THE MUNICIPAL ROLE IN CHILD CARE - ONTARIO

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CHAPTER 1 - INTRODUCTION

In Ontario, the role of municipalities in human services is clearly under question. The Report of the Provincial-Municipal Social Services Review (PMSSR) articulates this concern. This document states:

> Both the social service system and the social, economic and political environment in which it operates have changed substantially in recent years. Many of the roles and responsibilities for providing and funding services were established in the 1960's and have not been the subject of a major overhaul since that time[1].

The Report of the Advisory Committee to the Minister of Municipal Affairs on the Provincial - Municipal Financial Relationship also outlines the need to review the relationship, because of the high use of conditional grants to support programs and services, and the complication of this format. In addition municipalities state they are not given an adequate voice in the planning and policy making for services.[2]

Child care is a specific example of a program in which a struggle

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[1] Association of Municipalities of Ontario, Ontario Municipal Social Services Association, Ministry of Community and Social Services, Report of the Provincial-Municipal Social Services Review, (Toronto: Queen's Printer, 1990), p. 44 & 45.

[2] Grant Hopcroft, Report of the Advisory Committee to the Minister of Municipal Affairs on the Provincial-Municipal Financial Relationship, (Queen's Printer, 1991), p. 1 & 2.

over the municipal role in the service has grown and developed over the last twenty years. The current role for municipalities developed slowly and inconsistently in Ontario. The most recent document produced by the Province, entitled <u>Child Care Reform - Setting the Stage</u> articulates this concern. This document states:

> .... the Provincial and Municipal government responsibilities are not clearly defined: the result for families is fewer child care choices and greater difficulty in finding and obtaining the services they need.[3]

The municipal role in child care needs to be rationalized to assure this level of government has appropriate responsibility for the functions of planning, development and delivery of child care. It is important that this be done considering the broader picture of the municipal role within human services and considering the overall mission and mandate of municipalities.

This paper is based on the premise that child care is a human service. For the purpose of this paper human services are considered in the broadest sense to include any service that is provided for people that responds to the complexity of human needs. Human services encompass a number of sectors providing services for people. This definition is consistent with definitions provided in current and past literature. As defined by Shookner; human services include; social services, health, education, recreation

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[3]   Ontario, Ministry of Community and Social Services, <u>Child Care Reform - Setting the Stage,</u> (Queen's Printer, 1992), p. 30.

and others.[4] According to Alfred Kahn human services include; income transfers, education, health, housing, employment and personal social services.[5]

Child care is a program that is most closely linked to the definition of personal social services which according to Kahn is:

> Programs that protect or restore family life, help individuals cope with external or internalized problems, enhance development, and facilitate access through information, guidance, advocacy and concrete help of several kinds.[6]

While personal social services is the closest definition to categorize child care within, child care is a multifunctional service which has functions that overlap with many of the other areas defined under human services.[7] Klein in her literature defines nine functions of child care including; welfare reform, social service, education, liberation-universalization, social status, social reform, economic, socialization and religious.[8]

The purpose of this paper is to explore the municipal role in child care through a framework developed from both a research and

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[4]   Malcom Shookner - Ontario Social Development Council, Ontario Community Planning in Ontario, (Toronto: 1993) p. 2.

[5]   Alfred Kahn, Social Policy & Social Services, (New York: Random House, Inc., 1979) p.23.

[6]   Ibid. p 19.

[7]   Abbie Klein, The Debate Over Child Carte 1969-1990, (New York: State University of New York, 1992) , p. 24.

[8]   Ibid.

consultative process. The framework is one that can be utilized for considering the municipal role in any human service, but this paper will only consider an application as it relates to child care. It is based on a strategic planning approach, that establishes a vision, purpose and mandates of the municipality and then establishes strategic direction through the use of specific criteria. The use of a framework is a mechanism to ensure that all of these items are covered in the process of determining the municipal role. The main elements identified in the framework are:

- the overall goal or vision of municipalities and how this relates to the human services and child care,
- the overall principles of human services that can be applied to child care,
- the overall mandate(s) of local government,
- the specific criteria that can be used to determine the municipal role in any human service including child care.

By applying the above to the child care program, this paper will identify the municipal role in child care and consider what links child care has to children services, health, education, and employment services.

The research questions addressed in the paper are as follows:
- Why is the concept of a healthy community important when considering the municipal role in child care?

