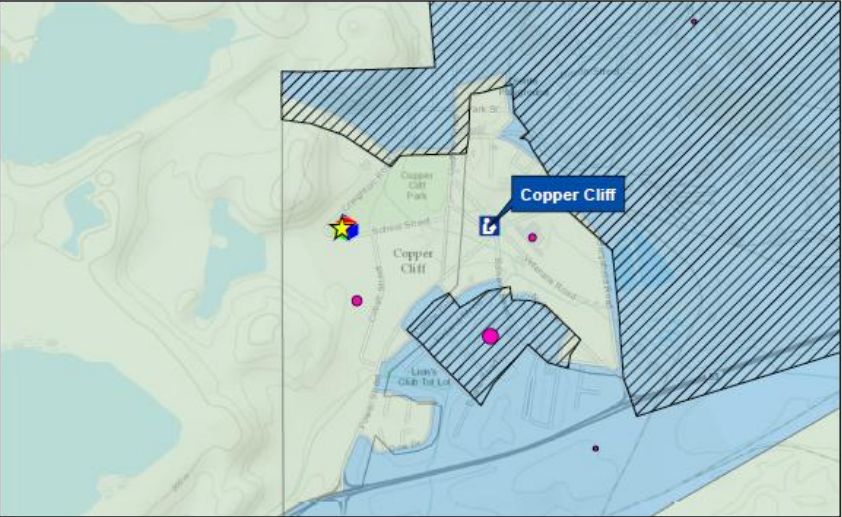
Centre-ville



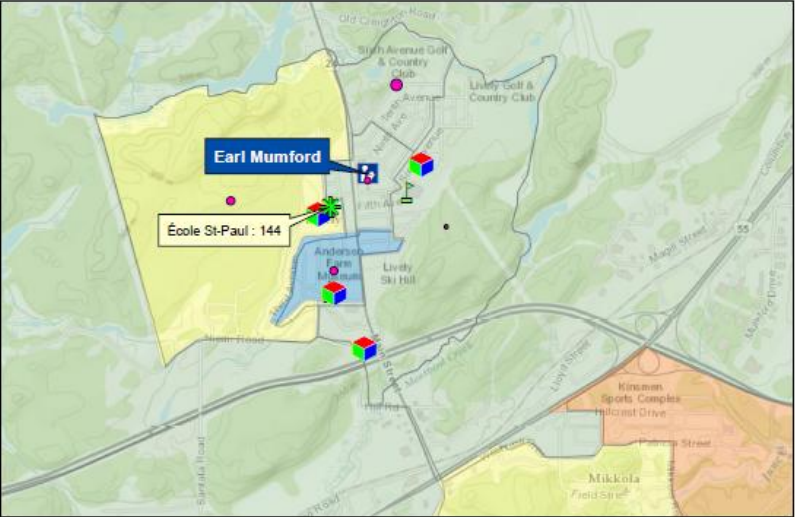
South End



Copper Cliff

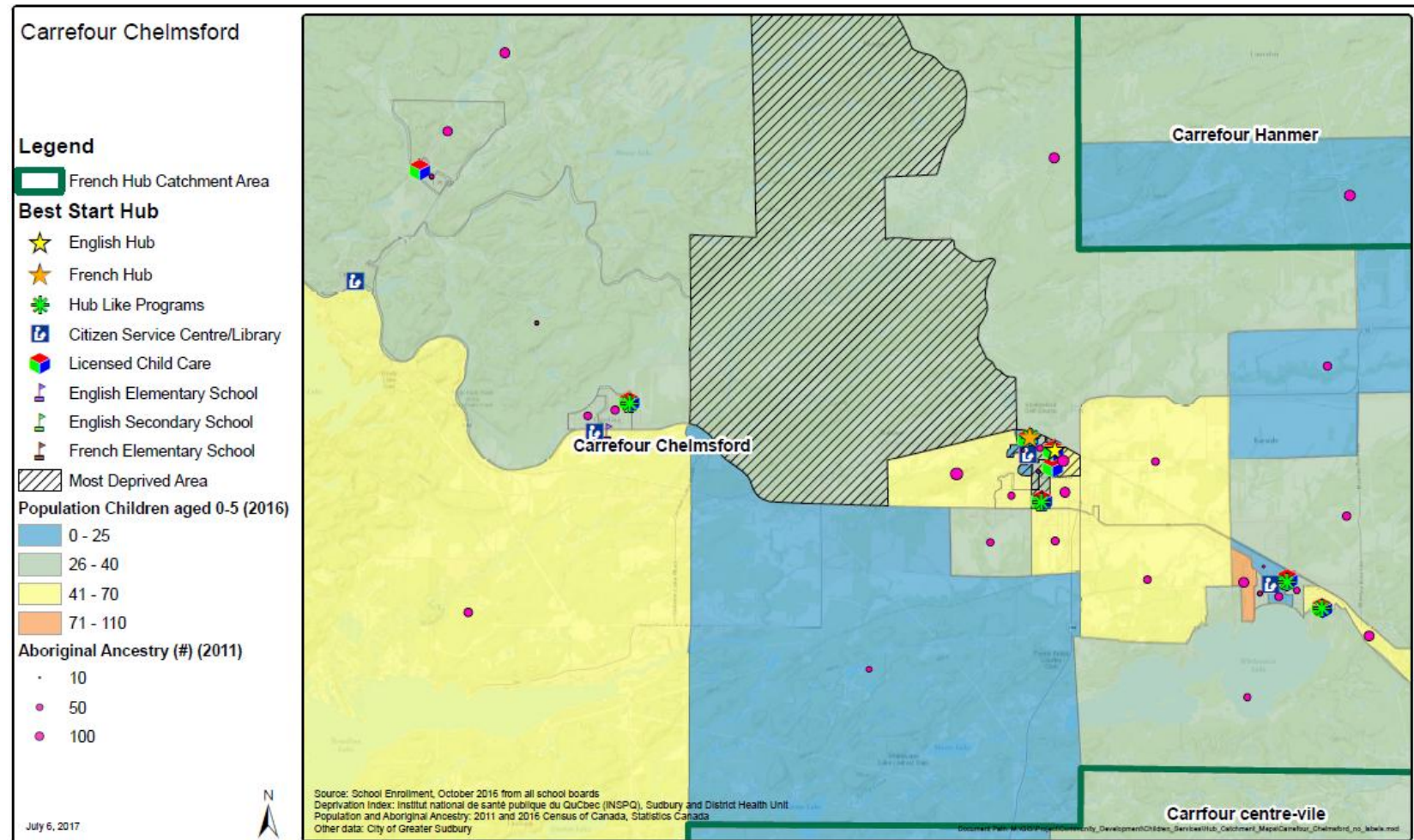


Lively

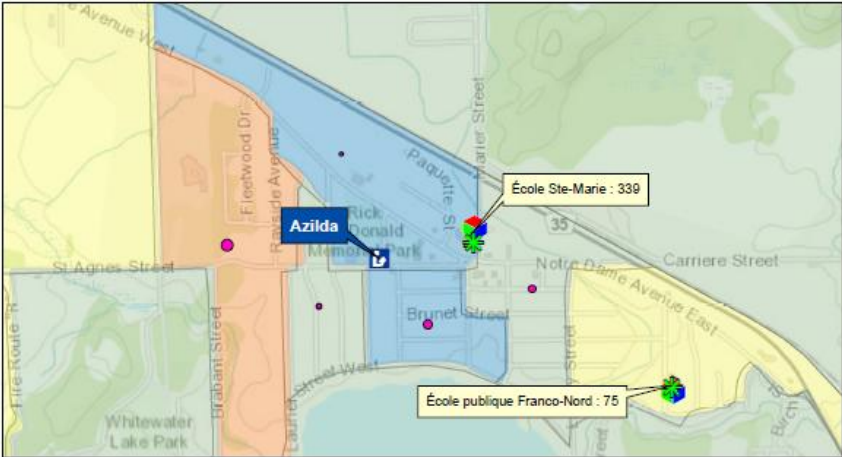


Azilda, Chelmsford, Dowling and Levack Catchment – Francophone

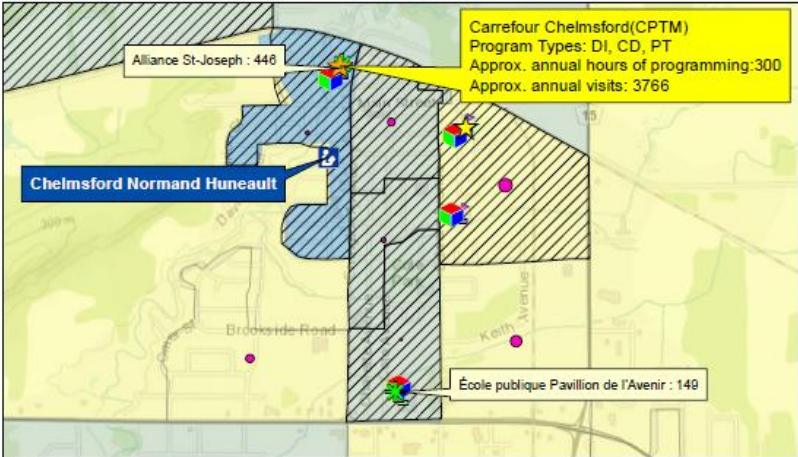
- Francophone OEYCFC programs and services will continue at the current hub location within a school.
- Additional locations will include the three other French schools and four community centres.



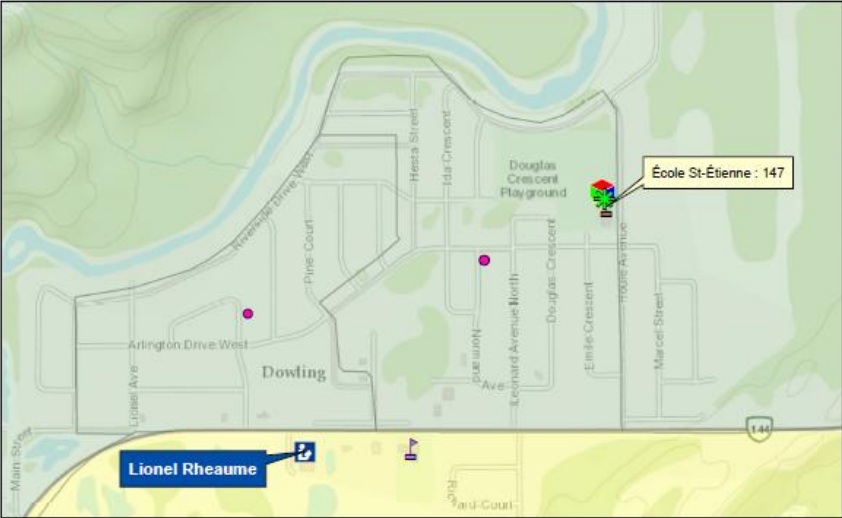
Azilda



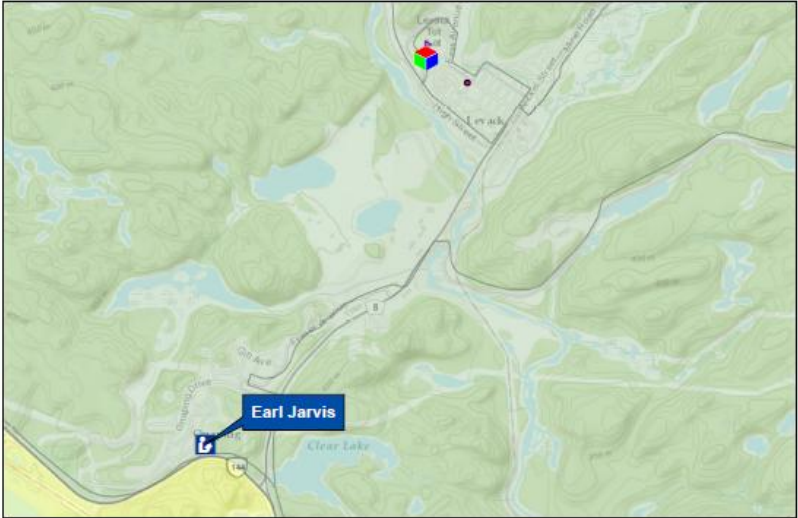
Chelmsford



Dowling

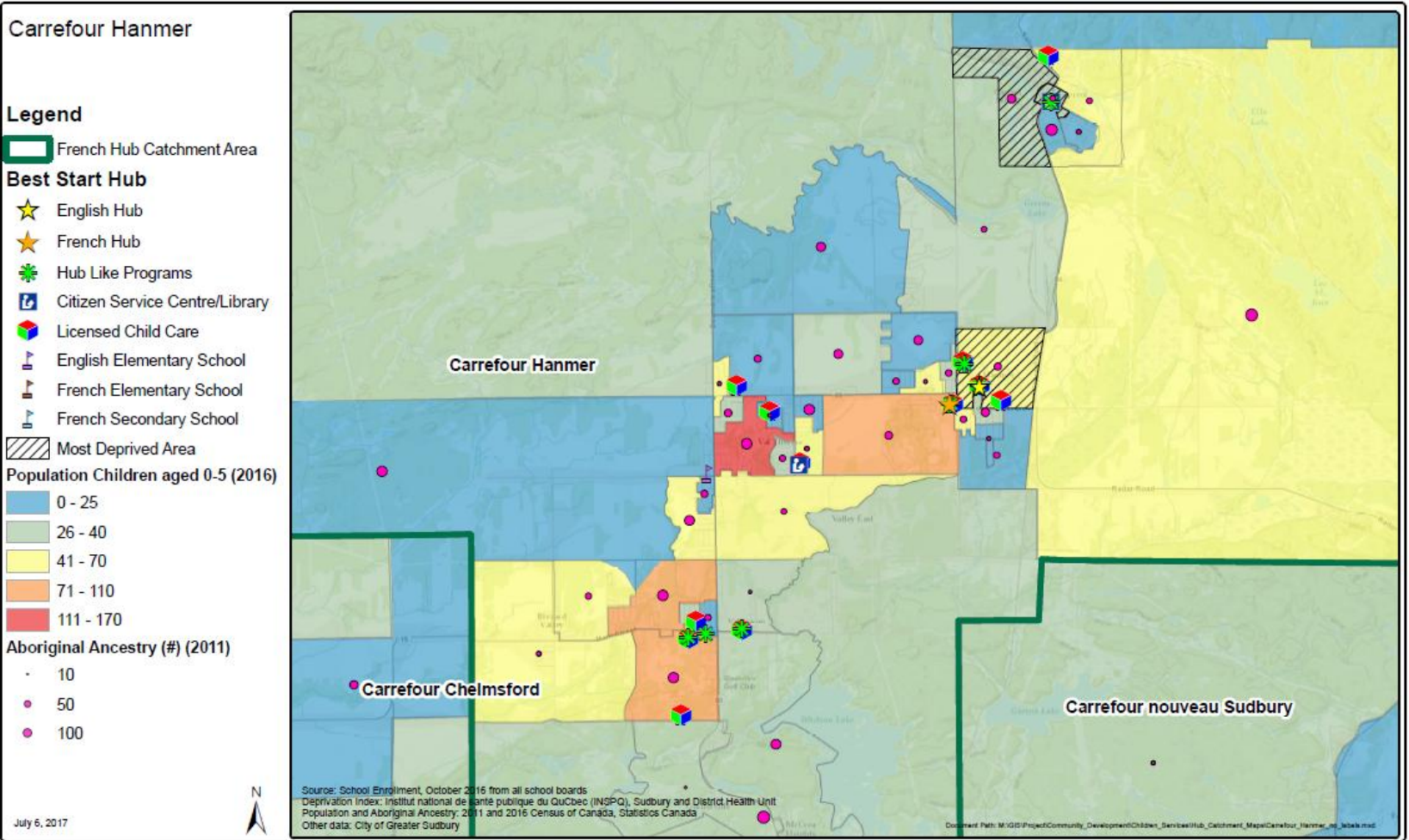


Levack

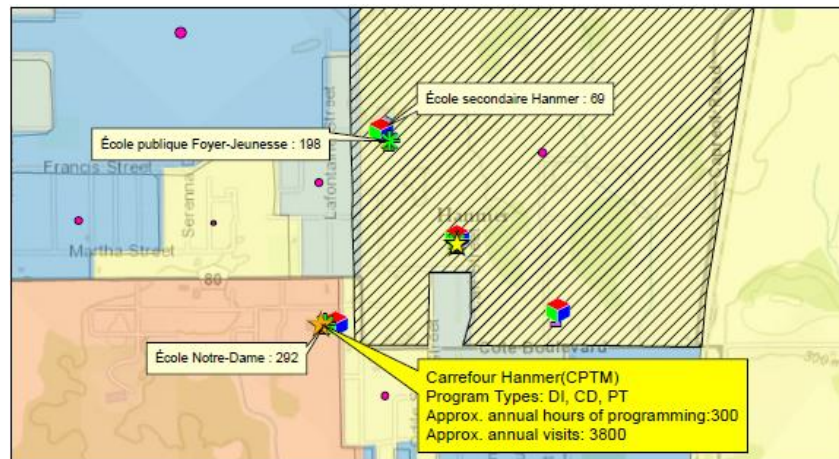


Capreol, Hanmer, Val Caron and Val Therese Catchment - Francophone

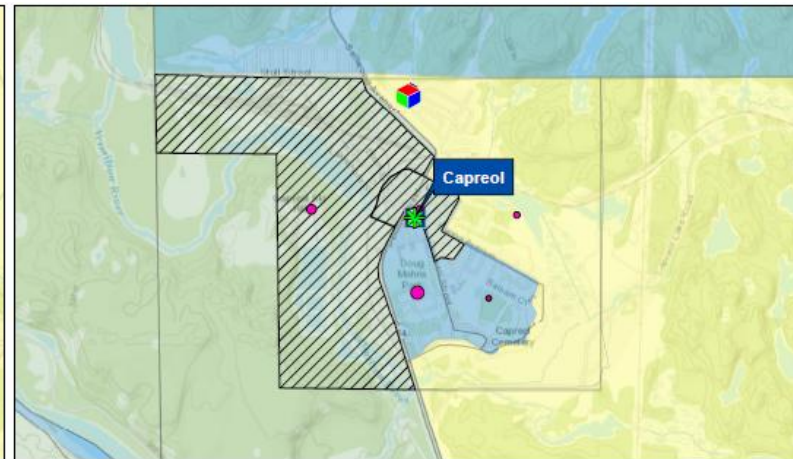
- The child population in this catchment is high and services will continue to be distributed across the area, in the current Hub location and in the additional 6 schools.



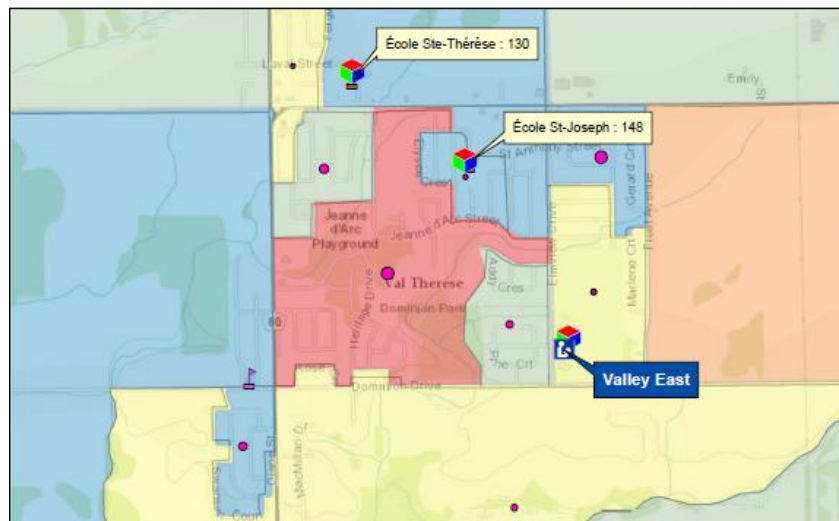
Hanmer



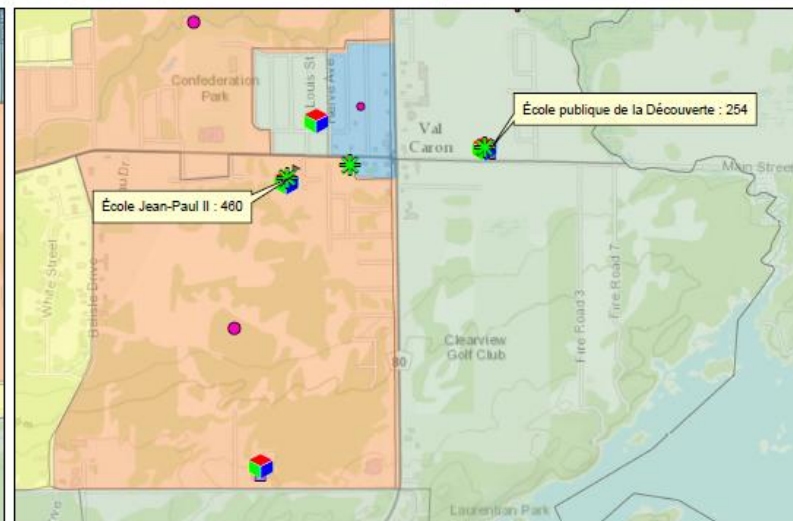
Capreol



Val –Therese

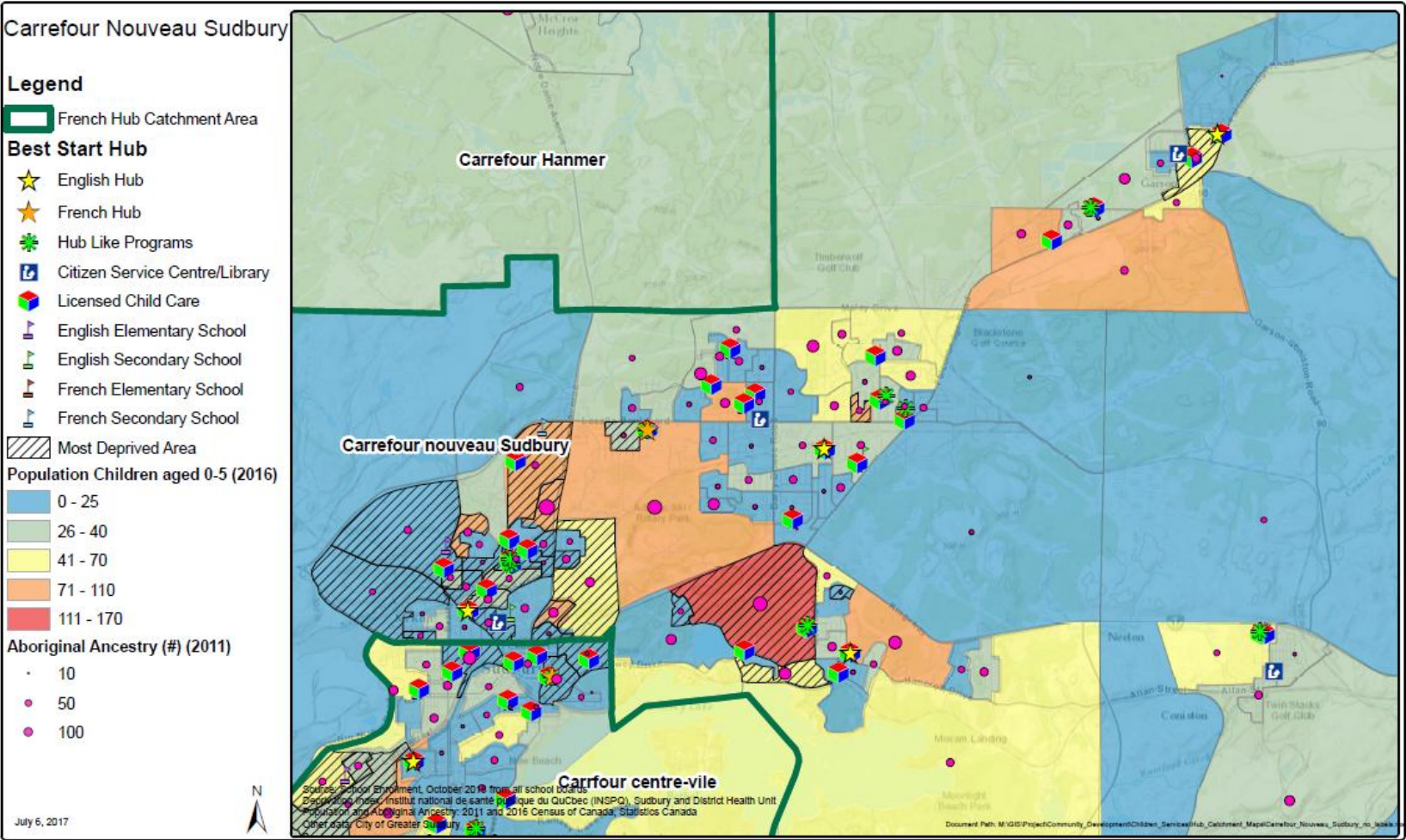


Val Caron

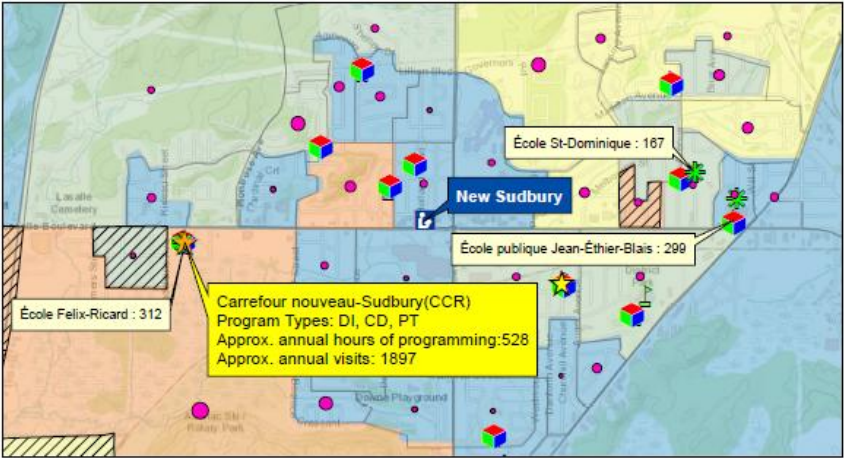


Donovan/Flour Mill, Garson, Minnow Lake and New Sudbury Catchment - Francophone

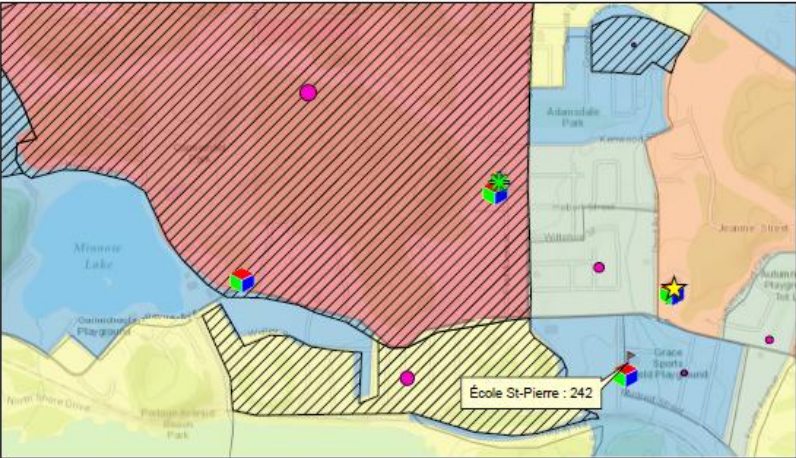
- This catchment was extended to include Garson and Coniston as families from these areas access Carrefour Nouveau-Sudbury for Francophone services.
- With this extended catchment, partners will consider how best to service families from 7 area schools.



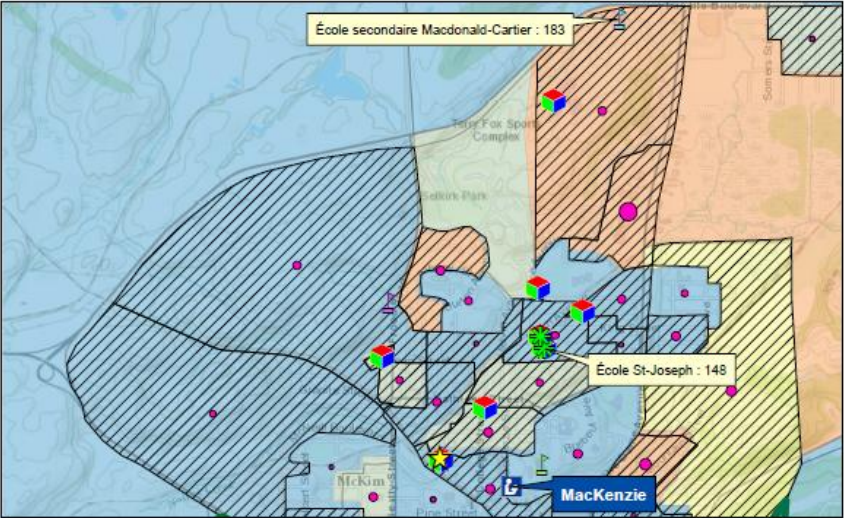
Nouveau-Sudbury



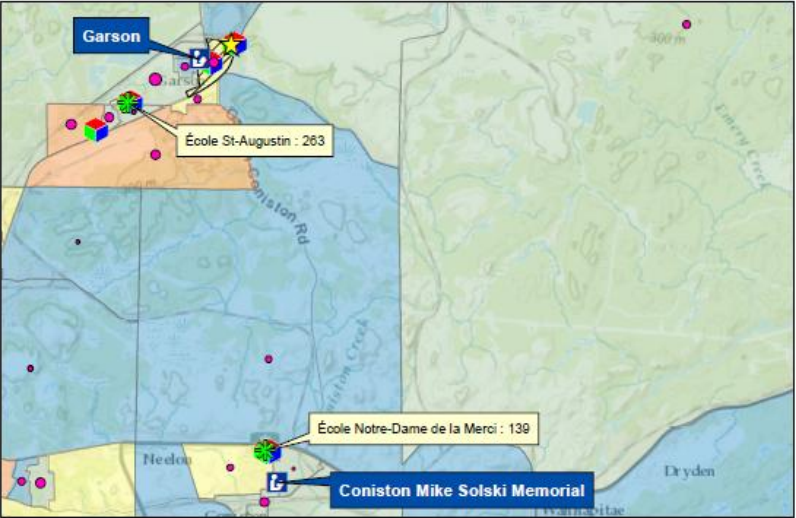
Minnow Lake



Donovan/Flour Mill



Garson



Provider Profiles – Asset Based Collaborative Planning

For the most part, providers will remain consistent in each catchment area. All agencies are prepared to shift service provisions to align with the core services of OEYCFCs. All are committed to continuing as part of a system of services; work together to provide responsive, accessible flexible services to children and families with renewed intent and mutual respect.

Within the context of a system of services, providers, strengths and specialties are acknowledged.

The following profiles of each existing provider will help identify the strengths of those organizations to ensure families have access to responsive services.



Better Beginning, Better Futures (BBBF) was created to participate in one of the most ambitious research projects on the long-term impacts of early childhood development programming ever in Canada. The BBBF model is designed to prevent young children living in low income, high risk neighbourhoods from experiencing poor developmental outcomes. BBBF provides English, French and Aboriginal programming. Young parents also receive targeted programs at BBBF.

Currently, BBBF operates two hubs: the Aboriginal Hub and the Donovan Hub. Serving this catchment and these specialized groups successfully are BBBF's strengths.

Presently, BBBF funding represents approximately 25% of Sudbury's investment in the early years. Considering this and the Donovan/Flour Mill service level, BBBF could continue to serve this catchment at the same level. Additional responsibility will be to provide community-wide outreach to areas of higher Aboriginal population.

Outside of the hubs, BBBF has focused on services for children 4 to 8 years old. The transformation of these programs to align with OEYCFC core services is currently happening. This organization has been amazingly open and willing to change/adapt.



Child & Community Resources
**Ressources pour l'Enfance
et la Communauté**

Child & Community Resources/Ressources pour l'Enfance et la Communauté (CCR/REC) is a charitable organization that provides services and community supports to parents, children and professionals to enhance and support the inclusion, integration, and wellbeing of children across the north. Formerly, the Ontario Early Years Centre, CCR operates seven hubs: le Carrefour centre-ville, le Carrefour nouveau-Sudbury, the Chelmsford Hub, the Copper Cliff Hub, the Garson Hub, the Minnow Lake Hub and the New Sudbury Hub which represents almost 40% of Sudbury's investment in the early years.

CCR hub consultants "live" Ontario's pedagogy. Hiring Registered Early Childhood Educators in all seven hubs and creating a culture of learning and reflection, ensures families are consistently engaged in their children's play, early learning is supported and connections are made regarding inclusion and the transition into school. CCR excels at the delivery of what will be OEYCFC core services.

CCR will be used by the system in the catchments they already work in to deliver core services in school settings.

LIVING ONTARIO'S PEDAGOGY



CPTM is a large organization offering French and English child care and family support programs and currently operates two hubs: le Carrefour Chelmsford and le Carrefour Hanmer. CPTM also provides French immersion programming.

This organization provides a variety of programming from community stores and physical literacy to car safety and cooking groups. CPTM believes in community and promotes the French language and culture in an easy fashion. CPTM has a focus on resiliency, relationships and tapping into children's natural sense of inquiry. The child is viewed within the context of the family, at CPTM.

CPTM is connected to the is community and has a specialty of understanding what families want, especially Francophone families and being responsive to that need.

BEING RESPONSIVE



Jubilee Heritage Family Resources is a dynamic organization that has grown from the Sudbury Women's Centre and the Daycare Committee of the Association of United Ukrainian Canadians. The result has been an amalgamation of women's equality and inclusive beliefs.

Jubilee offers child care (centre based, school sites, home, and Aboriginal) as well as currently operates two hubs: the South End Hub and the West End Hub. Jubilee views the family within the context of the extended family and community. This is reflected by offering programs such as community gardening and retirement home visiting. This organization is connected to their central catchment and has developed partnerships with the native health centre, Native friendship centre, Aboriginal Hub, theatre, schools, science centre and playground associations.

It is common to see Jubilee children and families in the community, walking, exploring or participating in the events of the day. Being community minded and their connectivity are Jubilee's specialties.

COMMUNITY MINDED



Our Children, Our Future
Nos enfants, notre avenir

Our Children, Our Future/Nos enfants, notre avenir (OCOF/Nena) is one of the largest child care providers in the City of Greater Sudbury with both French and English sites and provides programs and services for families with young children. These programs target a specific population of families challenged with living in poverty or isolation through funding from Public Health Agency of Canada.

Many of the programs seek to alleviate some of the stress that food security places on families. They give short term support by providing food, milk, diapers, infant formula, clothing and transportation but strive to build capacity for long term solutions.

OCOF/Nena remains committed to securing a better future for children and their families through positive learning, socialization, parent education, nutrition and food programs and is willing to provide these programs and services in the most at risk areas. Within the local early years system, this will be OCOF/Nena's specialty and contribution.

SUPPORTING THOSE IN NEED

Section Five

Communication Strategies

Multi-Pronged Communication Strategies

A multi-pronged approach is necessary when considering communication strategies, especially one that communicates such transformation. The City of Greater Sudbury's OEYCFC Communication Strategies ensure open, constant, consistent and transparent communication with each of the key stakeholder groups. The following is an overview of the different communication strategies and progress to date:

Key Stakeholder	Activities	When	Progress Summary
Direct Contact Staff	Assess what they know/what questions they have	March -April	Completed March 14, OEYCFC Planning Group
	Information session/reflect on guidelines & core services	April	April 12, OEYCFC Planning Group
	Community of Practice – reflections (Wednesday Afternoons)	May, June, November	Completed May 3, May 31 and June 28, Contact Staff C of P Group <i>Additional date(s) to be planned from November</i>
	Tip sheets / Q & A (+ info for families)	September	Drafted June 28, Contact Staff C of P Group
	Reassess knowledge and adjust messages	October	Pending
Key Partners (Schools & Child Care, etc)	Information sessions	Monthly	Planning Network, second Thursday monthly
	Posters/Newsletter/Report Card	November	Pending
	Community of Practice – reflections on model, change management	July, October	Final draft presented July 13 <i>Final plan and Ministry feedback October meeting</i>
	Community Service Committee of City Council	Jan-Aug 2017	Information Report January 2017, Report and presentation September 17
Boards of Directors	Invite to October Community of Practice Give understanding of model, place in system, risk, impact and accountability, change management	October, February, June 2018	Pending
	Optional presentations	As requested	November 23, 2016, OCOF/Nena Board
Families / Public	Assess what they know/what questions do they have	April On-going	Completed May 3
	“did you know....” Emails, newsletter, eBlasts, facebook posts	Starting in September	Pending
	“coming soon” on website, posters, etc	October	Pending
	Face to face conversations	On-going	Pending
	Reassess and adjust	November	Pending



Section Six

Accountability Framework

Building On An Accountability Framework

It is very important to create an accountability framework as work plans are being developed. Having a full understanding of the desired outcomes as well as qualitative and quantitative indicators ensures that all partners are striving towards the same vision, clarifies their responsibilities and expects regular reporting. It keeps partners engaged and accountable, and gives ownership of the plan and its success to the partners.

A thoughtful and well-planned accountability framework will align with ministry outcomes, set targets for set service levels, will measure impact and track quality improvement. It is the hope that standardized service reports, a comprehensive evaluation plan and a mechanism to demonstrate the impact of programs/services and progress towards outcomes will result.

From the Planning Network vision and mission, an overarching goal was developed that is to have equally invested partners planning a

progressively integrated system of service that “lives” Ontario’s early years pedagogy. Equally invested partners refers to partners who contribute to planning, share data and parental feedback as well as ensure communication within their organization that supports the work of the Planning Network. A progressively integrated system was defined as being inclusive, accessible, collaboratively planned, flexible, responsive and seamless. The Planning Network partners have placed the four foundations of Ontario’s pedagogy as central to their work because the ideas of belonging, well being, engagement and expression provide a valuable base for reconsidering the way this system serves families and works together.

The following **accountability principles** have been and will continue to be applied:

1. **Expectations** are predefined and understood.
2. Decisions are made in a reasonable way **informed by evidence**.

3. **Feedback** and criticism are embraced and criticism is viewed as an opportunity to improve. This doesn’t mean that all criticism or feedback is acted upon, but it should be considered.

4. Responsibility is accepted. This is not limited to meeting performance expectations, but also for the process in **achieving outcomes**.

5. Continuous improvement is institutionalized. Organizations must **continuously adapt** to environmental changes to ensure processes are efficient and effective.

(Source 3)

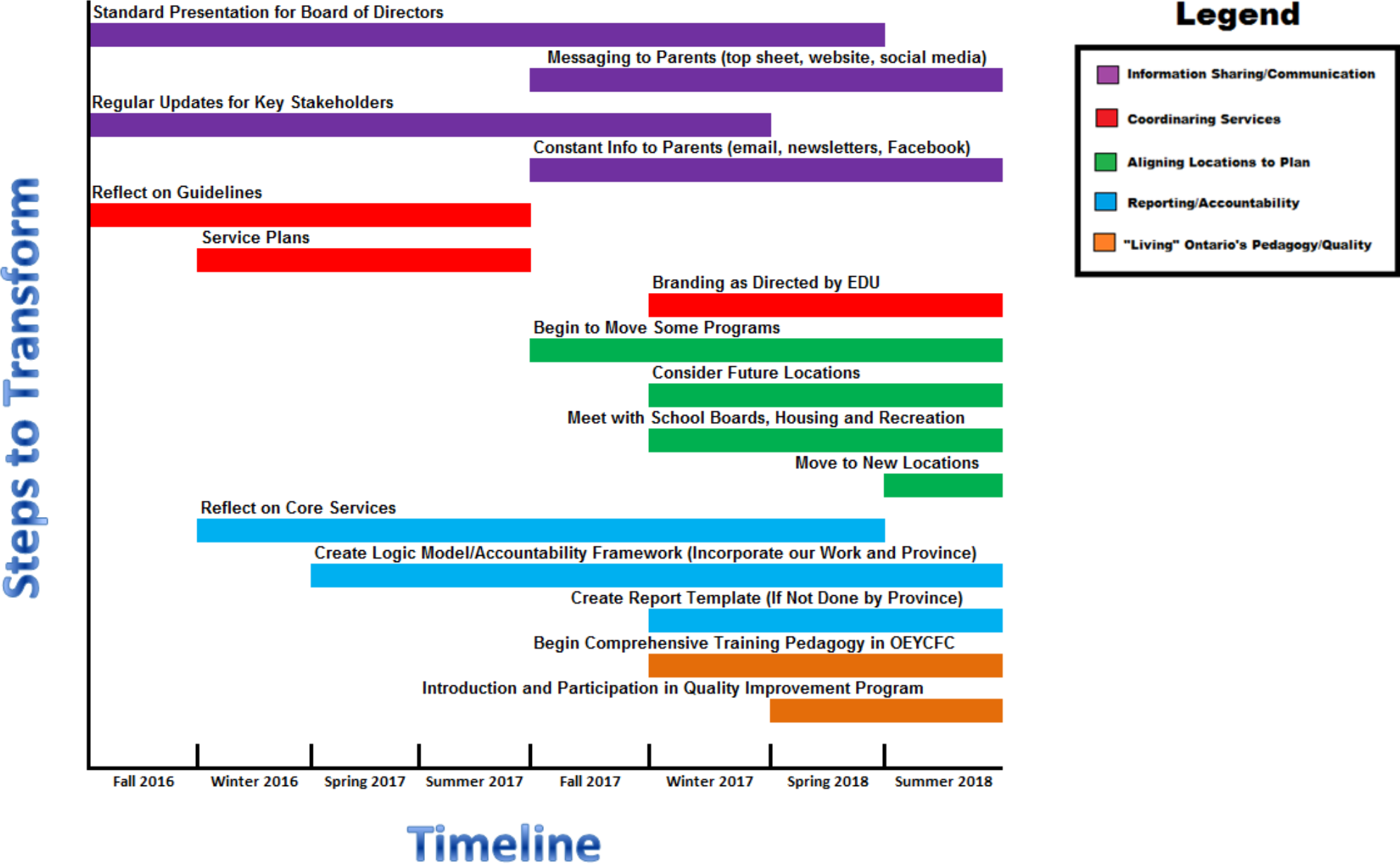
Expectations are becoming clear with defined core services and outlined processes. Decisions to date on the transformation to OEYCFC have been based on the local needs assessment. The Planning Network for Sudbury Families continues to reflect on this process and invites feedback and criticism to challenge common thinking. The accountability framework, being developed will define the obligation to take responsibility for contributing to the process and achieving outcomes.