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- How can a framework based on the concept of a healthy community support the determination of the municipal role in child care?

- How can principles for human services developed through consultation help to determine the municipal role in child care?

- How can a set of municipal mandates based on a historical perspective help to determine the municipal role in child care?

- How can a set of criteria developed through consultation, with child care professionals and municipal representatives, help determine the municipal role in child care?

This research paper first outlines the research methods utilized in the preparation of the paper and in development of an analytical framework specifically. The most recent documents in Ontario that have been developed, related to disentangling the provincial and municipal responsibilities, in their various areas of concern are then discussed. This section identifies the most recent attempts at sorting out what level of government is responsible for what responsibilities.

The historical context of child care is summarized and recent Ontario provincial consultation papers on child care are outlined. Then the major issues facing child care, particularly as it relates

to the municipal role are discussed. The current municipal role in child care is outlined and summarized.

The policy framework developed to help determine the municipal role in human services is presented and applied to child care. The results of the author's 1992-1993 research and consultation on the municipal role in human services and child care is integrated into the presentation of the framework.

To conclude, the impact of the policy framework on local government and child care is examined.

CHAPTER 2 - RESEARCH METHODS

Several research methods are used for the development of this paper
including a systematic review of the literature, exploratory
interviews, written input, focus group discussions, a workshop and
a conference session. Appendix 1 summarizes the time frames and
chronological use of the methods.

LITERATURE REVIEW:

A variety of literature is utilized to complete the review. The
history of early childhood education programs, including child care
in Ontario, is used to review the history of the municipal role in
child care and the theoretical base from which contemporary child
care arrangements originated. Current issues in child care and the
municipal role in child care is reviewed predominately as to the
Ontario and Canadian experience. This information is employed to
establish the current context of child care and to assess the
results of applying the framework.

Literature on the concept of healthy communities is used to
establish a conceptual framework of municipal responsibilities in
the area of human services including planning/development,
management and delivery.

Literature related to the traditional, historical and current

mandates of local government are reviewed to establish the appropriate mandates for local government. Literature on the "traditional" model of local government and the "public economy" model of local government are used to determine the type of local government structure and authority needed to facilitate development of communities that are a positive living environment for people.

Literature dealing with disentanglement of the provincial and municipal roles in human services is reviewed to determine research work focused on separating or distinguishing the responsibilities of municipal versus provincial governments.

CONSULTATION:

The consultation took different formats in order to promote participation from a wide range of stakeholders in the local government sector. Participation was sought from; administrators of social service programs, child care administrators, child care supervisors, politicians and provincial bureaucrats. Both written and verbal methods were necessary in order to allow individuals different modes of consultation. This encouraged those who were more comfortable with either written or verbal input to participate. Further, this allowed individuals who were not able to travel to consultation sessions to become involved.

The main focus of the primary research is consultation, in order to

examine a draft framework, in determining the municipal role in human services and child care. The consultation took several steps as outlined below:

        1)   exploratory interviews,

        2)   mail survey,

        3)   workshop,

        4)   conference session,

        5)   pilot test of framework implementation,

        6)   focus group.

The purpose of the consultation was to adjust, change, expand and critique a draft framework that was provided at the beginning of the process. Further, this approach served as a mechanism for education and consensus building among Ontario municipalities who participated in the consultation. The process was open and all input was encouraged. The following steps summarize the consultation that took place in the development of this document:

- **Step 1: Exploratory Interviews**: After discussion of the basic concepts in a disentanglement framework with seven social services management personnel, a draft framework document was produced. The purpose of this process was to develop the policy requirements for the framework.

- **Step 2: Mail Survey**: The draft framework was sent out to child care administrators, other child care management personnel and social services management

personnel. In all, this document was sent to thirty seven people of which nine people formally responded in writing. The original draft document and a summary of the comments are included in the Research Summary Document, Section #1, under separate cover (Attachment #1). The purpose of this consultation was to get some initial feedback and response to the idea of a framework and the basic concepts of disentanglement being proposed in the framework.

- **Step 3: Workshop:** A workshop was held to discuss the proposed framework document. Seventeen child care administrators from across the province representing fourteen municipalities of all sizes participated. Several areas of concern, including the major issues in child care, principles and the decision making criteria, formed the base of the all day workshop. The original paper displayed in (Attachment #1, Section #1, Appendix #1) of the Research Summary Document remained as the discussion document. The workshop format and results of the day long discussion are summarized in Section #2 of the Research Summary Document (Attachment #1). The purpose of this workshop was to ensure a common understanding of the document, then identify differences in municipal positions.