Qualitative and Quantitative Indicators

To date, the OEYCFC Planning Group has considered and began to document the qualitative and quantitative indicators of the effort invested in program and service delivery. Further reflection will be needed to evaluate the effect or measure the impact within the context of quality improvement (documenting and accessing learning, changes in behaviour and measuring a cultural shift or circumstance). The following chart captures the work to date done on an accountability framework.

	QUANTITY HOW MUCH WE DO	QUALITY HOW WELL WE DO IT	
		OBSERVABLE	REPORTABLE
EFFORT	# hours Program mix # participants (adult & children) # of weekends & evening programs increased assessment skills # Warm referrals are being made Staff following up with families Strong relationships (parent-child, parent-staff, staff-child, parent-parent, staff-staff) Improved program quality Increased conversations and consultations Obvious trust Staff self-determination; professional growth % RECEs in program One child one plan Equitable (data based)	Welcoming environment; Families are greeted Inviting thoughtful environment; cheerful Strength Based / Age appropriate/family appropriate Resources are available Ready for any family with food, transportation, info Parents represented in the room Inclusive, culturally sensitive and language specific Documentation visible; Obvious intentionality Various ways to share information are used Families participate fully Parents use early learning language; Parents engage in meaningful conversations are comfortable with knowledge Families feel at home, help themselves Evidence of nutritional and physical literacy Practices that promote resilience Increased reflective practice Parents are more engaged in their child's play	Family orientation Parents return to programs Staff mentoring and on-site support Staff give and receive authentic feedback Quality student placement; Parents request consultations Families express themselves Parents have knowledge of play based learning Families have an understand our vision Staff seeks training, professional learning; Staff is confident and has a sense of self The website is used as a hub of information Social media presence Staff is familiar with partner services Programs are responsive to specific needs Parents help make decisions Increased staff motivation, skill development, capacity
	LEARNING	BEHAVIOUR	CIRCUMSTANCE
EFFECT IS ANYONE BETTER OFF?	CLIENT -PARENT & CHILD		
	PROGRAM -PROFESSIONALS		
	SYSTEM -COMMUNITY		

Transformation Plan



Appendix A



Sudbury's Early Years System Vision:

Reflections on Collective Leadership,
Early Years Pedagogy and Authentic Practice

Planning Network for Sudbury Families 2016

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Introduction

This document was prepared by members of the Planning Network for Sudbury Families, formerly the City of Greater Sudbury Best Start Integration & Planning Network to describe our continuing journey of building an integrated system of services for children and families. These services are focused on early learning and development that support families in building rich, healthy relationships and creating welcoming environments. It is meant to be a living document, giving us direction yet still allowing reflection, responsiveness and flexibility.

The process of preparing this document included reflecting on the journey and telling our story to date. We are celebrating our progress, reflecting on new research in early learning, and further developing our vision based on best emerging practices. It is not meant to prescribe the exact path we will take, but rather sets the direction and encourages the exploration of new ways of thinking and keeping our focus on building authentic relationships with children, families and partners.

All through this document, we have provided examples of our present work to illustrate and strengthen our narrative. It should be noted that these examples are true and happening but are not yet common practice throughout our community. Though our vision is practiced in many pockets throughout our community, it is our hope and plan that our Network can lead service transformation that will be reflective in best practices across settings throughout our community.

This document is meant for all those who influence the lives of children in our community – specifically professionals from education / early learning, health, family support and interventions. It can be used as a guide for all professionals in building relationships and supporting leaders in crafting and directing their collaborative efforts, clarifying expectations and identifying priorities. It encourages us to create communities of practice and challenges us to think broadly about a system model and philosophy. It identifies the contributions each partner can make to the system and to influence internal organizational change. Our goal is collective leadership for systemic change in the way we view and work with children, families and with each other.

A Note about Terminology

An Integrated System of Children and Family Services: When we refer to this System we are referring to the system in the broadest sense. Licensed Child Care programs, Best Start Hubs, Family Resource / Pre and Post Natal Support programs and Schools are early learning programs. Also included in this system are health, recreation, and specialized health and developmental services.

Early Learning: When we refer to early learning we are referring to any time from birth to 12 years old when children experience meaningful learning. It includes all programs and environments designed for children that focuses on learning through exploration, play and inquiry, includes families as participants or contributors and plays an important role in supporting children's learning, development, health and well-being.

Professionals: When we refer to professionals we are including all those who influence the lives of children in our community – professionals who work directly with children and families as well as leaders and support staff from education, health, family support, prevention and intervention.

Chapter 1 – The Evolution of our Thinking

Our Past – *This is our story.*

Professionals in Greater Sudbury have a long history of working in collaboration. The following **milestones** demonstrate our major accomplishments and projects:

1999

- Early Years Challenge Fund
 - Creation of Ontario Early Years Centres
- Release of The Early Years Report by Fraser Mustard and Margaret McCain

2000 - 2004

- Sudbury District Catholic School Board develops “Blueprint for Learning”, a pilot project implementing the vision of having seamless school days combining kindergarten and child care and engaging families in a school community
- Northern Framework is written to guide the integration of municipal child care and children services
- Existing planning groups are brought together to form the Best Start Network

2005 - 2009

- Development of the first Best Start community plan
- Child care expansion creates 44% increase in spaces, far exceeding the Ministry target
- Municipalities received Best Start funds based on the child care expansion
- Selection of Hub locations happens collaboratively at the Best Start Network
- City of Greater Sudbury hires 5 Best Start staff dedicated to the Best Start initiative and expansion
- 12 Hubs are open to families!
- Standard data collection for Hubs is used (CIMS)
- Each school board assigns one representative to the Best Start Network!
- The school boards were given \$14,000 per hub within their schools for minor capital expenses
- College of Early Childhood Educators was established
- Child care expansion in schools continues!
- Child Care Registry is established
- Research Network is created to connect researchers and community projects

- The Hubs become the “venue” for a variety of services
- Child Care Resources (now, Child & Community Resources) includes training opportunities for Hub staff in the training calendar

2010 - 2014

- Creation of an Aboriginal Advisory Committee
- Sudbury participates in Community Action Research / Community Integration Leader Project 2011
- Aboriginal child care program is created
- Child & Community Resources develops the Consultative Leadership Team Model which was adopted by the City of Greater Sudbury in 2013
- Best Start Network designated 2011 ‘A Learning Year’ to review membership, processes and projects, redefine integration, and identify the core functions of the system
- The Best Start Network is renamed ‘The Best Start Integration & Planning Network’
- Consultative Quality Improvement Program is launched by the City of Greater Sudbury and supports improvement through mentoring and consultations
- Our System of Hubs now includes 15 Hubs
- Sudbury participates in Community Action Research / Community Integration Leader Project 2013
- The Best Start Integration & Planning Network develop Neighbourhood Teams
- Child care moves to the Ministry of Education
- An extensive Capacity Building Professional Learning Plan is developed with key partnerships with both community colleges, professional associations, special needs partners and school boards

2015 - Present

- The Child Care and Early Years Act comes into effect
- Ministry of Education mandate CMSMs to become Early Years System Managers

Since 2005, the Best Start Network, now the Planning Network for Sudbury Families and its committees have made great progress meeting their shared mission to promote healthy childhood development by supporting families and children through a progressively responsive, flexible, comprehensive and seamless system.

Over the years, there has been significant research which has contributed to provincial policy and pedagogical approach in early years legislation and practice. From 1999 to 2015, publications such as the three *Early Years Studies* by Fraser Mustard, Margaret McCain, *Early Learning for Every Child Today* by the Best Start Expert Panel on Early Learning, and *With Our Best Future in Mind* by Charles Pascal were all formative of the early learning landscape of today. Full Day Kindergarten Program, Modernizing Child Care in Ontario, *Ontario Early Years Policy Framework*, *Think, Feel, Act and How Does Learning Happen?* from the Ministry of Education have been adopted as program expectations across the province.

Using this research, we are ready to take another look at how we work together to extend and expand our understanding of early learning, more specifically, what we want to accomplish in our programs and the shared outcomes we want for families. Most relevant to our system is *How Does Learning Happen? Ontario's Pedagogy for the Early Years* (HDLH) – a professional learning resource guide about early learning and relationships with young children and families. Our work with this document has and will continue to have a significant impact on our collective leadership. We believe that the four foundations upon which HDLH is based are universally applicable across services for clients and students as well as our professionals in their workplaces.

In the past, the Best Start Hubs have been independently central to our model. With this new approach, we could no longer view the work of the Best Start Hubs in isolation outside of the service system. In 2013, we launched a collaborative and thoughtful system review unlike any others we have attempted to date. It took time, intention, reflection, openness, willingness and trust. It has been transformational, shifting our thinking and making us reconsider our practice together. HDLH and its focus on relationships has inspired us to continue this review and work together to articulate a shared vision of equally invested partners planning flexible and seamless services throughout the community.

Because of this, there is an additional responsibility to know families and the neighbourhoods in which they live. All professionals working in each neighbourhood are invited to participate in collective leadership and building a sense of responsibility for children and families in a seamless, neighbourhood based system.

We continue to reflect on the services we provide as a community and our role in collectively leading this system. HDLH inspires us to question our methods and practices in order to consider, "As we question, research, reflect, respond and co-construct our understanding of the world around us with children and families, we gain new perspectives and new and more complex questions arise."¹ These more complex questions have led us to deepen our understanding of how to cultivate authentic relationships and best serve children and families; HDLH will inspire our continued evolution of thoughts and practices. It asks us to consider and reflect upon our image of children, families and each other. It reminds us that professionals, parents and children are capable and competent and full of potential. Our approach to working with families and each other needs to evolve to reflect that understanding.

1. *How Does Learning Happen? Ontario's Pedagogy for the Early Years*, page 5

Our Present –

Embedding the Four Foundations of 'How Does Learning Happen?'

How Does Learning Happen? describes “four foundational conditions that are important for children to grow and flourish: Belonging, Well-Being, Engagement, and Expression. These foundations, or ways of being, are a vision for all children’s future potential and a view of what they should experience each and every day.”²

We have placed the four foundations of Belonging, Well-Being, Engagement, and Expression as central to our work because they provide a valuable base for us in reconsidering the way we plan and serve children and families, and work together as partners.



2. *How Does Learning Happen? Ontario's Pedagogy for the Early Years*, page 7.

Belonging

Belonging refers to a sense of connectedness to others, an individual's experiences of being valued, of forming relationships with others and making contributions as part of a group, a community, the natural world.³

What this means for us:

We cultivate authentic relationships and connections to create a sense of belonging among partners and between children, adults, and the world around them. Professionals build meaningful relationships with children and families, connecting with them and recognizing their uniqueness. All programs and services create environments where children and families can be themselves and feel accepted. We actively look for opportunities to reduce barriers to access, provide opportunities for peer support, encourage voluntary participation, build equity and respect for diversity and, ensure safety and security.

It is imperative that, as a system, we develop practices and environments that respect and support inclusion and a sense of belonging for all children and their families. Our Network is committed to meeting the needs of families while striving to be inclusive and help reduce social inequities. Knowing the make-up of the neighbourhood served and creating a sense of community is critical to this way of practice. Building trusting relationships and encouraging participation in community programs is paramount for all families to have a sense of belonging.

A Note on Inclusion

We believe "When educators (professionals) believe that all children (and families) have the right to participate and when they use inclusive approaches, they are more likely to find ways to reduce barriers, understand how each child learns, and create environments and experiences that are meaningful and engaging. Those in leadership roles in early years programs play a critical role in supporting staff, accessing supports, and creating a culture that ensures inclusive practices."⁴

In our work together on networks, committees, task groups, group studies, and in staff teams, we value the contribution of each individual and of their discipline. We create environments where each member of the team can feel equally invested in the success of the program and/or project. Committee chairs, agency leaders and the system manager set the tone, by seeking consensus, developing shared goals, focusing on objectives, and the role of each member of the team.



3. *How Does Learning Happen? Ontario's Pedagogy for the Early Years*, page 7.

4. *How Does Learning Happen? Ontario's Pedagogy for the Early Years*, page 36.

Well-Being

Well-being refers to the importance of physical and mental health and wellness. It incorporates capacities such as self-care, sense of self, and self-regulation skills.⁵

What this means for us:

We work with families to nurture children's healthy development and support family well-being. We work to build a sense of self, community and wellness for both children and their parents. We offer and link to programs and supports to meet the full range of health and welfare needs of the children and families in our programs. We ensure that the links are created between education and health and we promote wellness, resilience, prevention and lifelong learning.

We believe that in order for professionals and partners to foster the well-being of families, we must ensure that they have the opportunities, support and tools that empower them. We are respectful and kind to each other in our work together; choosing times and location settings that work for the group, providing healthy food and snacks, and always making people feel welcome. We value the time and contributions of our colleagues and staff and make working together enjoyable, collaborative and productive. We make a special effort to recognize the contributions of our partners with appreciation events. These events give individual and group praise and lift the public image and perceived value of the professions within early learning which again can contribute to their professional well-being.

We provide high quality responsive professional learning opportunities for all of our partners and staff. We believe these opportunities build confidence and capacity and therefore contribute to their professional well-being.

Engagement

Engagement suggests a state of being involved and focused. When children are able to explore the world around them with their natural curiosity and exuberance, they are fully engaged. Through this type of play and inquiry, they develop skills such as problem solving, creative thinking, and innovating, which are essential for learning and success in school and beyond.⁶

What this means for us:

We provide environments and experiences that engage children in active, creative, and meaningful exploration, play, and inquiry and involve families in a way that is inclusive, respectful and authentic. Parents are also engaged as essential partners in planning and influencing programming and services. They are engaged in services through regular communication and having meaningful influence over programming and common practice. It is also important to engage parents in their children's experience by supporting families to extend their child's learning to the home setting and by understanding and being excited about their children's growth.

We engage a range of partners and welcome each to bring their experiences, expertise and perspective to the table and to actively participate and contribute in our work together. As partners and colleagues we empower each partner to be actively involved in bringing forward and exploring new approaches to challenges and ideas.

5. *How Does Learning Happen? Ontario's Pedagogy for the Early Years, page 7.*
6. *How Does Learning Happen? Ontario's Pedagogy for the Early Years, page 7.*

Expression

Expression or communication (to be heard, as well as to listen) may take many different forms. Through their bodies, words, and use of materials, children develop capacities for increasingly complex communication. Opportunities to explore materials support creativity, problem solving, and mathematical behaviors. Language-rich environments support growing communication skills, which are foundational for literacy.⁷

What this means for us:

We create environments and activities that nurture relationships with children and families, allowing them to express themselves freely through words, actions and the use of a variety of materials. Families are often asked to share their views, opinions and feedback. Their voices are heard and valued. Ideally, they are engaged in planning and involved in reciprocal communication with professionals and other families.

Seeing children as capable and powerful communicators from birth onwards means recognizing them as active social partners who are able to initiate and respond to communication exchanges.⁸

There are many participants at our planning tables and of the multi-disciplinary teams. Great effort has gone into building trusting relationships where all participants have opportunities to contribute to program development, partnership agreements and community planning. We keep agendas open and allow space for ideas to come forward. We respect partners' abilities and experience to build the level of trust in our groups. We create a safe place for new ideas, reflections and even challenges. We will ensure that each contribution is welcomed, and ideas are valued, however they are expressed. We use a variety of ways to allow our colleagues and staff to express themselves, in roundtable discussions, brainstorming, through online discussion groups and through social media. We also actively check-in regularly with survey tools, small group or private discussions.



7. *How Does Learning Happen? Ontario's Pedagogy for the Early Years*, page 8.

8. *How Does Learning Happen? Ontario's Pedagogy for the Early Years*, page 41.

Our Future – *The Journey Continues: Building Authentic Relationships*

Underlying the four foundations, Belonging, Well-Being, Engagement and Expression, is the development of authentic relationships. Authentic relationships must be present at every level – between funder and funded, between system partners, between and within agencies, and between professionals and the families they serve, between families being served, and between the children in any program.

As our community continues to embrace this new pedagogy and the four foundations, we appreciate the importance of building relationships and how our images of both the child and the parent impacts the work we do with them. Reflecting together on our past practices as well as on our vision for the future allows us to value the work we already have done and helps us focus more clearly on the work ahead of us. We recognize the importance of showing up with open dispositions – with a clear voice and trust.

In the next two chapters, we will examine:

- How we work and reflect together, embracing a collective leadership approach and strengthening our commitment to providing seamless, responsive services efficiently, through authentic relationships and understanding our partners, families and neighbourhoods (Chapter 2), and
- How we lead the creation of rich learning environments and authentic practice based on a strong belief in how children learn, how family health and stability is fundamental to setting the stage for life-long learning and the importance of building authentic, caring relationships between our professionals and children and their families (Chapter 3).

We are pleased with and proud of the significant progress we have made on this journey because of our willingness to question the status quo. Our questioning has led us to deepen our understanding of how to cultivate authentic relationships, make connections and best plan for children and families. This document articulates our journey and will inspire our continued evolution of thoughts and practice. It asks us to remember and reflect on our image of children, families and of each other. It reminds us that professionals, parents, and children are capable and competent and rich in experience. Our approach to leading the work with families and how we collaborate with each other needs to evolve to reflect that understanding. The process of our collective reflections has become a 'community of practice'; a new way to plan and lead which we have labeled 'collective leadership'. We continue to build our professional relationships and define our individual and collective roles in planning together at both system and neighbourhood levels.

As we review the impact of our collective leadership, we note a significant change in practice within many of our organizations. This document will identify tangible actions that we believe will move us closer to becoming the integrated system in our vision. We are intentionally 'growing our leaders' and supporting professionals in continuous reflection and professional learning. As a group, we are exploring program standards and accountability measures in an effort to provide consistently flexible and responsive services and make the concept of community schools a reality.





Chapter 2 How we work together – Collective Leadership

In our community, professional partnerships are built on trust and mutual respect, building shared leadership and collective impact. To us this means more than combining resources, implementing programs together or making specific contributions to a process or event/activity. It means reflecting on our practices together, considering intent and uptake. It means using our past experience, trusting our partners and knowing what families need and how children learn. Our collective leadership is based on these professional partnerships and how we interact on a regular basis. We are called upon during these times of such significant change, transition and growth to reflect on how we plan to lead together.

Our Partners

In our experience, collective leadership builds on individual organizations having both a specific role to play and a contribution to make. These partners also actively participate in joint planning to align services more seamlessly, with common pedagogy, and valuing a variety of professionals. The following is our model described through a basic definition of the roles of the key partner groups and description of the contributions each makes to the system.



Diagram: Child Care Centres, Hubs/Family Support programs and Schools as early learning specialist programs form the closest supports for families. They are supported by, and work with specialized health and child development partners to ensure families have access to any service they need. The System as a whole is supported by a planning Network locally the Planning Network for Sudbury Families, Neighbourhood Planning Teams and the System Manager through planning, policy and funding. The Integrated System includes all of the people, organizations and networks that contribute to helping young children grow and flourish.

Early Education / Early Learning, Schools and Family Supports

Licensed Child Care, schools and Family Support partners have similar shared contributions to the system, including but not limited to:

- Creating an environment where families truly experience every door as the right door
- Working in partnership with other service providers to implement and support childrens' individual plans across services
- Collaborating with partners to support referrals and transitions for children between programs (ie. Best Start Hub to child care to school)
- Early screening, identification and referrals as necessary
- Providing leadership in pedagogical understanding and support
- Building capacity within the field of early learning locally
- Sharing their professional learning opportunities with partners.

1. Licensed Child Care

Licensed Child Care provides high quality, inclusive, licensed early learning and care environments and programs for children from birth to age twelve. Professionals from these agencies include Registered Early Childhood Educators as well as other qualified staff. Together these agencies have been actively transforming the way they plan and deliver their programs, thoughtfully considering and incorporating into their practice the new pedagogy described in *How Does Learning Happen?*, meeting the *Code of Ethics and Standards of Practice for RECEs*⁹ and legislation¹⁰; developing leadership capacity in their agencies; and working to promote public awareness on the value of early learning and early years professionals.

Community School Concept

"Schools are a traditional meeting place for community residents and the community school concept builds on that relationship. The community school model is based on the idea that children are better able to achieve their educational and developmental potential when there is a working relationship among family, teachers, local service agencies and the general community. Community schools can strengthen the parent/school relationship and encourage a wide range of activity in a neighbourhood. Parents, community, students, and service delivery agencies can come together in the community school's welcoming environment, nurturing a greater sense of inter-dependence and community spirit. These schools provide gathering places where adults and children are provided opportunities for educational, social, cultural and recreational activities."¹¹

9. College of Early Childhood Educators (CECE), *Code of ethics and standards of practice*, 2011.

10. Ministry of Education, *Child Care and Early Years Act*, 2015.

11. Manitoba Education, Retrieved from: <http://www.edu.gov.mb.ca/cspi/documents/brochure.pdf>.

2. Schools

School environments provide high quality, welcoming, safe and inclusive education and supports for children and their families. This comprehensive service starts with a successful transition to full day kindergarten, moving through the elementary grades and finishing by supporting a successful transition into high school.

School boards support and promote the value of FDK teaching teams, embracing the strength of each of the professions and providing programs where children are fully engaged in learning. Schools also work with a range of partners both in and outside of school hours to provide a well-rounded education and care and continuum of supports for children and families.

Though we believe programs and services should be offered in a variety of settings within a neighbourhood to improve access and awareness of supports, we will reflect on the concepts of community schools and Ontario's community hubs.

3. Family Supports

This broad sector includes a range of free programs and services for families including Best Start Hubs (which are presently funded by Ontario Early Years Centre, and Family Support/resource Program, funding through the Ministry of Education and the City of Greater Sudbury), Family Resource programs (CAPC and CPNP funded by Public Health Agency Canada), Better Beginnings Better Futures programs (funded by the Ministry of Education), and the Public Libraries.

These programs provide high quality, welcoming and responsive early learning and family support environments and programs through a variety of professionals. These agencies have been actively transforming the way they deliver and plan their programs by thoughtfully considering and incorporating into their practice the new pedagogy and the needs of families. They provide consistent core and responsive services and are flexible with moving resources from one neighbourhood to another to allow services to be delivered where they are needed.

Community Hubs in Ontario

(www.ontario.ca/page/community-hubs)

When people think of community hubs, they think of places where people come together to get services, meet one another and plan together. We've heard that community hubs are gathering places that help communities live, build and grow together. No community hub is like another, as each brings together a variety of different services, programs and/or social and cultural activities to reflect local community needs. It is this diversity of activity that allows community hubs to play a critical role in building economic and social cohesion in the community.



Specialized Health and Child Development Services

These partner agencies, which include, but aren't limited to Special Needs Inclusion services, Sudbury District Health Unit, Wordplay/Jeux de mots, Health Sciences North, Children's Treatment Centre, Child and Community Resources, the Children's Community Network, and Child and Family Centre provide distinct types of services, each of which plays a distinct role in the system yet has common contributions which include, but are not limited to:

- Accepting and referring clients to the appropriate community services and programming, providing that 'every-right-door' experience
- Providing quality, timely and accessible services and programming to community children and their families
- Creating a seamless approach when linking children and families to community services
- Providing consultation and assessment in the early years setting to create secure and supportive environments.

1. Assessment, Referral and Intervention

Our Special Needs Inclusion model works with the agency Leadership Teams to establish yearly work plans, which include services, supports and referral information/documentation, goals/action plans, and professional development in an effort to support quality programs and to achieve successful inclusion. Children with diverse abilities are fully immersed into our early learning and care programs and schools. Our professionals work alongside community partners to ensure children's individual needs are being met. Partnerships with these agencies ensure realistic goals are established and followed through in achieving success.

Ontario's Special Needs Strategy marks the beginning of a new way of delivering services to children and youth with special needs and their families across children's agencies and other service providers, including health service providers and district school boards. The objective of the Special Needs Strategy is that all organizations from the children's services, education, and health sectors will collaborate in order to provide a coordinated and seamless service experience for children and youth with multiple and/or complex special needs and their families.

2. Prevention Education

These partner agencies also provide health promotion and prevention strategies that help to build capacity among partners. As such, they identify topics related to healthy child development, prevention and screening and family well-being, based on community needs and their own agency mandates. They develop and provide consultation, tools and materials, programming and training to early learning professionals and families.

Their contributions to the system include, but are not limited to:

- Creating educational tools and materials
- Designing and/or delivering health related workshops or supports
- Preparing and delivering learning modules or other training for early learning professionals, parents and other adult influencers
- Reviewing and consulting on information prepared for families; and helping link the children and families they work with to early learning settings and specialized services

The System Manager – Policy, Planning and Funding

The Children Services Section of the City of Greater Sudbury, as the Children Services System Manager, has a mandate from the Province of Ontario to manage the system of child care and early years services. The CMSM leads community planning and consultations with community partners serving children and families.¹²

Their contributions to the system include, but are not limited to:

- Coordinating the efforts of the partners and assisting in defining roles and contributions
- Clearly defining program standards and standard levels of services and incorporating these standards into annual contracts; developing consistent measurements / data elements / accountabilities
- Engage the Ministry of Education in supporting partnerships more fully by simplifying funding processes, changing the reality of tenant – landlord agreements, aligning health and fire regulations, and further defining the system manager's role
- Using a Consultative Leadership Team Model to support quality improvement and inclusion which includes mentoring, extensive professional learning and support in transfer to practice
- Supporting organizational growth and strategic planning
- Formalize processes and protocols to identify family and neighbourhood needs and coordinate responses
- Using local demographics and service levels to determine appropriate and flexible services, ability for providers to change locations and frequency of programs in order to provide equitable programming across the community
- School and child care playgrounds are being reconsidered and more nature playscapes are being created. Our System Manager is working to engage and inform city parks in this movement.



12. Ministry of Education, *Early Years Policy Framework*, 2013.

Planning at the System Level – *Harnessing Collective Leadership*

Our concept of collective leadership is about reflections and conversations, meaningful collaborations, agreement in direction and the group's ability to navigate together and stay focused on high quality services. Our community has established committees which have a defined structure and identified priorities. There is a high level of trust, confidence and hope at these tables and they are continuously evolving to meet the planning and leadership needs of the system.

We have experienced great successes in planning through our collective dedication, determination and intent to have authentic and courageous conversations and ensuring every partner has a voice. We have gotten to know our partners well and allow them to be unique and authentic while collaborating; we encourage reaching beyond our individual expertise and regularly challenge each other. We believe in being attentive to emerging ideas and therefore use trial and error processes often. Mistakes made become opportunities to reconsider.

Through this process of sharing information and experiences with the group, we learn from each other, and have an opportunity to develop ourselves personally and professionally through these consistent interactions. We are able to take risks, take joint responsibility and have become communally resourceful.

Our committees have become a community of practice as described by Wenger, McDermott, and Snyder in 2002 "A community of practice is a group of people who share a concern or a passion for something they do and learn how to do it better as they interact regularly over time"¹³ Communities of practice are powerful catalysts for enabling us as professionals to improve our practice and system as a whole, encouraging shared leadership, presenting an abundance of opportunities to consider in strengthening our relationships further. We believe this is a cycle of learning that helps us to meet challenges collaboratively with confidence and keeps us adjusting our practice to reflect new learning.

As we reflect on how to evolve our practice and build relationships, we have looked back to our *Best Start Network Terms of Reference and the Best Start Integration and Planning Network Strategic Plan 2012–2015*. We continue to base our planning on the needs and

priorities of the families in our community, on evidence including best practices, community and parent experiences, data and evaluation. Partners continue to contribute and collaborate on strategies and initiatives yet are focused on people and relationships, not just services.

We developed a vision of an integrated system of services. Our community believes that integration is where service providers being indiscernible to families, where services are seamless and where every organization provides a "door" / access to the system.¹⁵

We no longer expect families to 'fit' into the system. Instead, we want a system of responsive services based on knowledge of the local families and an established relationship with them. We have been moving towards this practice since 2013 when our Best Start Hub professionals adopted a "100 cups of coffee" approach. The idea was to engage families where they live and play, spend time with them, get to know them more fully, make connections and create relationships. This initiative resulted in this shift in our thinking. With this shift away from our 'one-stop shop', we began to understand families better in the context of their neighbourhood. Together partners could then strive to understand the needs of families and the uniqueness of the neighbourhood they serve. Conversations concerning equity across neighbourhoods, responsiveness, standard levels of service and high program standards continue and we again look to our history to guide us.

Leading Change in the Early Years describes collaboration in a similar way, as "where practitioners willingly pool their ideas and resources to work towards finding a mutually acceptable solution ('Let's work it out together!'). Collaborative approaches to conflict resolution rely on high levels of trust, open and assertive communication and co-operation. Collaborative 'win-win' solutions respect and integrate the needs of all concerned, validate and listen to the viewpoints of all team members, incorporate the ideas of a greater number of contributors and are more likely to achieve meaningful and consensual solutions. A growing sense of respect for and goodwill towards team members is an important outcome of this approach."¹⁴

13. Curtis D., Lebo D., Cividanes W.C.M., and Carter M., 2013, *Reflecting on Communities of Practice*, page 14.

14. Rodd J., 2015, *Leading Change in the Early Years, Principles and Practice*, page 98.

Communities of Practice

Many Network initiatives provide good examples of collective leadership where partners contribute to a single purpose or work toward a common goal. The best examples include:

- The Leadership Team Consultative Model was created by Child & Community Resources (CCR) and has been adopted by the City of Greater Sudbury (CGS) to ensure both successful inclusion and quality improvement across all child care and family support agencies in our community. Leadership Teams establish yearly work plans, which include services, supports and referral information, goals/action plans, and professional learning plans. This program requires organization to select a 'Quality Designate'. Four to six times throughout the year this group of Designates is brought together, often with each Designate bringing a colleague or a critical friend to reflect and share ideas on common practices or topics of interest. This group has become strong and supportive of each other, and the smaller teams from each organization have experienced community of practices internally, thus building momentum and capacity within each agency.
- The Child Care System Review was a yearlong collaborative planning effort in response to the new population funding formula which left the City of Greater Sudbury with a drastic reduction in funding. The success of this group included standard allocations and requirements in a General Operating Grant (GOG), Fee Subsidy and Special Needs Resourcing, and more importantly, a community of practice was created and used for all planning since.
- The Professional Learning Plan was created through several significant contributions made by community partners. The development of new programs is an investment of time and energy far beyond what is allocated by the Ministry of Education Capacity Building funding.
- The www.sudburyfamilies.ca community calendar contains hundreds of programs and events that partners contribute or 'post'. On this website, there are also topics which were written by 'local experts'. Soon related topics will be linked to the calendar events for easier access.
- System-wide tools and resources are used in quality, inclusion and screening. Our Committees make recommendations on tools and resources within their scope of expertise. We also share resources, often organizing a community of practice around a specific book or article.
- Neighbourhood Team participation is a large commitment of time and continued support. Many partners have invested many hours in the creation of the team and the reflection of the neighbourhood needs. This investment has resulted in increased responsiveness to children and family needs on a local level.
- Transition to School teams consisting of a diverse group of specialized service providers and school boards created a plan for transition to school for children with special needs. This seamless plan resulted in a singular process for all providers and boards to work with families.



Our latest collaborative project – the thought that went into the transformation we are experiencing and the writing of our vision and model has been an opportunity to build on some of the learnings from these examples and recent research on early learning. It was an opportunity to reflect on How Does Learning Happen? and to articulate our values and principles.

What makes the writing of this document such a good example of 'harnessing collective leadership' is that this task started as a Hub review, to determine if Hub programs and services were impactful, delivered in the 'right' location and accessible/ responsive to families of the neighbourhood. The Hub Managers were asked to develop an

implementation plan incorporating very specific Network recommendations to move, close or change services being delivered. Hub Managers at this point had become more reflective and thoughtful in their practice. They began to consider these recommendations and how they aligned with our mission of a 'progressively integrated system'. They considered the big picture and broader system before brining a new discussion to the full Network. Together, we began to articulated a vision where families can expect high quality, responsive services delivered in a unique way in each neighbourhood. In doing so, we challenged the status quo, demonstrated high engagement, strong partnerships and multi-level collective system leadership reflection.

Planning at the Local Level

– Building Collective Leadership through Neighbourhood Teams

Service Planning at the neighbourhood level while being connected to the system is possible when service providers have:

- A full understanding of local families and their neighbourhood
- Ability to respond to emerging needs, adjust/align programs or services to uniqueness
- A process to link information back to the Network to initiate systemic change.

Professionals who work in the neighbourhood know the families in that neighbourhood and are invested in providing them with the local services they need. Neighbourhood Teams were created in 2012 to engage local professionals and service organizations in working together to respond to neighbourhood

needs. A mandate of these Teams was to use local knowledge and connections to identify needs and strengths, provide that no-wrong-door experience for their families, ensure responsiveness and maximize resources by reducing overlap and overcome gaps with local solutions. While working to understand local families, creating a sense of community and belonging also became another focus.

As we build leadership capacity and a shared responsibility, and put our vision into practice in our neighbourhoods, the Neighbourhood Teams will continue to evolve. We have a great opportunity to enhance our understanding and implementation of the four foundations as we continue our work in neighbourhoods, and develop collective leadership at the grassroots level.





Chapter 3 - Leading Authentic Practice

Chapters 1 and 2 have explained the evolution of our thinking and our collective leadership in planning, but what impact do these have on our practice with children and families? We believe that our values and vision are transforming and influencing our daily practice within our programs. We have been exploring and learning new ways of practice that make our pedagogy obvious, thereby leading authentic practice.

Our early learning community is a multi-disciplinary cooperative; there is a belief that families' needs must be met from diverse professional practice. Varied social services, health promotion, mental health, parenting support, healthy child development,

early identification, intervention, early learning and education are all represented in our community of practice. Ontario's Early Learning Pedagogy is not exclusive to early learning settings and school classrooms alone. The four foundations are universally applicable to all family service programs and professional interactions.

As planners, we believe that we can lead authentic practice within our organizations through exploring our values and beliefs, and aligning our practice to our system vision. Our reflections on our image of the parent and family, and the child are paramount to this model as is our desire to lead authentic practice.

Image of the Parent and Family

Our image of the parent has been evolving. We have always thought of parents as the most powerful influence and the first teacher to their children but our practices often did not reflect this belief in our practice. Most programs and services were implemented through an expert model, an approach we have shifted away from. We believe parents are capable, competent, rich in experience with their child and our practice reflects these beliefs. We are shifting our practice to focus on developing authentic relationships with parents, understanding and respecting their uniqueness and engaging them in regular reciprocal communication. We are moving to supporting parents in their own health, well-being and stability because we know that in order to support early learning and healthy child development, we must serve the family as a whole.

Image of the Child

We have embraced Ontario's image of the child as "competent, capable of complex thinking, curious, and rich in potential. They grow up in families with diverse social, cultural, and linguistic perspectives. Every child should feel that he or she belongs, is a valuable contributor to his or her surroundings, and deserves the opportunity to succeed. When we recognize children as capable and curious, we are more likely to deliver programs and services that value and build on their strengths and abilities."¹⁶

16. *How Does Learning Happen? Ontario's Pedagogy for the Early Years*, page 7.

Pedagogy

Pedagogy is “the understanding of how learning takes place and the philosophy and practice that support that understanding of learning”¹⁷ *How Does Learning Happen: Ontario’s Pedagogy for the Early Years* is a guide or resource for all professionals working in the early years.

Similarities in curriculum and pedagogy have been identified throughout the time that child care, Hubs and schools have been co-located and working together but only recently have there been efforts to co-ordinate early learning curriculum, share successes, and support further development of pedagogy and best practice.

Early learning professionals in our community strive to offer a play based, emergent curriculum that encompasses a variety of learning styles to meet the needs of all children. Educators and other professionals observe, document and interpret children’s learning in order to understand, support and extend their thinking as well as assist in attaching meaning to their experiences. The children are provided with opportunities to engage in ongoing research projects and emergent activities inspired by their environment, community, family, and lived experiences.

The movement of studying, understanding and experimenting with this pedagogy is being lead by those who work most closely with groups of young children in child care, Full Day Kindergarten and Best Start Hubs. They have started to share their experiences and are generating energy and excitement with partners. They make children’s learning visible in different ways to further their understanding and engage families and partners in the joy and wonder of early learning.



17. Ministry of Education, 2007, *Early learning for every child today: A framework for Ontario early childhood settings*, page 90.

Supporting Professional Growth, Well-Being and Learning

As a community, we support authentic practice by creating opportunities for professional growth, well-being and continuous learning. There are two ways that we do this. One is by implementing an extensive professional learning plan designed for us to learn together in communities of practice and the other is working to stabilize the profession of RECE's with recruitment and retention strategies.

1. Collectively, we are responsible for our professional learning plan which is intended to build skills and competencies. This movement was initiated with the municipally funding designated for 'Capacity Building' for licensed child care. These collaborative learning opportunities are now provided across the early years sector, in an effort to sustain a learning community and build capacity across the profession.

The planning of these opportunities is responsive and fluid. Several community partners facilitate learning opportunities. This plan is aligned with the Leadership Teams and the Quality Improvement program. We believe that this combination of efforts is building capacity of our current and future leaders. It is exciting and empowering to all those who participate. We have created energy and momentum in our community around continuous professional learning.



2. There are diverse professionals working within our Network to create the integrated system of services for children and families, yet none have been as intensely affected by change as Registered Early Childhood Educators (RECEs). For this reason, there is a focus on this specific professional.

In Sudbury, only half of those working in child care are RECEs. We value their unique expertise and have intentionally worked toward recruiting more people to the field and retaining those presently working in early learning. We have actively recruited ECE students from high schools and from those already working in the field. We have the only viable post-secondary Early Childhood Alternative Delivery (ECAD) Program in all the province. In the City of Greater Sudbury, there is 17% of our current child care workforce attending training.

We also publicly value and recognize the work RECEs and those who work in early learning. Annually, volunteers from the child care sector organize an event that gathers professionals together to celebrate the valuable work they do and the raising reputation of the profession. Agencies often also celebrate internally and encourage families to show appreciation to the educators working with their children.

These are exciting times for professionals in our community and our practice is being transformed.

Chapter 4 – Our Final Reflections

As the Network begins its strategic planning, the focus will be on 'streamlining' strategic priorities, making the system more efficient and effective by focusing on actual processes and expectations that will realize the strategic goals set out. We will strive to bring our collective practice in line with those priorities.

The Network will continue to embrace the most recent research and build authentic relationships with children, families and partners. We will strengthen our collective leadership and recognize ourselves as leaders of change. We realize that:

*"When leadership of change becomes a collective responsibility, different pathways open up for achieving desired outcomes; consequently, those leading change should focus on strategic plans and ends, rather than methods and means. Making change happen rarely comes about through a single plan or a simple solution. Sustainable change arises out of action that varies in novelty, scope and magnitude. Consequently, those leading change need to keep an open mind and remain flexible, tolerant and willing to learn as they relinquish control and encourage collective responsibility for leading change to the early years settings."*¹⁸



18. Rodd J., 2015, *Leading Change in the Early Years, Principles and Practice*, page 111.

We believe we are heading in the right direction and look forward to the next steps in our journey. While envisioning our community in the future, this model will explore and define program principles to help create accountability measures and ensure the provision of flexible and responsive services by:

- Living the four foundations of Ontario's pedagogy. Thus, strengthening and supporting our **pedagogical leaders**, to enhance quality programming and to create and support learning, environments that will engage and empower professionals and families.
- Utilizing a **collective leadership** approach that will create and sustain **authentic partnerships** which, in turn will contribute to the planning and implementation of the programs and services to meet the needs of our children and families.
- As we **build leadership capacity** and a shared responsibility, and put our vision into practice in our neighbourhoods, Neighbourhood Teams continue to evolve. We have a great opportunity to enhance our understanding and the implementation of the four foundations as we continue our work in neighbourhoods, and develop collective leadership at the **grassroots level**.
- We will explore aligning common program standards, service levels and accountability measures in a way that creates **responsive and flexible services**. As we reflect on our vision and this commitment, we will consider how we can determine standard levels of services, how we can provide flexible responsive services, changing locations and frequency of programs to be more equitable across the community and how we can identify agency roles and be accountable to our funders and to each other while providing what families need.
- Though we believe programs and services should be offered in a variety of settings within a neighbourhood to improve access and awareness of supports, we still think schools remain central to our model, and will strive to incorporate the concepts of **community hubs and schools**. Our school board partners are active planners at our Network, there is child care in most of the schools within Sudbury and all 15 of our Best Start Hubs are in schools. Some schools have written agreements so information can be exchanged between school, child care and sometimes hubs. Principals are asked to share their positive experiences and become champions for integrated services and programs.
- In our reflections, we will consider the whole neighbourhood as **multiple settings and environments for our programs and services**. We will continue to reflect on how our neighbourhood settings, be it a school, playground, park or trail, be reflective of the children and families of that neighbourhood.
- As a community, we will continue to support this pedagogy by creating opportunities for **professional growth, well-being and continuous learning**. Collectively we take responsibility for providing professional learning opportunities which are intended to build skills and competencies and contribute to our overall growth and well-being as individual professionals and as a group.
- We will support the **continued modernization of child care** and early learning, and contribute to policy and processes that reflect our pedagogy.

Conclusion

Collaboration will continue in order to strengthen the principles of the model. Long term reflection and evaluation will be required to realize the long-term goals and the future direction of the system model in our community.

The Planning Network for Sudbury Families is pleased with the direction being taken to further integrate services for children and families. The Network does however, realize that true integration is not a destination but rather a journey.