Further, this workshop sought to highlight the key issues in child care facing Ontario municipalities.

- **Step 4: Conference Session**: An outline of the proposed framework was presented during a session of the Ontario Municipal Social Services Association conference. The workshop had twenty three participants and there was an opportunity for discussion. The presentation content and notes from the discussion period are included in the Research Summary Document, Section #3 (Attachment #1). The purpose of this session was to provide some exposure and feedback from individuals, regarding the concept of a framework.

- **Step 5: Pilot Test of Framework Implementation**: Seven management personnel pilot tested the proposed planning/framework. Each participant was given a form to complete that enabled participants to work through the framework. Participants were asked to fill out the form on their own during a two week period. The purpose of this test was to identify needed modifications to the framework particularly when trying to sort out which level of government should have responsibility for what function. This process also provided a set of results to compare the authors application of the framework. The results of this pilot test are

included in the Research Summary Document, Section #4 (Attachment #1).

- **Step #6: Focus Group**: A focus group was held in Bruce County with a group of child care and social services management personnel representing five rural municipalities. This focus group was held because of the distinct needs and opinions of rural and smaller municipalities. Seven people were in attendance. Based on the results of steps 1-5 , a new draft framework was developed and shared prior to this focus group. The revised draft framework plus the format for the focus group and the results of the focus group are included in the Research Summary Document, Section #5 (Attachment #1).

Both the literature research and the consultation process formed and changed the policy framework that is presented in this research paper.

CHAPTER 3 - BACKGROUND REVIEW OF DISENTANGLEMENT PAPERS

The purpose of this chapter is to outline the most recent efforts by the province and the municipalities to disentangle the relationships that now exist in the provision of human services. There has been a significant amount of energy by both levels of government related to the disentanglement of the provincial and municipal roles. By definition (Oxford Dictionary) disentanglement means :

> the act of disentangling, an instance of this, freedom from ties; detachment, ease of manner or behaviour.

It is also important to consider the definition of disentangle:

> unravel, untwist, free from complications.

There is a wide range in the meaning of the word disentanglement. Views of the application of disentanglement related to the provincial and municipal role also vary significantly. For the purpose of this research paper, it is recognized that one level of government cannot completely sever ties with another and there must be some relationship, in the provision of human services, between the province and the municipality.

Since about 1988, there has been a significant amount of research and discussion in Ontario attempting to rationalize the provincial and municipal roles and responsibilities in government. In this chapter, five of the reviews and/or reports will be examined as a way of summarizing the current assessment of the roles for each level of government.

Three major reviews in Ontario cover the subject of separating out the roles and responsibilities of the province and the municipality. To date, publications have been released: The Report of the Provincial-Municipal Social Services Review (PMSSR),[9] Report of the Advisory Committee to the Minister of Municipal Affairs on the Provincial-Municipal Financial Relationship (Hopcroft Report)[10] and the Disentanglement Process [11]. Two of these projects actually produced a formal report and the last produced some documentation and potential agreements.

(1)   The Report of the Provincial-Municipal Social Services Review
(PMSSR) reviewed social services including; income maintenance, child care, seniors, and employment programs for social assistance recipients. A set of principles guides the document, and a set of roles is developed. The responsibility is then allocated by role within each service area to either the province or the municipality.[12] The result of the review is different role allocations for each social service area.

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[9]   Association of Municipalities of Ontario (AMO), Ontario Municipal Social Services Association (OMSSA), Ministry of Community and Social Services (MCSS), Report of the Provincial-Municipal Social Services Review, (Toronto: Queen's Printer, 1990.)

[10]   Grant Hopcroft, Report of the Advisory Committee to the Minister of Municipal Affairs on the Provincial-Municipal Financial Relationship, (Toronto: Queen's Printer, 1991).

[11]   Disentanglement Steering Committee, Interim Service Agreement, 1993.

[12]   AMO, OMSSA, MCSS, PMSSR, (Toronto: Queen's Printer, 1990).p. 14 & 15.

Funding is examined in a limited way and cost sharing remained in place. The proposed recommendations resulted in a significant amount of entanglement and the report has not been implemented.