We are proud of the collaborative work we continue to do and for the many connections we have made with families and community. We understand there are many areas that we will need to continue to reflect on improving and that some changes will be the catalyst for more significant transformation. We look to this model to put structure into the constant flex and reflection we are experiencing while focusing on relationships with partners, families and the children we work with.

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Appendix B

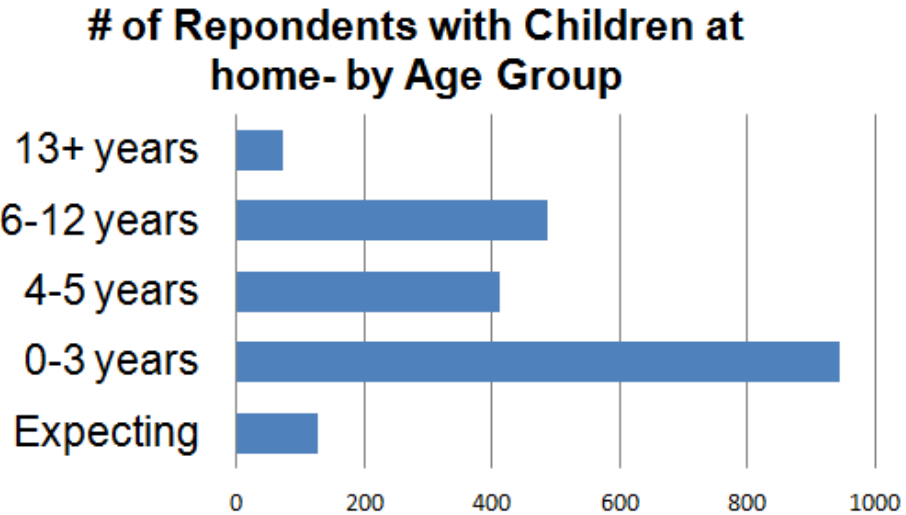
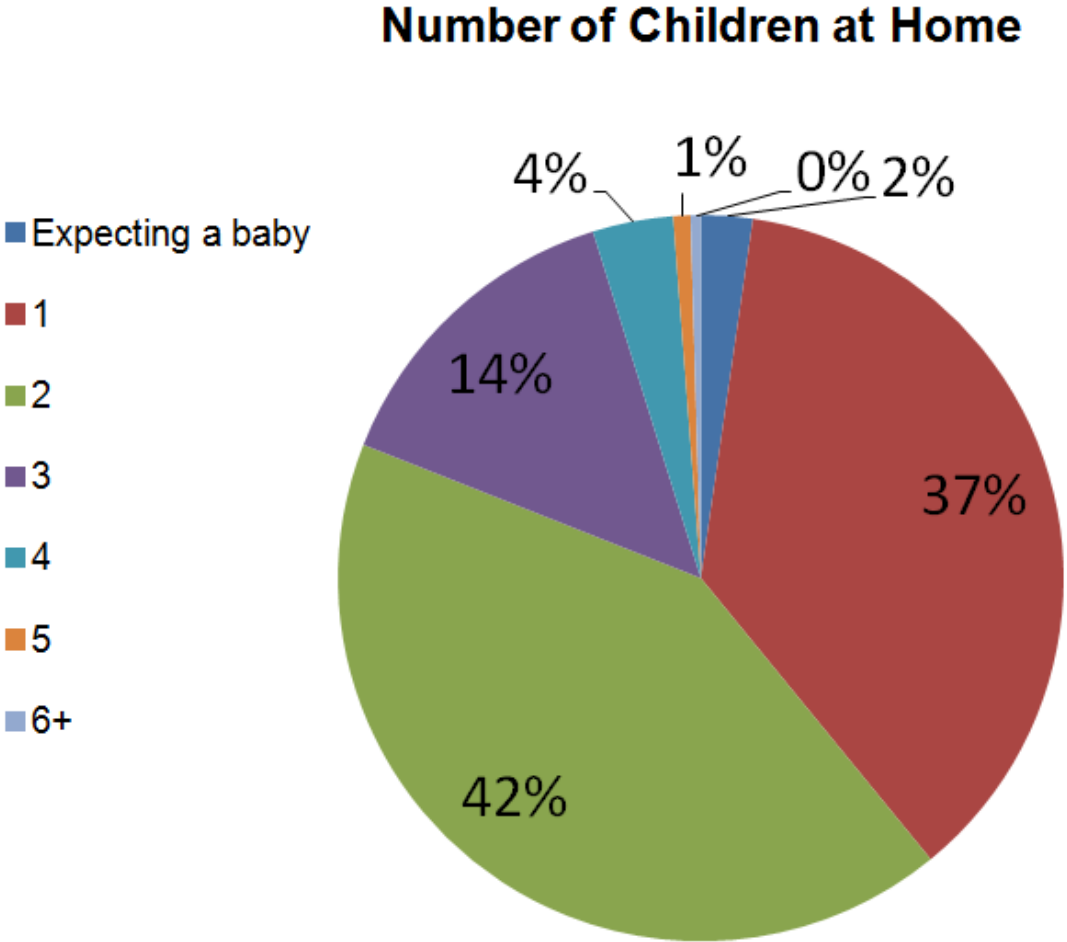


Family Programs in Greater Sudbury Summary of Results

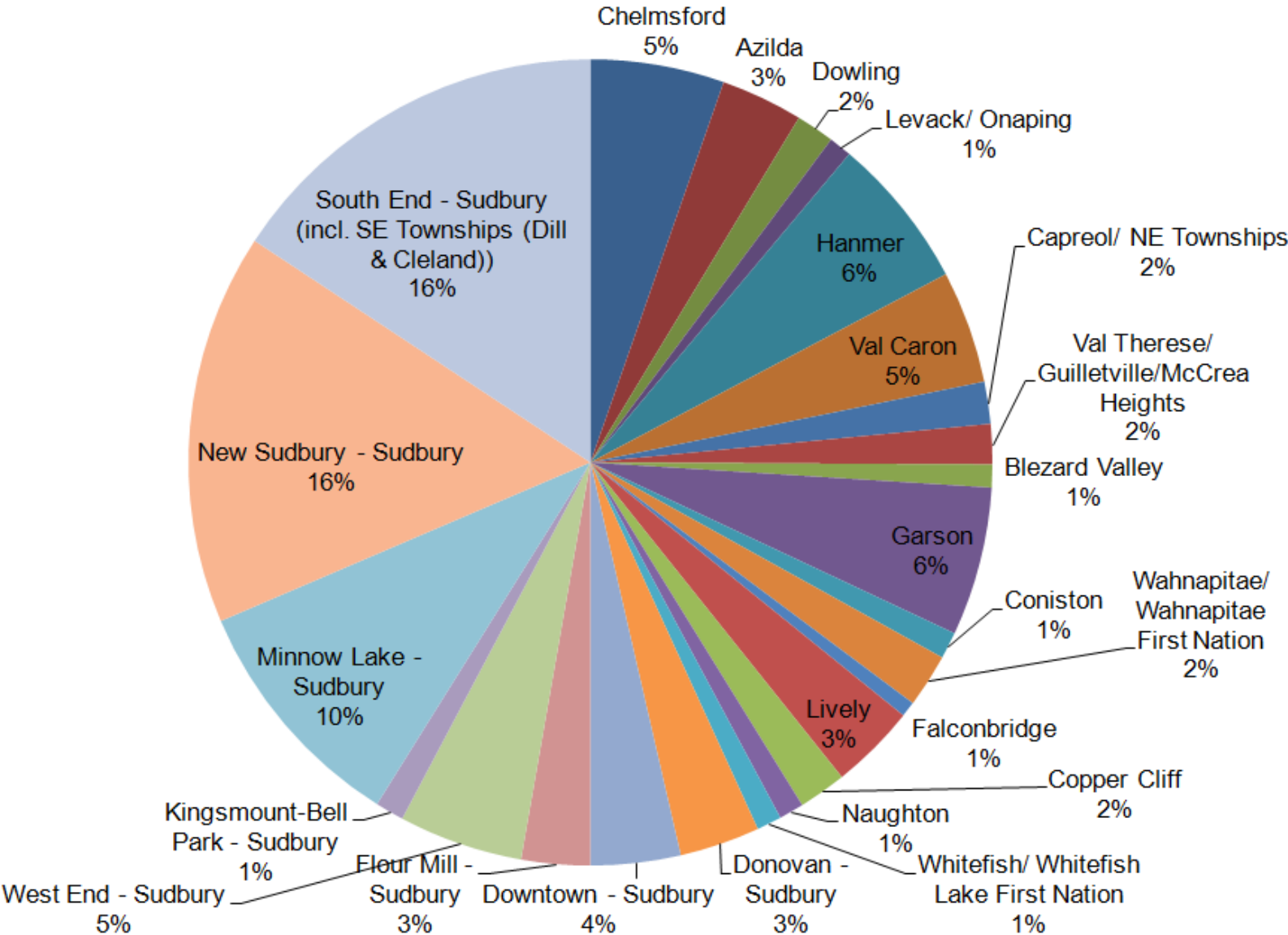
Respondents - Snapshot

- 1266 respondents
- 86.2% Female, 12.6% Male, 0.3% other
- Family Structure:
 - 82% Two Parent/Guardian Family
 - 17% Single Parent/Guardian Family
 - 1% Other (blended, shared custody, multi generational)

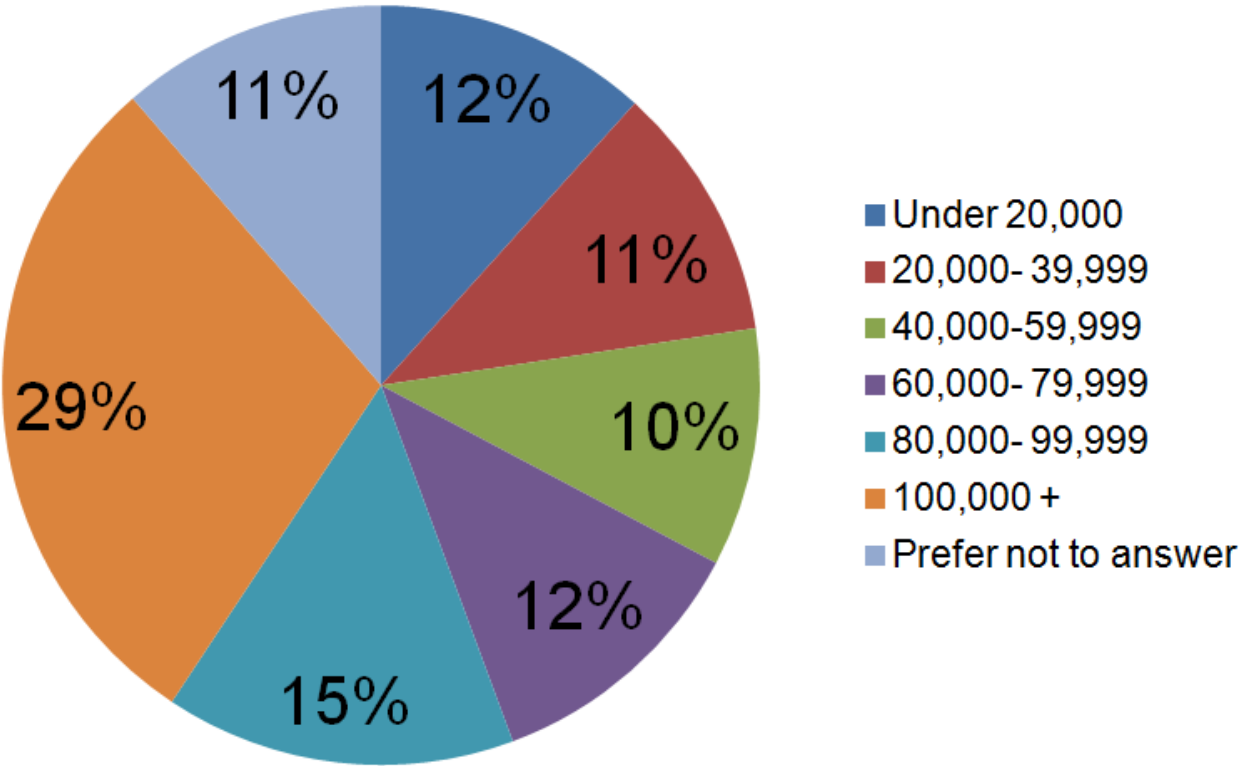
Number and Age of Children of Respondents



Respondents by Neighbourhood of Residence



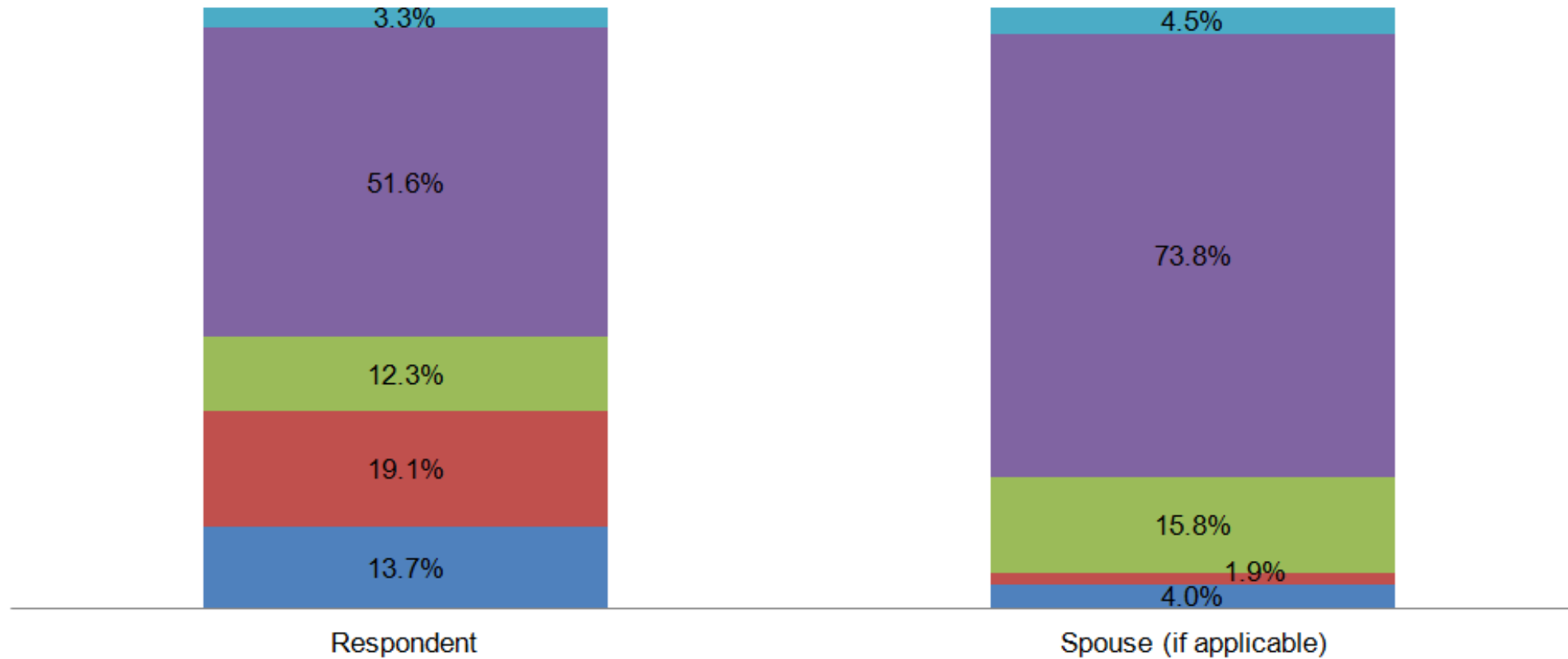
Respondents – Family Income



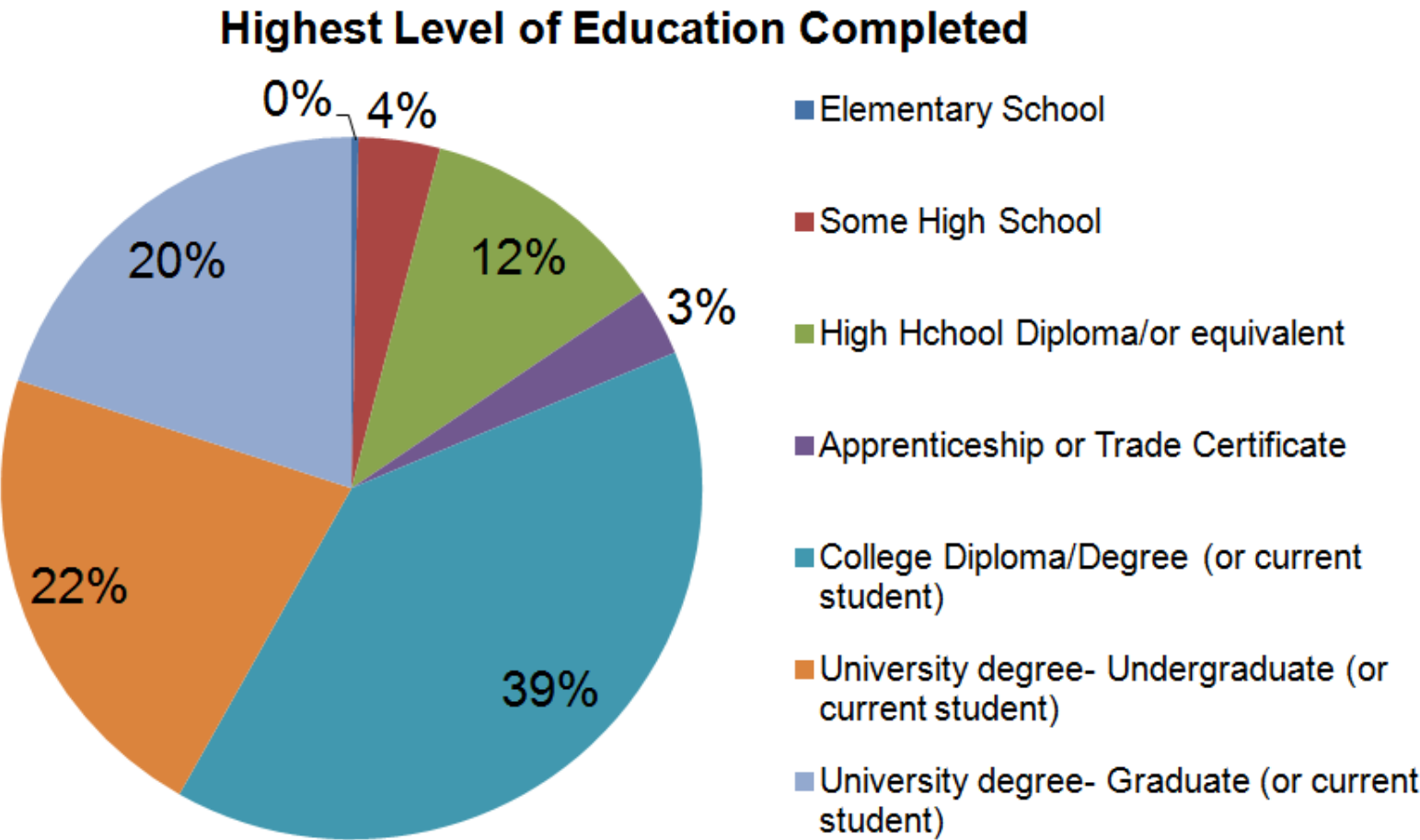
Respondents – Work/School Status

- Stay-at-home.
- Working/school part time or varying shifts.
- Temporarily at home- illness, unemployment.