(2) The Report of the Advisory Committee to the Minister of Municipal Affairs on the Provincial-Municipal Financial Relationship (Hopcroft Report) considers the entire spectrum of services that have provincial and municipal involvement. This committee developed a set of guidelines based on financial principles. It recommended that the municipal sector would have increased responsibility for those services which are local in nature eg. roads and fire and the province would increase its responsibility for services which have large spillovers, or are income re-distributive eg. health and social services.[13] This report has not been enacted.

(3) The Disentanglement Exercise is a process that was put in place to negotiate the disentanglement of roles and funding. The exercise was provincially lead with municipal involvement through the Association of Municipalities of Ontario. This process was launched under the liberal leadership and then continued under the NDP leadership. The goal was to

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[13]   Grant Hopcroft, Report of the Advisory Committee to the Minister of Municipal Affairs on the Provincial-Municipal Financial Relationship, (Toronto: Queen's Printer, 1991), p.ii.

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eventually review all services that have provincial and municipal involvement. The various program areas are grouped together into phases which seemed to set the negotiation boundaries. Basically the disentanglement exercise was a formal negotiation process that traded off soft services for hard services. The first phase agreement that traded roads for general welfare assistance, is outlined in an agreement that only needed formal ratification. Discussions began on expenditure controls and social contract during the spring of 1993. This new development put a stop to the disentanglement process when the Association of Municipalities of Ontario decided not to approve the proposed agreement for phase 1. This process focused primarily on money and did not consider roles and responsibilities.[14]

Two other papers have been recently produced that are worthy of discussion; Municipal Option: Local Authority for Health and Social Services prepared by the Association of Municipalities of Ontario

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[14]   Disentanglement Steering Committee, Interim Service Agreement, Toronto:, 1993.

(AMO)[15] and a report prepared by Metropolitan Toronto entitled Metropolitan Toronto's Role in Community Services in the 1990's.[16]

(1) The Association of Municipalities of Ontario (AMO) produced a paper entitled Municipal Option: Local Authority for Health and Social Services in the Spring of 1993. This was the first in a series of reports covering all areas of provincial and municipal overlapping. This paper considers the municipal role in health and social services and utilizes past positions of AMO to outline the future role. Because of inconsistencies in AMO's positions there is no common framework to disentangle the provincial and municipal responsibilities. Further many of the current positions of the Association are based on funding arrangements which are inconsistent with the overall philosophy of this new document. This paper takes a philosophical position on the overall role of the municipality in human services and this paper outlines a belief that: municipal councils are committed to ensuring and improving the economic, environmental, social and public health of the communities they represent.[17] This new philosophical position

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[15] Association of Municipalities of Ontario, Municipal Option: Local Authority for Health and Social Services, (Toronto: 1993).

[16] Municipality of Metropolitan Toronto, Metropolitan Toronto's Role in Community Services in the 1990's, (Toronto: 1993).

[17] Association of Municipalities of Ontario, Municipal Option: Local Authority for Health and Social Services, (Toronto, 1993), p.E-2 & E-3.

is consistent with the foundation of the framework that is presented in this paper.

(2) Metropolitan Toronto produced a paper in February 1993, entitled <u>Metropolitan Toronto's Role in Community Services in the 1990's.</u> This document supports the belief that municipal government is the level of government best positioned to develop an integrated and comprehensive approach to planning for the necessary physical and social infrastructure for strong communities. In order to achieve this goal, Metro believes that the municipality must have the overall planning and management responsibilities for community services. This document presents rational entanglement, but seems to offer few solutions to the current confusion and overlap that exists in the area of social services. Funding arrangements are not considered in this report.[18]

As outlined above, each of the exercises and/or reports takes a slightly different perspective on disentangling the roles and responsibilities between the two levels of government. <u>PMSSR</u> reviews the issue through developing principles, role definitions and then allocation of responsibilities. The <u>Hopcroft Report</u> considers the issue from primarily a funding perspective. The <u>Disentanglement   Exercise</u> negotiated   areas   that   have   caused

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[18]   Municipality of Metropolitan Toronto, <u>Metropolitan Toronto's Role in Community Services in the 1990's,</u> (Toronto: 1993), p.2.

significant concern over the years eg. the General Welfare System and basically looks for trade offs financially. This was a negotiation process and seemed to primarily review funding allocations rather than roles and responsibilities. The AMO Report supports municipal involvement in all human services, but leaves both roles, responsibilities and funding unclear and entangled. The report to Metro Toronto Council mentions rational entanglement and leaves the system as is to preserve the role responsibilities Metro Toronto thinks it should have.

In order to visualize the different approaches to disentanglement a comparison chart is attached as Appendix 2 of this paper. Each of the exercises and/or reports is placed on a continuum ranging from funding and role entanglement to funding and role disentanglement.

The question of what is being disentangled, the funding arrangements or the responsibilities in management and funding, needs to be considered. Further, definitions of roles and responsibilities are needed. The end result is that some of the exercises and reports tackle the issues from a funding perspective and others from a roles perspective. Finally, it is important to consider the question of why we have municipalities and what part they play in the local community. None of the reports have considered the overall focus of the municipality as a planner and facilitator of a healthy community and connecting this new approach

with the appropriate management and funding responsibility for the municipality in the various roles and functions needed in the provision of human services.

CHAPTER 4 - BACKGROUND REVIEW TO CHILD CARE

CHILD CARE DEFINITION:

Child Care is a very broad term and is utilized in different ways
and has various meanings. For the purpose of this paper, child
care is defined in the more traditional way and refers to:

> The range of supports and services for children available to
> families with children. Services include unregulated care,
> licensed centre-based care, nursery schools, integrated
> centres, licensed home-based care and child\family resource
> centres. Child care includes care for no more than 24
> consecutive hours for children aged 0-12 years.[19]

Further,

> Child Care supports and assists the child's physical,
> emotional, social and intellectual well being and
> development.[20]

This will exclude the traditional programs provided for children in
the educational system. This will also exclude the traditional
temporary programs, such as; swimming lessons, gym programs etc.,
that are of a very short duration (1 hour or less). This more
narrow definition will allow discussion related to service areas
needing new municipal involvement, provincial involvement and
needing reconsideration as it relates to jurisdiction.

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[19]   Ontario, Ministry of Community and Social Services, <u>Child
       Care Reform in Ontario: Setting the Stage</u>, (Toronto:
       Queen's Printer, 1993), p. 39.

[20]   Gillian Doherty, <u>Quality Matters in Child Care</u>,
       (Huntsville: Jesmond Publishing, 1991), p. 1.

HISTORICAL OVERVIEW:

The first Canadian day nurseries were established in the 1850's by Roman Catholic nuns in Quebec and Ontario. There were two types of programs, the Creches that provided custodial care and the Salles d'Aisle which provided educational opportunities for children.[21] This distinction is perpetuated to this day by the debates between the importance of education and the importance of quality care.[22] This can be displayed through the current debate related to which jurisdiction child care belongs in education or social services. By the turn of the century there were still only a few centres operating in all of Canada. These centres were primarily funded through charitable donations, provinces, such as Ontario, and in some cases the municipalities such as Toronto.

The passage of Mother's Allowance in the Ontario, following World War I, brought a declined demand for child care. The theory was to keep children within a home life when the breadwinner father was incapacitated. The unwritten corollary was that this would keep mothers from working outside the home.[23] This dilemma still

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[21]   Patricia Dickenson, <u>The Development of Daycare Programs, Nursery School Programs, and Kindergarten Programs in Canada,</u> (Halton: 1989), p. 91.

[22]   Abbie Klein, <u>The Debate Over Child Care 1969 - 1990,</u> p. 13 & 14.

[23]   Status of Women Canada, <u>Report of the Task Force on Child Care,</u> (Ottawa, Canada: Minister of Supply and Services, 1986), p. 230 & 231.

exists today. There are many who feel that children belong at home until they reach the traditional age for school. This public issue, of where children are best off, still forms the base of opposition to the development of more sophisticated child care services. Further, this has impacted on the willingness of government to put taxpayers' dollars into the funding of child care services.[24] With the beginning of World War II, there was an increase in government-supported child care services. These nurseries were developed for the children of mothers directly involved in the war efforts. Although the funding for many of these programs was withdrawn after the war, the tradition of day nurseries had firmly been established.[25] In Ontario, there was resistance to closing centres after the War. This marked the beginning of municipally funded centres in Ontario.[26]

Nursery schools, developed during the 1940's-1960's. They served a very different segment of society being predominately white, middle class traditional families.