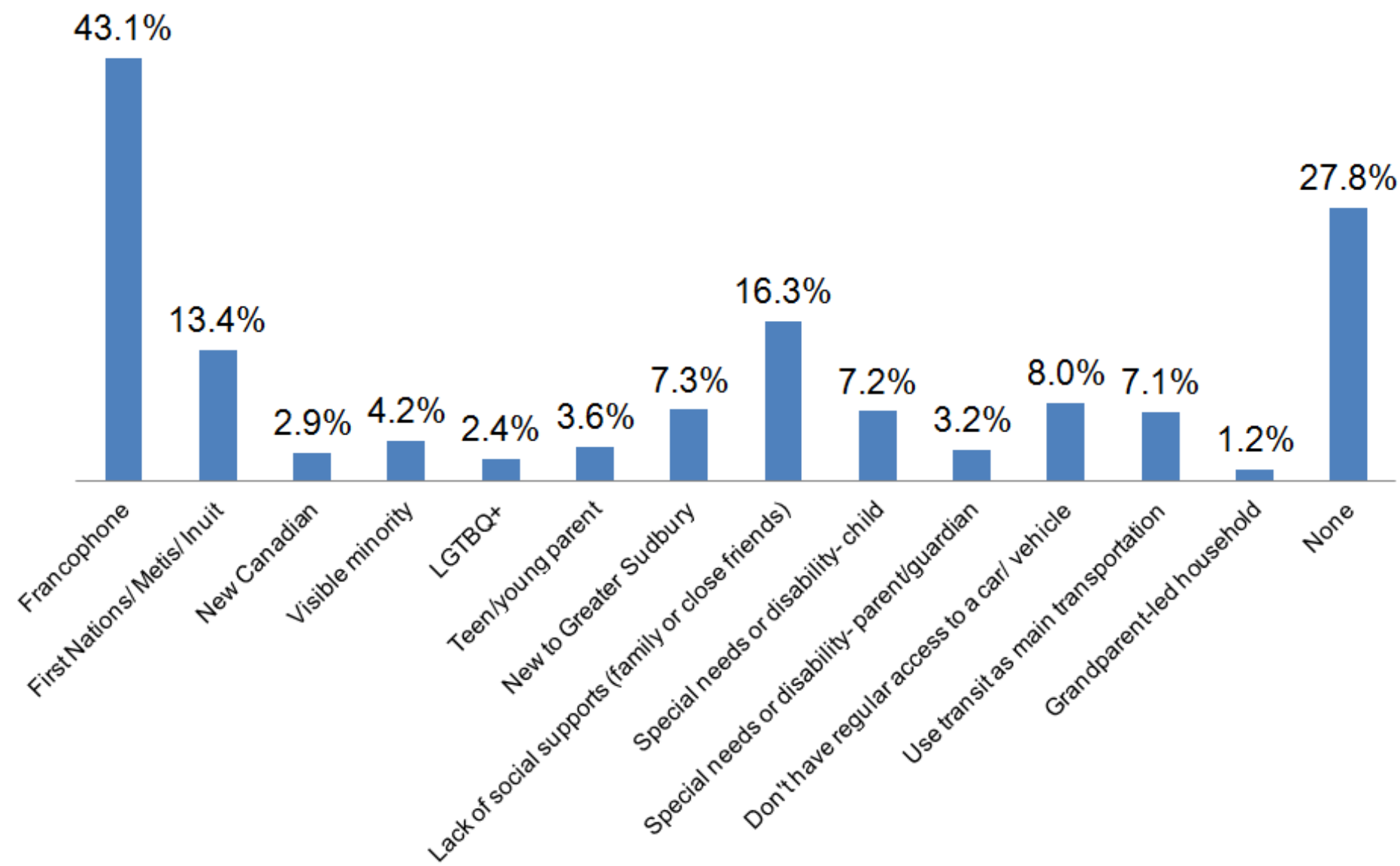
- Maternity/parental leave.
- Working/school full time regular days.



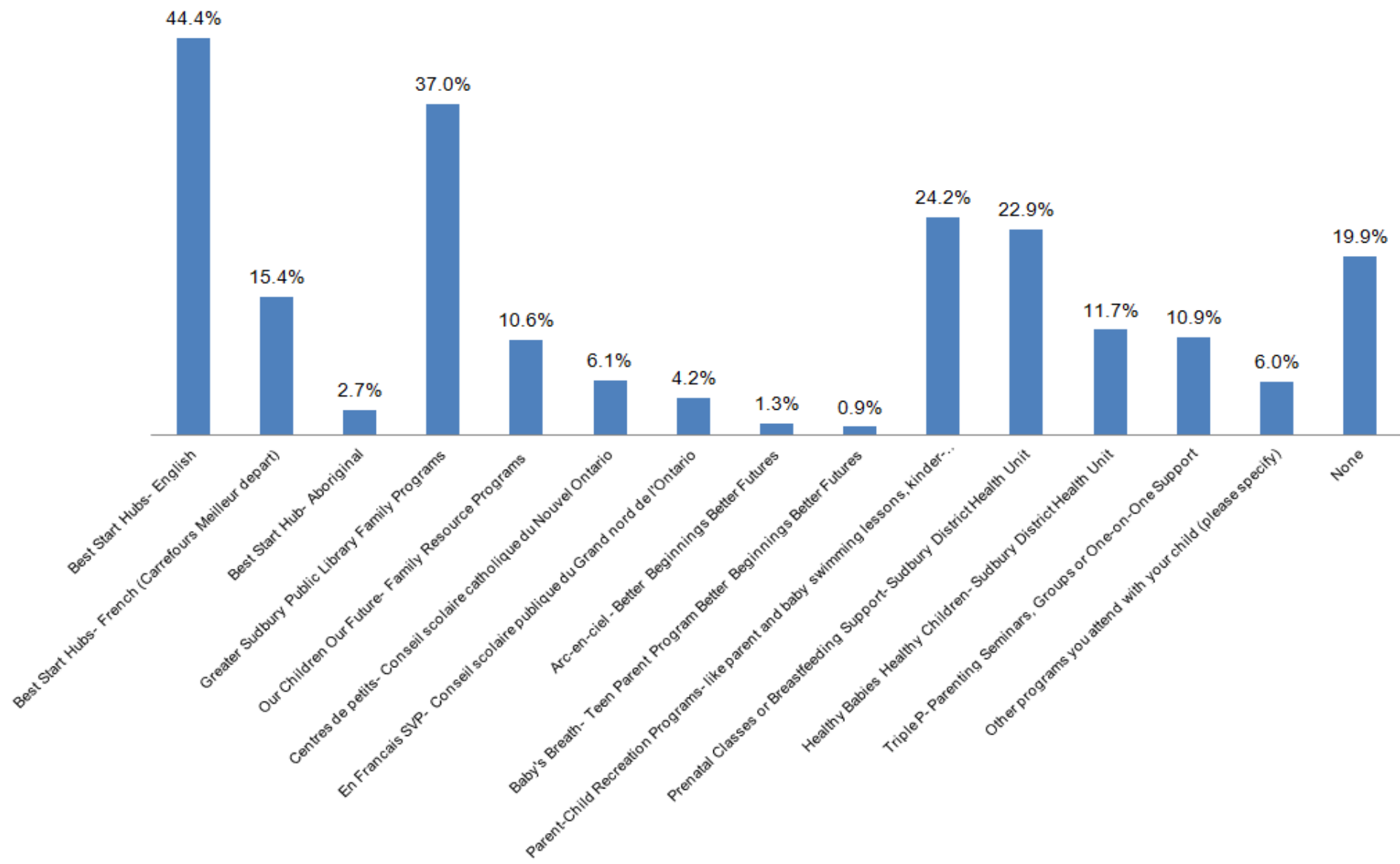
Respondents – Education



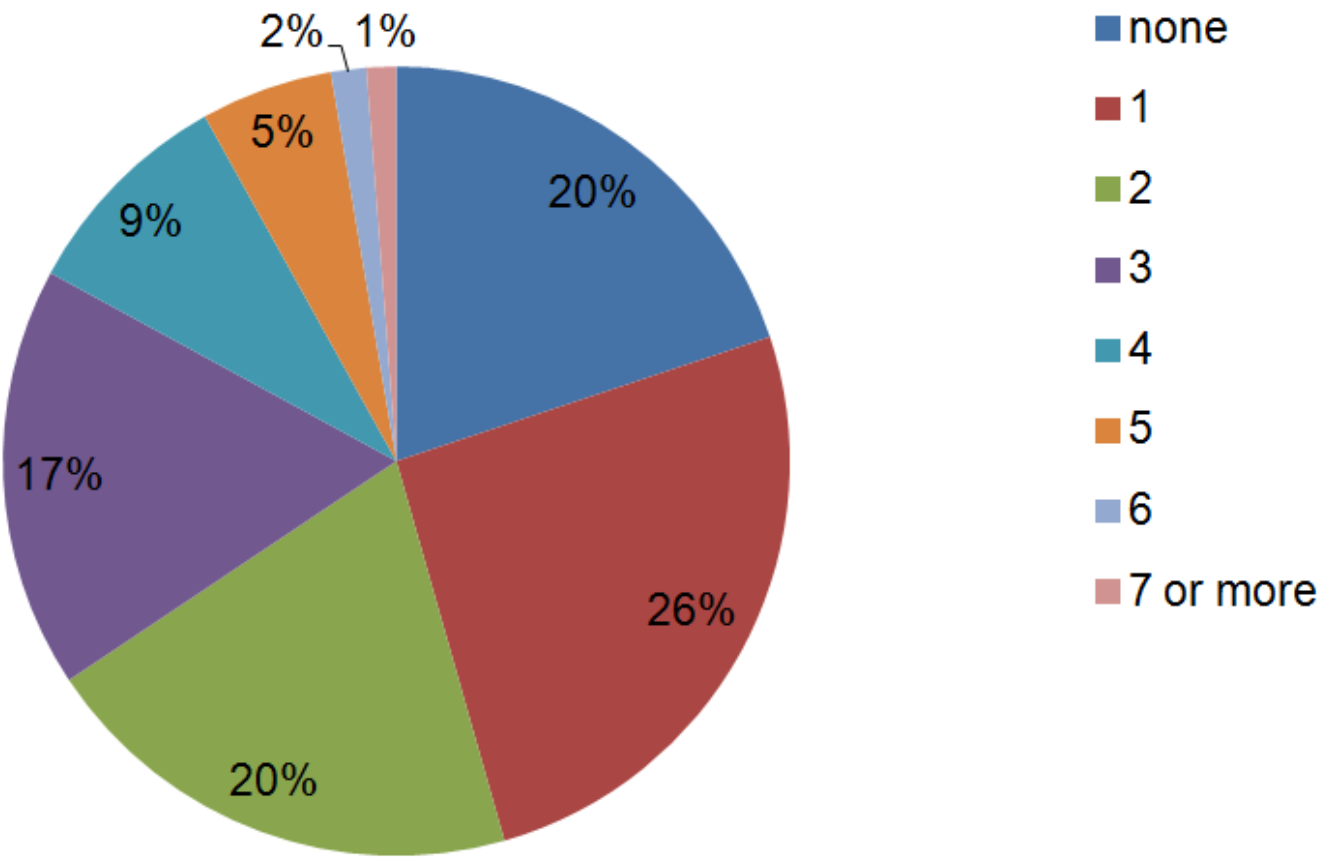
Characteristics that Apply to Member(s) of Respondent's Household



Family Programs Attended in the Last Three Years

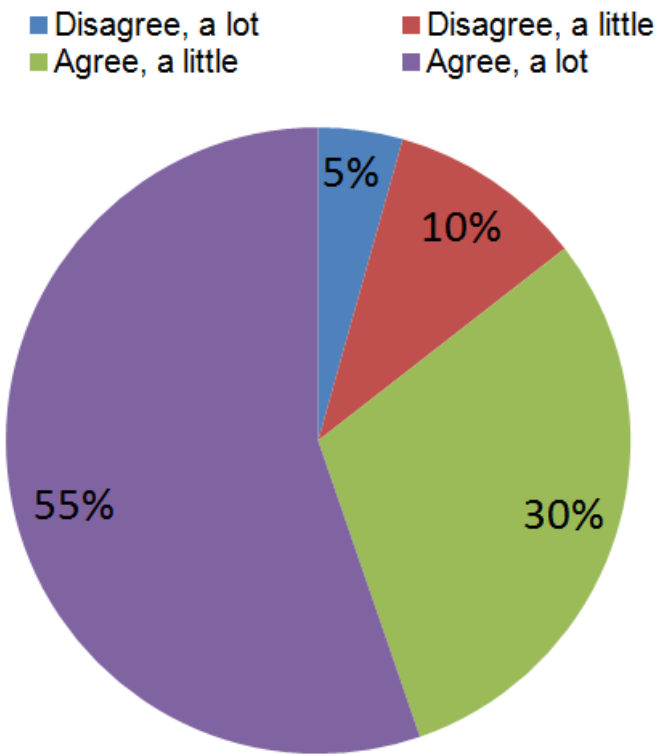


Number of Services Used per Respondent (Average 1.98)



Experiences Using Programs – All Programs Combined

It's easy for my family to attend this program (times, location, transportation, language).
55% Strongly Agree

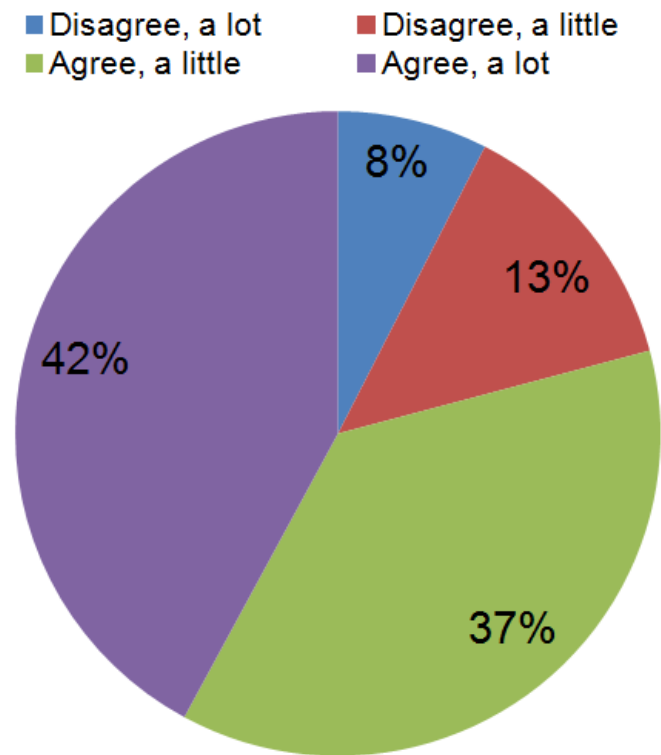


Comments (301):

- “It is hard to get any programming out this way that is outside of working hours”.
- “They do home visits which is convenient”.
- “Would be nice to see activities in the evening/weekends”.
- “I don't drive we car pool or bus it but make it work”.
- “Need to offer different start times not all babies toddlers wake up before 9am”.
- “When I was on mat leave, it was easy to attend. Now that I am working full time, it's not nearly as easy”.

Experiences Using Programs – All Programs Combined (Continued)

By attending this program, I learned about other services and supports that helped my family.
42% Strongly Agree

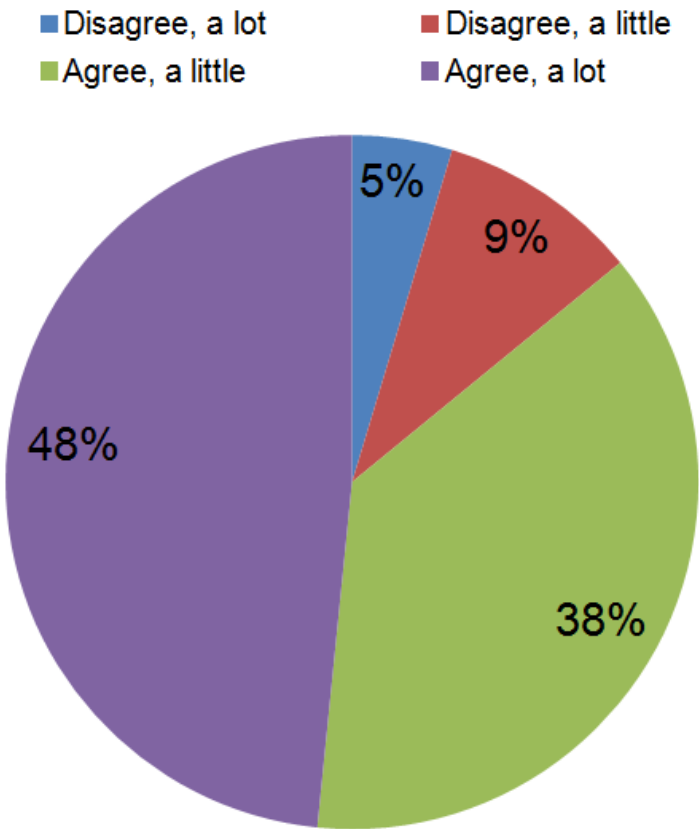


Comments (121):

- “Lots of support and tips from program and other parents that helped along the way”.
- “I was only there for 1 reason and was not looking for other supports”.
- “A lot was available if need-be and a lot of activities”.
- “They were very informative and provided options for help with diapers, milk or formula if ever needed”.
- “The hubs you learn the most from because they are the most interactive and the most frequently attended”.

Experiences Using Programs – All Programs Combined (Continued)

My family has a sense of belonging and connection there.
48% Strongly Agree

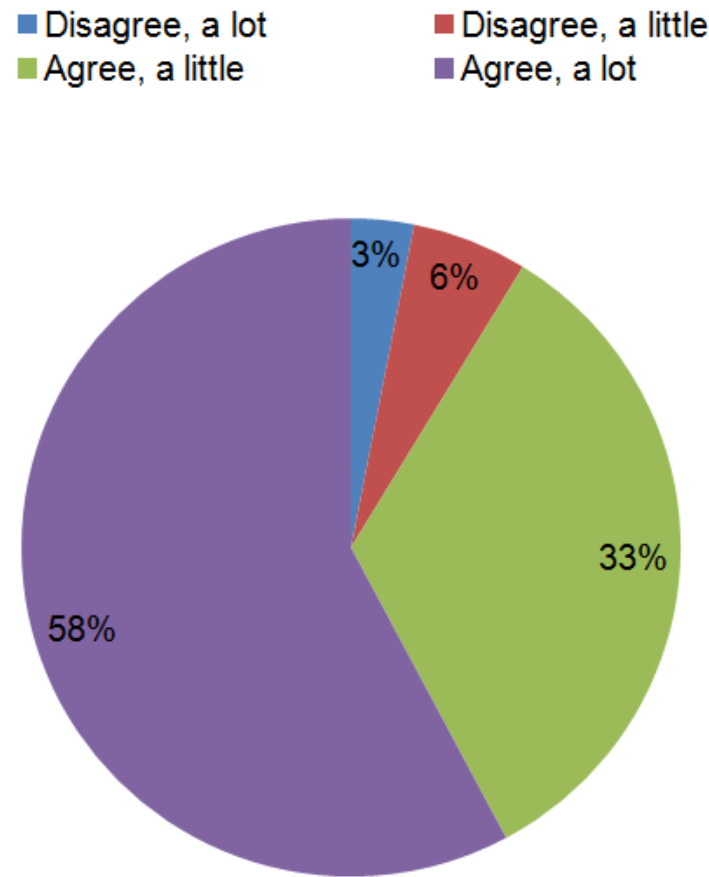


Comments (132):

- “I was made to feel comfortable and welcome”.
- “No real connection but felt welcome and enjoyed going”.
- “If you don't go all the time you feel like a bit of an outsider. It was great for my daughter but only ok for me”.
- “Awesome to be around people from same ethnicity, its gives me a sense of community, away from my home community/first nation”.
- “I felt very supported during my visit and felt comfortable knowing I could access support if needed”.
- “I am shy and it has taken nearly 7 months for me to get comfortable. There was a big staff change a few months ago”.
- “It all depends on who the leader is and how welcoming and inclusive they are”.

Experiences Using Programs – All Programs Combined (Continued)

My family's unique needs are met there.
58% strongly agree

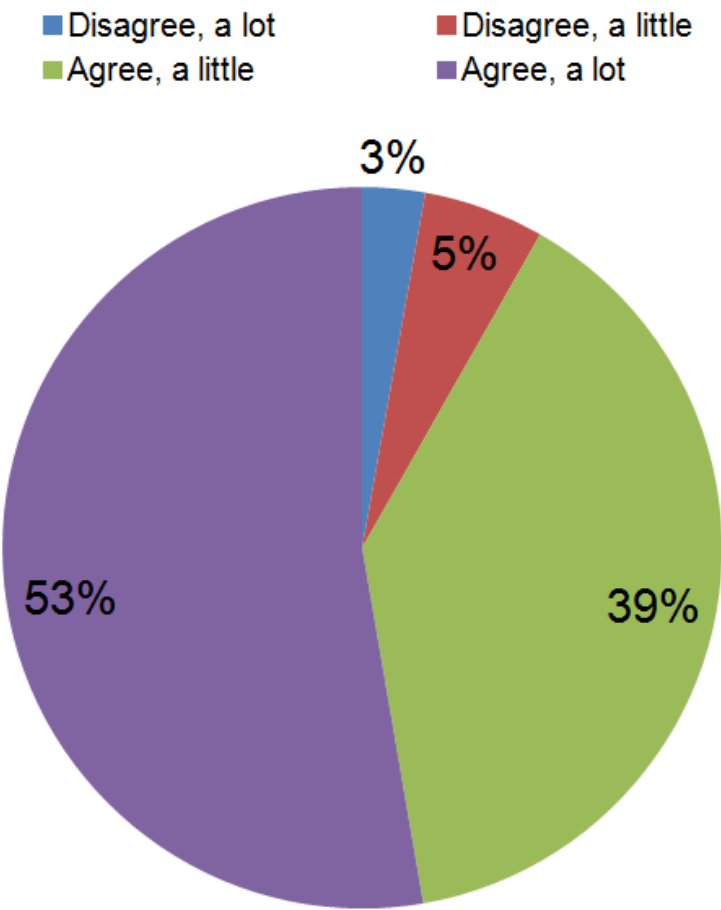


Comments (81):

- “As a low income family they provide so many things that help you get ahead like there infant food cupboard, and food security program”.
- “My youngest needed to interact with younger kids his age and his speech has gotten much better”.
- “LGBT is not common as a family dynamic in Sudbury compared to our previous city and often people or staff are surprised and sometimes awkward”.
- “We are practicing Muslims and I am wearing the face covering in presence of men. At the Hubs, I was embraced with love by the community”.
- “One of our children is autistic and often the environment of the best start hub and recreation programs are not environments that she is successful in”.
- “My unique needs are two shift working parents, and they were not met...”.