The Ontario Day Nurseries Act was passed in 1946. Child care services and nursery schools were, and are to this day, covered under this Act. Minimum standards of care were established.

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[24] Abbie Klein, <u>The Debate Over Child Care 1969 - 1990,</u> p. 323.

[25] Status of Women in Canada, <u>Report of the Task Foce on Child Care,</u> p. 94.

[26] Ibid. p. 230.

The Day Nurseries Act put in place municipal - provincial cost sharing.

In 1966, establishment of the Canada Assistance Plan re-activated federal funding for child care. This was an agreement to cost share 50% of all eligible expenditures between the Federal government and the Provinces. With the municipal contribution this then resulted in cost sharing as follows: 50% federal, 30% provincial and 20% municipal. This arrangement still exists today. This funding is allocated only to those parents/or children who were identified "in need" or "likely to become in need". The concept of need is related to financial need.[27] This emphasizes child care as a social service. Within social services, child care is often rationalized as a mechanism to support those on Social Assistance to get work. Child care is not always seen in its own right as a developmental service for children.

With the Day Nurseries Act in place and the addition of Canada Assistance Funding, the area of both licensed services and subsidized services began to grow. Licensed child care grew as it was the only type of child care that could be provided for those individuals receiving subsidy. There was also some demand for this service from those paying for the service themselves. Child care today operates within the system developed during the first half of the 1900's. The majority of government involvement exists in the

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[27]   Ibid p. 231.

form of licensing and funding those people in financial need.

The largest majority (80% - 90%) as confirmed by the National Child Care Survey (1988) and quoted from a recent Ministry of Community and Social Services document, of child care in Ontario is still provided in an unlicensed, informal environment.[28] That is, government involvement in Ontario and Canada really only impacts on 10%-20% of the entire child care service. The following chart outlines the total number of full time child care spaces compared to the number of children in need of the service in Canada (1990).

	* NUMBER OF CHILDREN	NUMBER OF SPACES	% OF CHILDREN SERVED
0 - 17 months	212,191	16,661	7.85%
18 - 35 months	221,693	30,514	13.76%
3 - 5 years	453,839	177,736	39.16%
6 - 12 years	1,305,170	95,713	7.33%
TOTAL	2,192,893	320,624	14.62%

*   Full time working parents, student parents, lone parents working 20 - 29 hours per week, two parent families in which one parent works full time and the other 20 - 29 hours per week, 2 parent families with both working 20 - 29 hours, two parent, one a student and one working 20 - 29 hours per week.[29]

Currently there are approximately 121,600 licensed spaces in

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28   Ontario, Ministry of Community and Social Services, Cabinet Submission: Child Care Reform, (Toronto: Queen's Printer, 1993), p. 36.

29   Canada, Health and Welfare Canada, Status of Day Care in Canada 1990: A Review of the Major Findings of the National Day Care Study (1990) (Ottawa: Minister of Supply and Services, 1991), p. 6 and 7.

Ontario of which 43% are subsidized and the remainder are utilized by full-fee paying clients.[30] In order to consider the percentage usage of subsidized versus non subsidized spaces in the licensed market, the Halton Region and Metro Toronto are used as an examples. In Halton 32% of the spaces are subsidized and in Metro 71% are subsidized.[31] [32] It can be noted that the representation of those utilizing subsidy in the licensed sector is high both provincially and in the Halton and Metro examples.

As a society we are struggling with the dilemma of how do we justify the service either to the child, or to the parent, or both. The traditional values that see the mother at home providing the child care and the father in the work force are still held by some politicians, and policy makers.[33] In addition, society is struggling with the residual versus institutional approach to this service.[34] Can child care be considered an institutional service that is a right and is part of the social costs of operating a

[30] Ontario, Ministry of Community and Social Services, Cabinet Submission: Child Care Reform, p. 74.

[31] Regional Municipality of Halton, Halton Child Care Study, (Halton: 1989), p. xii, 146, ix.

[32] Barbara Aarsteinsen, "Critics Attach Day Care Cutbacks" The Toronto Star, August 16th, 1993. p. A6.

[33] Susan Prentice, The "Mainstreaming" of Day Care, (North York: Department of Sociology, York University, RFR/DRF) Volume 17, Number 3 - 59.

[34] Dennis Guest, The Emergence of Social Security in Canada, (British Columbia: The University of British Columbia, 1985), p. 1 and 2.

society, or is it a residual service, that is offered at the discretion of the social welfare agency?[35] As a society we still struggle with the multifunctional nature of child care described earlier in this paper. The dilemma seems to be that depending on individual values people seem to be able to accept one or more of the functions of child care, but not others. This has caused significant confusion in the policy direction of child care over the years.[36] Further, we still question the appropriate level of intrusiveness in regulation of the informal child care sector, where parents have traditionally had the sole control over who should provide child care for their children. The overall question is; who has responsibility for the child, the parent, or government, or both, and how far should the "state" go in its own area of responsibility?

SUMMARY OF CURRENT POLICY DOCUMENTS:

It is important to consider the recent Ontario government policy documents related to child care in order to understand the key issues that are being articulated by government and the identified potential role of municipalities. Over the past six years (since 1987) there have been a number of documents in Ontario reviewing child care. This section of the paper summarizes five of the key

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[35]   Ibid.

[36]   Abbie Klein, The Debate Over Child Care 1969 -1990, p. 323.

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documents reviewing child care. Three of these documents consider child care as a distinct service and two consider child care as it relates to other areas of children's services.

First, the three documents related specifically to child care are discussed. New Directions for Child Care prepared in 1987, under the Ontario Liberal government, describes many of the issues related to child care such as funding, flexible service models, and difficulty in insuring quality child care. The report describes the following principles as the cornerstone of a new vision for child care:

- All families must have reasonable access to a range of appropriate services.

- Services must respond to individual, cultural and regional needs.

- Programs must be of high quality.

- Parents must have enough information and assistance to make informed choices.

- Community groups must work in partnership to ensure local programs for children are coordinated.

- Employment leaves and benefits must be flexible enough to allow parents to meet their family responsibilities.

- Child care must be affordable.

- Child care should be recognized as a public service not a welfare service.

This report recognizes the significant role municipalities have had in planning, funding, managing and coordinating child care services and it indicated it is looking to municipalities for future involvement in these areas.[37]

Child Care Reform Setting the Stage, was released in 1992, under the Ontario NDP government. This document outlines four principles that the NDP government will use to guide reform. The principles are:

- Quality is the cornerstone of the child care system.
- Child care services must be affordable.
- Child care services must be accessible.
- The child care system must be soundly managed.

Basically, the same issues identified in the New Directions for Child Care were also highlighted in this paper using a different format. The previous management, planning and delivery role of the municipality is not recognized in this document. In fact, the tone of the document is very negative toward municipalities. This document discusses various forms of local child care management including the municipality, the school board and a special purpose body such as a provincially appointed local "child care board" or

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[37]   Ontario, Ministry of Community and Social Services, New Directions for Child Care, (Toronto: Queen's Printer, 1987), p. i & 10.

the Ministry itself.[38]

During 1993, there was a _Cabinet Submission_ leaked across the province. This submission forms the base on which the current policy development is being carried out at the Ministry of Community and Social Services. This document provides significant insight into the areas of policy and direction currently under discussion.[39] The submission builds on the 1992 _Child Care Reform_ paper and utilizes the principles identified in that paper.[40] There are two major points of consideration. First, the submission discusses the concept of full day programs for children three years old and up under the Ministry of Education.[41] This is a significant recommendation given the above discussion related to governance and jurisdictional issues. The second point proposes that the child care system be managed locally in the short term (5-10 years) by the Ministry of Community and Social Services and in the long term by a provincially appointed local special purpose body.[42] This model would be similar to the District Health Council

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[38]   Ontario, Ministry of Community and Social Services, _Child Care Reform in Ontario: Setting the Stage,_ (Toronto: Queen's Printer 1992), p. 1 & 30.

[39]   Ontario, Ministry of Community and Social Services, _Cabinet Submission Child Care Reform,_ (Toronto: 1993) p. 14.

[40]   Ontario, Ministry of Community and Social Services, _Child Care Reform,_ p. 1 and 30.

[41]   Ontario, Ministry of Community and Social Services, _Cabinet Submission Child Care Reform,_ p. 14.

[42]   Ibid, p.33.

model.   This submission leaves little room for municipal
involvement and clearly places local decision making at the
provincial level.