Experiences Using Programs – All Programs Combined (Continued)

This program helps/helped improve my family's health and well-being.
53% Strongly Agree

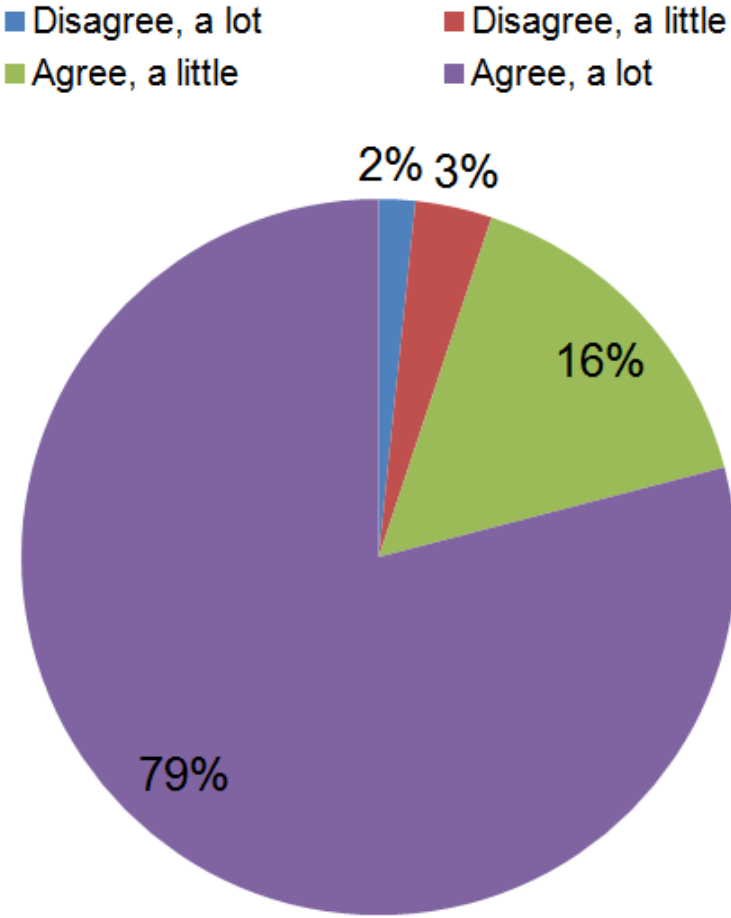


Comments (89):

- “Having a reason to get out of the house when my baby was really young was good for my mental health”.
- “Great programs that worked for us and a new look on fresh strategies to try”.
- “Mentally and physically my kids are learning. I love that I don't see my children constantly on a electronic device”.
- “We cannot afford daycare and I believe social interaction with other children of a similar age is very important to my child’s development”.
- “Time set aside to connect with your child, makes you aware of what your children needs to work on”.

Experiences Using Programs – All Programs Combined (Continued)

This program is inclusive and accepting of everyone.
79% Strongly Agree

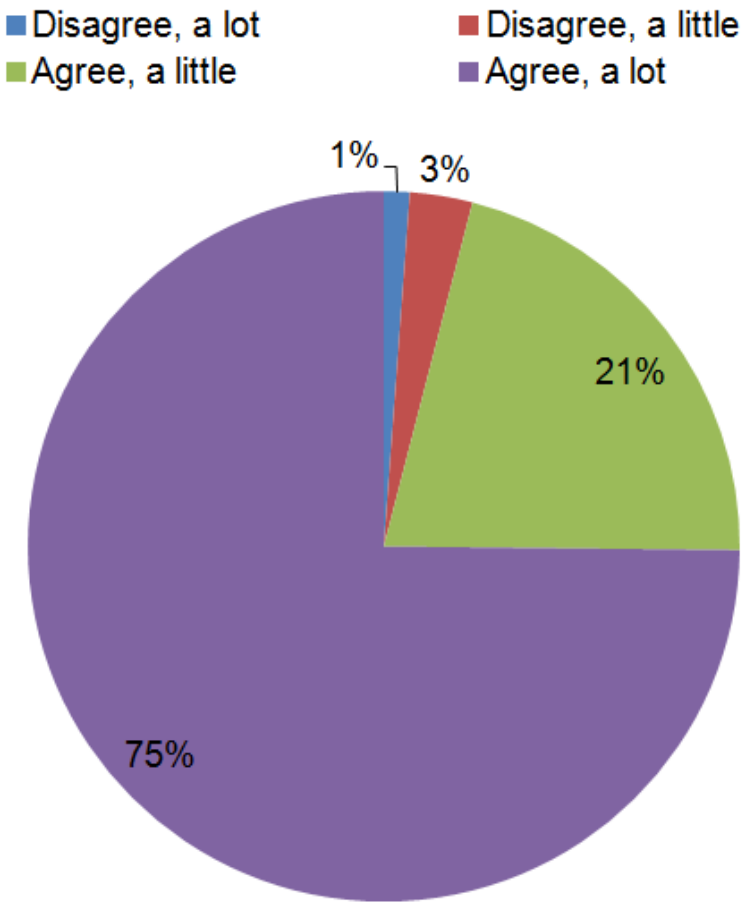


Comments (63):

- “I see all kinds of people from different walks of life”.
- “Not accommodating for working parents”.
- “I feel welcomed and it's a neutral place to be”.
- “Since day one I never felt judged and they accepted my family and I with open arms”.
- “When you have a child with special needs, it's hard to relate most of the program. But I did find some helpful advice”.
- “I never felt like I was included/accepted by the other people/parents at the hubs. It feels very clique-y”.
- Staff are very welcoming at the hubs. However, some families are less accepted by others - plus size moms, very young mothers and fathers seem to have a harder time making friends”.

Experiences Using Programs – All Programs Combined (Continued)

This program provides lots of opportunities for children to actively participate in exploration and play.
75% Strongly Agree

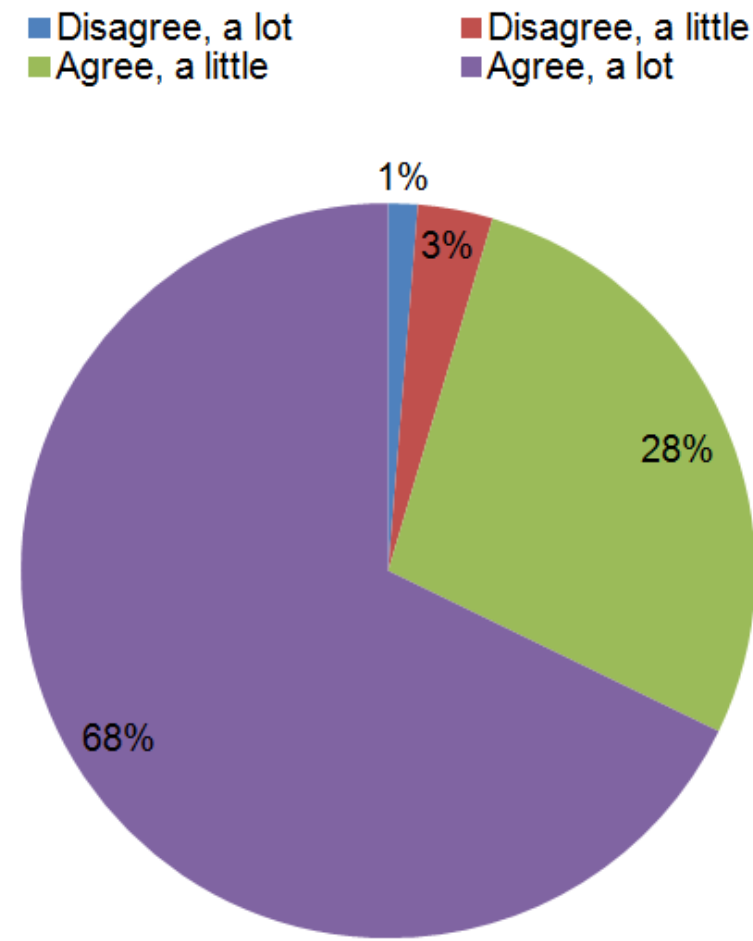


Comments (# N/A):

- "...always seemed to be organized in a way that offered a range of activities for children to actively participate in exploration and play".
- "The hubs could have done pre organized crafts or activities".
- "Lots of toys singing and bonding".
- "Most of the play is designed to observe the level the children are at & test new skills".
- "It depends a lot on the leader/ facilitator. Some are much more control-oriented than others".

Experiences Using Programs – All Programs Combined (Continued)

This program encourages children to express their ideas and feelings in a variety of ways (language, art, movement).
68% Strongly Agree

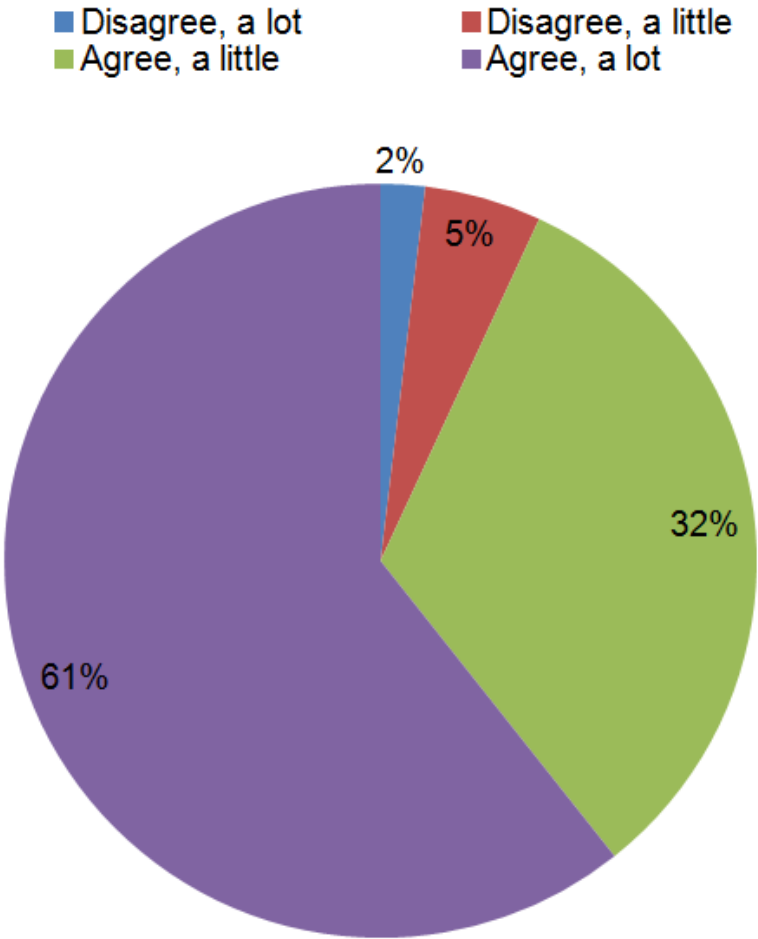


Comments (39):

- “As a parent, all we can do is provide options and let them explore their preferences. These affordable options provide free choice play, physical, social, literacy and the list goes on!”.
- “These programs allows the kids to discover and interact with new people and surroundings ”.
- “The baby is too young to express herself. However she is often smiling when in these environments”.

Experiences Using Programs – All Programs Combined (Continued)

I have a voice and am heard by staff there.
61% Strongly Agree

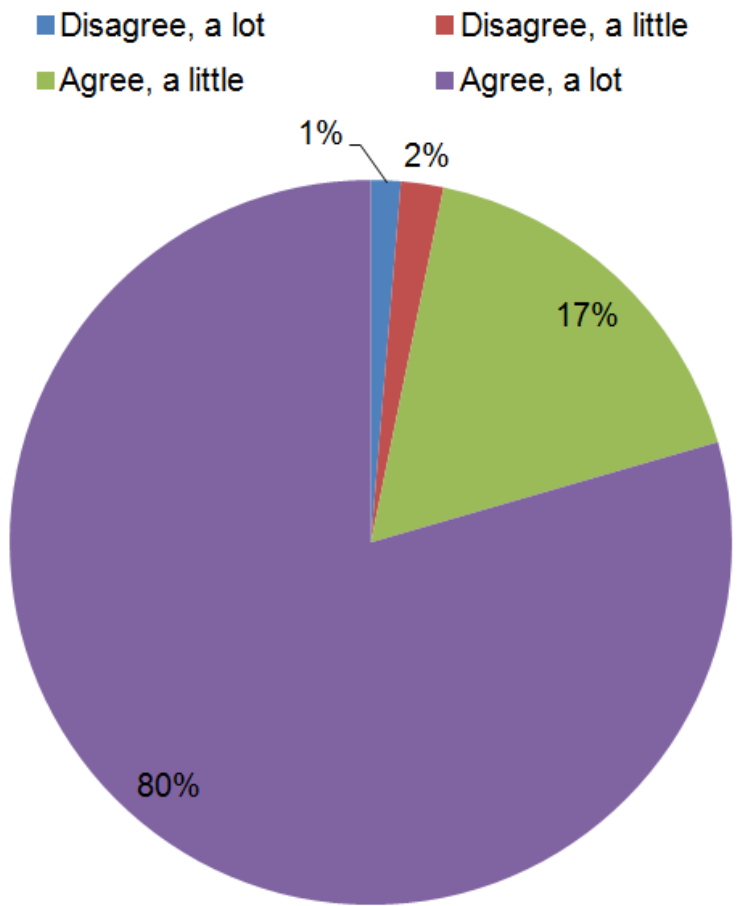


Comments (41):

- “They took my thoughts and feelings into consideration and they let me know that I was in charge!”.
- “A lot of the programs are directed by higher ups who are less accessible”.
- “It's not that I'm not heard as much as I don't always speak up”.
- “The instructor is always asking and listening”.
- “...no help or teaching given for parents choosing to formula feed their child”.

Experiences Using Programs – All Programs Combined (Continued)

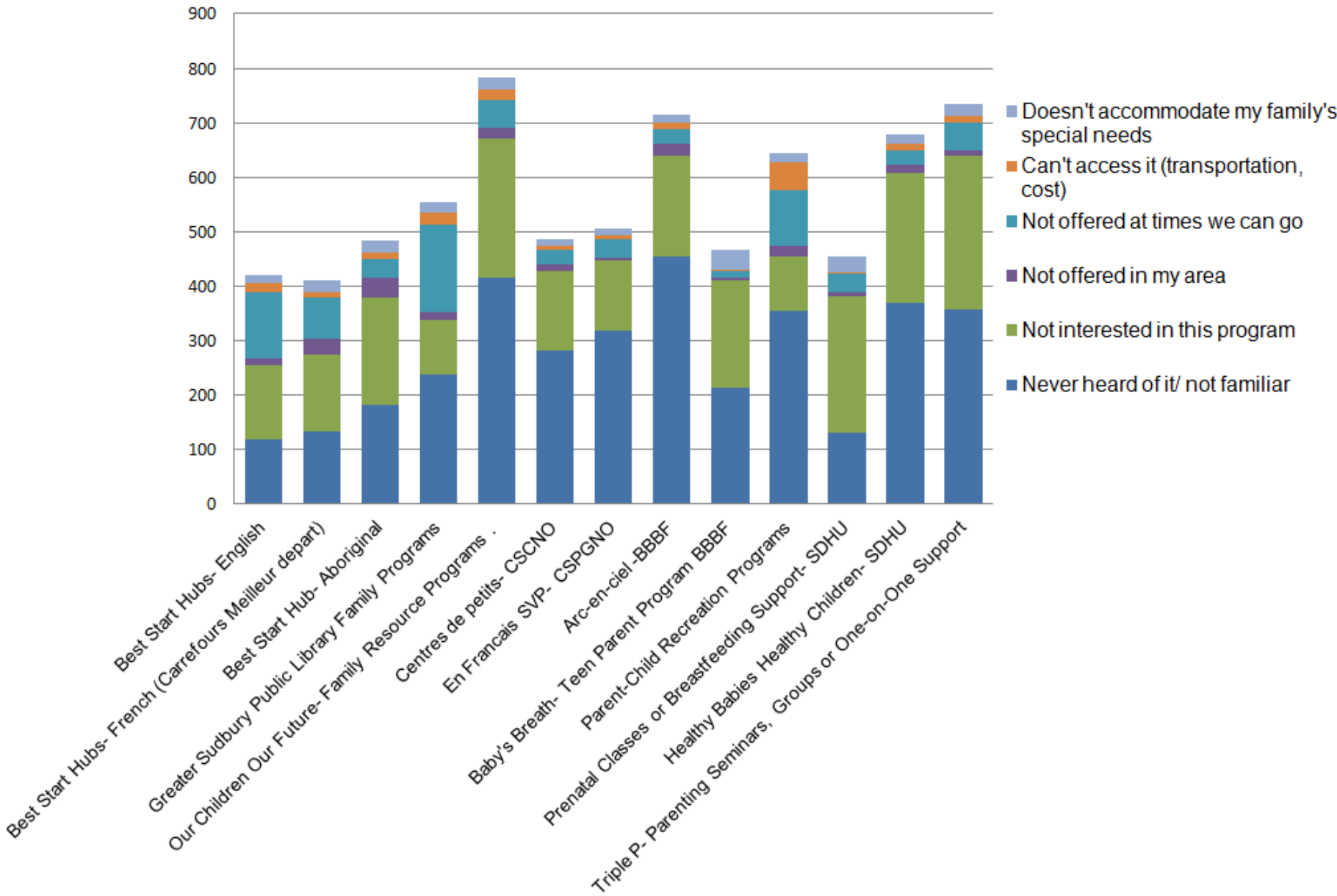
I would recommend this program/service to a friend.
80% Strongly Agree



Comments (44):

- “I can only recommend to friends who have no jobs and have the ability to get there”.
- “I always tell all my friends who are pregnant or have babies of all the programs I attend”.
- “I would encourage moms to get out and access these in ways to prevent post partum and find support in others”.
- “Very helpful. Everyone is so nice and friendly. Good information”.
- “I think it is a great program for children to interact with others in their age group. There are many grandparents who take the children to these programs. It allows the children to play yet have some structure that may not be otherwise at home”.

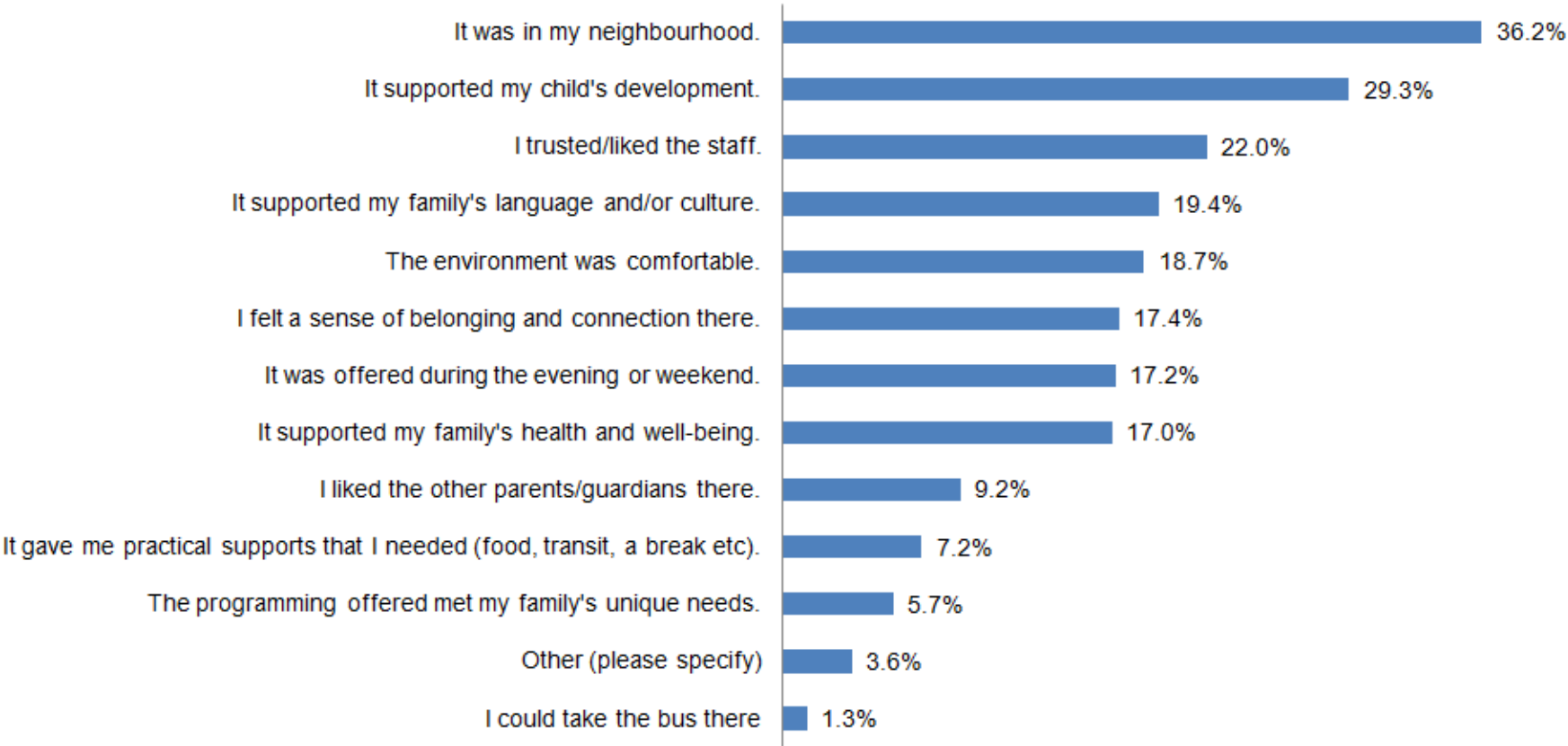
Main Reason Programs Not Used – All Respondents



Reasons Programs Not Used - Comments

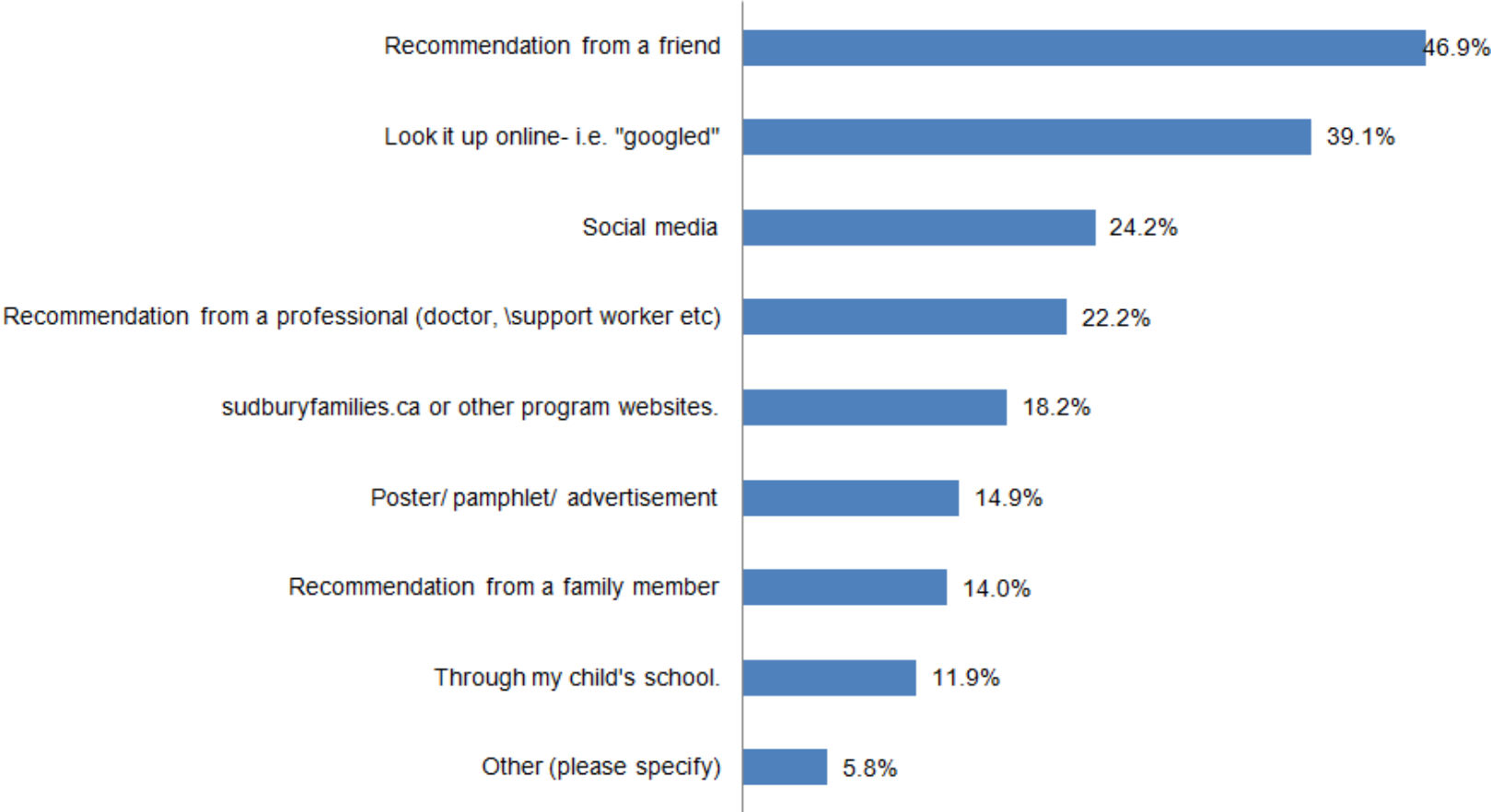
- "...just felt like I never needed help from any of these places. I feel that these places are needed for those who really need it, and I feel I'm okay and don't need their help"
- "...it was full when I tried to go"
- "Many programs are not geared towards children my age (7&8). Transportation is also a huge factor. When I did bring my children to programs within the city limits, it took about 4 hours of transportation time on the bus"
- "Most things are offered during the week during the day when my son is at daycare and I am at school so we can not participate in any of them."
- "Haven't heard of most places. Interested in knowing more."
- "A lot of these I have heard of but don't know how to learn more about them."
- "I had a very hard time leaving the house for long periods of time. My baby was extremely fussy and colicky. I would do quick errands and back home. I was too scared to bring a screaming baby to anything other than the house."
- "Most of these we don't go because we are already always on the move or because I had lots of family support. "
- "I feel there's a lack of information regarding programs that would fit my family. Your website is confusing. I'm sure there have been programs that my family could attend but everything I see is geared to babies imo."

Important Factors in Choosing Family Programs (Respondents could choose top three)



Other answers provided: attended with a friend, to meet other families with small children, the only ones I knew about, the time was convenient, it addressed my learning need

How do you find out about Family Early Years Programs and Prenatal and Parenting Services



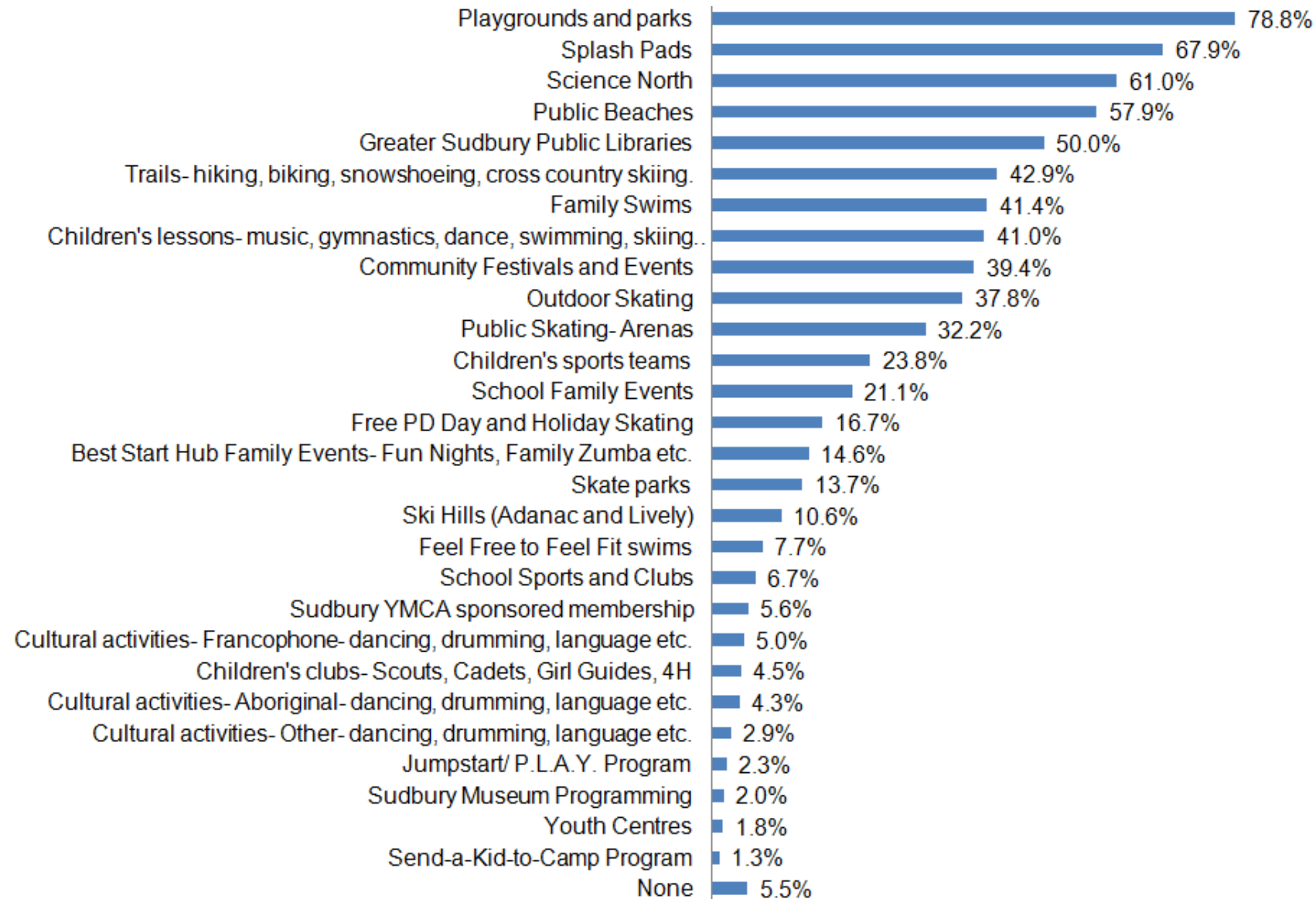
Other answers provided: through work, childcare centre, Ontario Works worker, midwife, Facebook

General Comments - Themes

- 42 comments “Thank You”- impact and importance of programs
- 19 comments about promotion: “I had no idea all of these programs existed”
- 17 comments about the schedules: want afternoon, evening and weekend times
- 5 comments about access: intimidating, costs, waiting lists
- 4 comments about lack of programming for older kids



Regular Use of Other Community Services and Programs – All Family Services Respondents



Front-Line Focus Groups

- 2 Sessions held in November
- 19 participants
- 7 agencies-
 - Better Beginnings Better Futures
 - Sudbury and District Health Unit
 - Our Children Our Futures
 - Child and Community Resources
 - Carrefour Meilleur départ,
 - Jubilee Heritage Family Resources
 - Conseil scolaire catholique du Nouvel-Ontario



What We Heard

What's the most important thing you offer?

Welcoming environment, health promotion, social connections, child development, connecting families with services

Why do families use these services?

Free, supportive, easy (no set-up/cleaning), to get outside of the home

What are the unmet needs of families?

Transportation, physical activity space, shorter wait lists, services in outskirts, school readiness/drop-off programs

What barriers are experienced by families?

Program capacity, accessibility, school sites (religion/ past experience), program hours, social discomfort

What types of families served - any changes?

All types - blended, grandparent, care provider, international, supervised CAS visits, disengaged parents, overly cautious parents

What works for attracting families?

Events, incentives, social media, word of mouth, child focused sites, caution that reaching capacity may be a consequence.

General

Shared space is still a challenge, English speakers at French sites, infrequent outreach in outlying areas



Appendix C

Focus Group

Needs Assessment Front-Line Staff Focus Group

November 21-22, 2016

12:30–3:00, C-12

SUMMARY

Total participants: 19

Agencies represented: Better Beginnings Better Futures, Sudbury and District Health Unit, Our Children Our Futures, Child and Community Resources, Carrefour Meilleur départ, Jubilee Heritage Family Resources, Conseil scolaire catholique du Nouvel-Ontario

1. Based on your experience, what are the most important services that you offer?

- Safe and secure setting
- Trustworthy, non-threatening, informal, welcoming environment
- Connect families to services – starting point
- Provide meals, snacks/health promotion
- Parent socialization/ social connections
- Child socialization/ child development
- Parents connecting with parents
- Parents learning how to interact/ play with children - modeling
- Normalizing parenting/ sharing struggles
- School preparation/ teaching time
- Continuum of service - from hub to school
- Food security
- Free services

2. What do you think are the reasons that families are coming to your services?

- Daycare is costly
- Programs are free/ can pick-and-choose locations
- Parent break/ time away from home/ sanity
- Child socialization/ physical activity/ learning
- Parent support/ supportive environment/ families supporting families
- Food/ baby supplies
- Show-up without set-up
- Point-of-contact/ support for immigrant families

3. What do you think are the unmet needs of families served in the early learning environment?

- Transportation –despite transit tickets/taxi vouchers
- Transit can be expensive if tickets not provided
- No transit service in some areas
- Funding to expand sites/days/outreach
- Physical activity – some sites do not have gym access
- Wait lists for referred services
- Programs for children Grade 2-4
- Limited programs in outlying areas – once/twice per month
- No school readiness – often requested by families
- Request from parents for drop-off programs/ build resiliency before school

4. What barriers do families with young children experience?

Program capacity – need to turn away families
Some sites are too busy/ noisy for families
Stairs/ parking at some sites a challenge – not accessible
Schools are a barrier to access for some – negative experiences/religion of school site
Transportation – distance from bus stop/ bus times/ access from outlying areas
No sites at social housing units
Limited/ no evening/weekend programming
Social discomfort – judgment by/of others
Language barriers – use creative communication/games

5. What kind of families are you working with? Are families changing?

Single moms/mothers on maternity leave – peer support, coffee, time away
Some fathers - after mothers go back to work, laid-off, injured, contracted part-time
Grandparents/ parenting grandparents – learning new parenting techniques
Blended families
International families
Supervised parent/child access visits
Child care providers using services/programs
Parents cautious about child use of utensils, glass, tools
Parents unnecessarily assisting skill competent children – putting on coat, tying laces
Disengaged parents – increased use of cell phones

6. How can services better attract families or what has worked well to attract families?

Promotion/ advertising
Informing clients of program options during prenatal visits
Promotion through childcare sites/schools/ health care providers
Events/celebrations/ incentives/ food
Auto-reply to parents in intervals
Word of mouth, social media
Programs promoting other similar programs
Caution: some sites reach capacity, more advertising is not always needed

7. Is there anything else you would like to share that we've missed?

Shared space with other programs a challenge – requires regular set up/take-down
Many Anglophones at French sites/programs
Difficult attracting fathers
High-risk families have other priorities than school readiness
Programs are meant to be all-inclusive, universal
Ride share was effective at bringing in families
School readiness programs are an unmet need
Supporting parents directly supports children
Best practice: scheduling private one-on-one visits at sites with reluctant parents
Infrequent program dates in outlying areas ineffective
Adverse weather/social benefit payment dates = reduced attendance



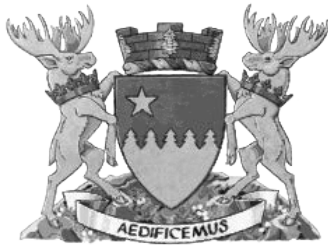
Sources

Sources

Source 1 – Drawn from The City of Greater Sudbury. About Greater Sudbury, at <https://www.greatersudbury.ca/live/about-greater-sudbury/>, accessed 8 May 2017.

Source 2 – Drawn from The State Government of Victoria. Effective Engagement, at <http://www.dse.vic.gov.au/effective-engagement/developing-an-engagement-plan/a-model-for-engagement>, accessed 22 November 2016.

Source 3 – Drawn from Business & Technology Resource Group (BTRGroup.com), Establishing Accountability Framework: 5 Principles to Follow, at <http://www.btrgroup.com/establishing-accountability-framework-5-principles-to-follow/>, accessed 5 July 2017.



City of Greater Sudbury Charter

WHEREAS Municipalities are governed by the Ontario Municipal Act, 2001;

AND WHEREAS the City of Greater Sudbury has established Vision, Mission and Values that give direction to staff and City Councillors;

AND WHEREAS City Council and its associated boards are guided by a Code of Ethics, as outlined in Appendix B of the City of Greater Sudbury's Procedure Bylaw, most recently updated in 2011;

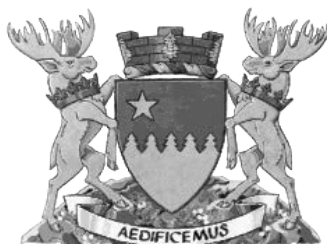
AND WHEREAS the City of Greater Sudbury official motto is "Come, Let Us Build Together," and was chosen to celebrate our city's diversity and inspire collective effort and inclusion;

THEREFORE BE IT RESOLVED THAT Council for the City of Greater Sudbury approves, adopts and signs the following City of Greater Sudbury Charter to complement these guiding principles:

As Members of Council, we hereby acknowledge the privilege to be elected to the City of Greater Sudbury Council for the 2014-2018 term of office. During this time, we pledge to always represent the citizens and to work together always in the interest of the City of Greater Sudbury.

Accordingly, we commit to:

- Perform our roles, as defined in the Ontario Municipal Act (2001), the City's bylaws and City policies;
- Act with transparency, openness, accountability and dedication to our citizens, consistent with the City's Vision, Mission and Values and the City official motto;
- Follow the Code of Ethical Conduct for Members of Council, and all City policies that apply to Members of Council;
- Act today in the interest of tomorrow, by being responsible stewards of the City, including its finances, assets, services, public places, and the natural environment;
- Manage the resources in our trust efficiently, prudently, responsibly and to the best of our ability;
- Build a climate of trust, openness and transparency that sets a standard for all the City's goals and objectives;
- Always act with respect for all Council and for all persons who come before us;
- Ensure citizen engagement is encouraged and promoted;
- Advocate for economic development, encouraging innovation, productivity and job creation;
- Inspire cultural growth by promoting sports, film, the arts, music, theatre and architectural excellence;
- Respect our historical and natural heritage by protecting and preserving important buildings, landmarks, landscapes, lakes and water bodies;
- Promote unity through diversity as a characteristic of Greater Sudbury citizenship;
- Become civic and regional leaders by encouraging the sharing of ideas, knowledge and experience;
- Work towards achieving the best possible quality of life and standard of living for all Greater Sudbury residents;



Charte de la Ville du Grand Sudbury

ATTENDU QUE les municipalités sont régies par la Loi de 2001 sur les municipalités (Ontario);

ATTENDU QUE la Ville du Grand Sudbury a élaboré une vision, une mission et des valeurs qui guident le personnel et les conseillers municipaux;

ATTENDU QUE le Conseil municipal et ses conseils sont guidés par un code d'éthique, comme l'indique l'annexe B du Règlement de procédure de la Ville du Grand Sudbury dont la dernière version date de 2011;

ATTENDU QUE la devise officielle de la Ville du Grand Sudbury, « Ensemble, bâtissons notre avenir », a été choisie afin de célébrer la diversité de notre municipalité ainsi que d'inspirer un effort collectif et l'inclusion;

QU'IL SOIT RÉSOLU QUE le Conseil de la Ville du Grand Sudbury approuve et adopte la charte suivante de la Ville du Grand Sudbury, qui sert de complément à ces principes directeurs, et qu'il y appose sa signature:

À titre de membres du Conseil, nous reconnaissons par la présente le privilège d'être élus au Conseil du Grand Sudbury pour le mandat de 2014-2018. Durant cette période, nous promettons de toujours représenter les citoyens et de travailler ensemble, sans cesse dans l'intérêt de la Ville du Grand Sudbury.

Par conséquent, nous nous engageons à :

- assumer nos rôles tels qu'ils sont définis dans la Loi de 2001 sur les municipalités, les règlements et les politiques de la Ville;
- faire preuve de transparence, d'ouverture, de responsabilité et de dévouement envers les citoyens, conformément à la vision, à la mission et aux valeurs ainsi qu'à la devise officielle de la municipalité;
- suivre le Code d'éthique des membres du Conseil et toutes les politiques de la municipalité qui s'appliquent à eux;
- agir aujourd'hui pour demain en étant des intendants responsables de la municipalité, y compris de ses finances, biens, services, endroits publics et du milieu naturel;
- gérer les ressources qui nous sont confiées de façon efficiente, prudente, responsable et de notre mieux;
- créer un climat de confiance, d'ouverture et de transparence qui établit une norme pour tous les objectifs de la municipalité;
- agir sans cesse en respectant tous les membres du Conseil et les gens se présentant devant eux;
- veiller à ce qu'on encourage et favorise l'engagement des citoyens;
- plaider pour le développement économique, à encourager l'innovation, la productivité et la création d'emplois;
- être une source d'inspiration pour la croissance culturelle en faisant la promotion de l'excellence dans les domaines du sport, du cinéma, des arts, de la musique, du théâtre et de l'architecture;
- respecter notre patrimoine historique et naturel en protégeant et en préservant les édifices, les lieux d'intérêt, les paysages, les lacs et les plans d'eau d'importance;
- favoriser l'unité par la diversité en tant que caractéristique de la citoyenneté au Grand Sudbury;
- devenir des chefs de file municipaux et régionaux en favorisant les échanges d'idées, de connaissances et concernant l'expérience;
- viser l'atteinte de la meilleure qualité et du meilleur niveau de vie possible pour tous les résidents du Grand Sudbury.