Two other documents considering the broader children's services
area will be discussed briefly.   The first is <u>The Report of the</u>
<u>Advisory Committee on Children's Services</u>.[43]   This committee was a
provincially appointed committee with wide representation including
political, provincial bureaucrats, individuals working in the
children's services sector and legal representation.[44]   This
document outlines three key areas: planning, integration, and
coordination and presents the new realities facing families and the
human service system.[45]   The document reminds the reader of the
importance of children and presents the concepts of children's
entitlements.[46]   The report then looks at the current children's
services system to see if it will be able to meet the future
challenge and then proposes a re-organization of children's
services both provincially and locally.   The document recommends
both a provincial and local children's authority to legislate,
plan, manage and deliver all children's services.[47]   The need to

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[43]   Ontario, The Advisory Committee on Children's Services,
          <u>Children First</u>, (Toronto: Queen's Printer 1990).

[44]   Ibid. p. 5

[45]   Ibid. p. 9.

[46]   Ibid.

[47]   Ibid.

plan, coordinate and integrate children's services is articulated. The governance structure is interesting in that it seems to suggest both a provincial autonomy and separate local authorities, which appear to be like special purpose bodies, at both levels of government. This is similar to the model now being adopted for training and development both provincially and locally. There is little specific discussion on how this would actually function and the jurisdictional accountability.

The second document is the recent Ministry of Education's The Early Years Consultation Paper.[48] This paper focuses only on the young child from an educational perspective.[49] Child care is addressed by asking questions about the need for coordination and integration of the education and child care systems.[50] The paper states:

> Schools are an ideal location for the delivery of child care programs.[51]

Questions are then asked about the reporting relationships of child care in schools, about the need to coordinate child care programs and junior and senior kindergarten, and about the linkage of

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[48]   Ontario, Ministry of Education, The Early Years, (Toronto: Queen's Printer, 1991).

[49]   Ibid.

[50]   Ibid. p. 25,26, 29, 35.

[51]   Ibid.

training of early childhood educators and teachers.[52] It is interesting to note the discussion related to child care and early years development in the educational system. The need to look at linkages between these two systems must be considered in policy development work. It seems so difficult for us as a society to deal with programs for children in a comprehensive way without considering why the children are in attendance and should they or should they not be in attendance. This brings us back to the public policy issue identified as early as the late 1800's. What level of involvement should the state have in child care? These questions still go unanswered in Canada where no national child care policy exists.[53]

CURRENT ISSUES IN CHILD CARE:

Some of the current issues facing child care are summarized from the policy papers identified in the previous section of this chapter. In order to review and confirm the importance of these issues, child care administrators from across the province were asked to identify the most serious issues facing child care. The notes related to this consultation are contained in the Research Summary Document, Section #2. (Attachment #1).

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[52]   Ibid.

[53]   The Centre for Urban and Community Studies, University of Toronto, <u>Work-Related Child Care in Context: A Study of Work Related Child Care in Canada</u>, (Toronto: 1993), p. 5.

The following were identified as the seven most urgent issues facing child care from a municipal perspective:

- Planning and Development,

- Jurisdiction,

- Funding,

- Public and Political Accountability and Awareness,

- Respecting Diversity,

- Quality Child Care

To develop an understanding of each of the issues, they are discussed in more detail below. The following is primarily based on a summary of the discussion at the workshop outlined earlier in Step 3 of the consultation.

a) Planning and development considers the need for local empowerment and overall human service planning. Child care administrators felt planning needs to be integrated and community based with direct links to land use planning and human service planning. Local partnerships are seen as a necessary component of a reformed child care system. The municipality is seen as a key player in the planning and development of child care and in ensuring overall community planning. The type of planning being discussed is described by Kiernan:

> Urban planning seeks to integrate an efficient layout of urban physical services with social, cultural, recreational and economic objectives. .... effective planning could make a major contribution to many of our

present dilemmas.[54]

Hodge also supports the need for integrated planning and he states:

> Even though a community plan focuses on the physical environment it is in many respects a vehicle for achieving social and economic objectives.[55]

Municipalities not only play a part in the planning and development of hard services, but play an integral part in the overall economic and social functioning of their community[56]

b) <u>Jurisdiction</u> is another area of major concern. This relates back to the question of what function child care serves and is it a residual service or an institutional service. The jurisdictional authorities under consideration by the province seem to be the Ministry of Education and the Ministry of Community and Social Services. A new ministry could also be formed, but this option does not appear to be under discussion at this time. The issue of whether or not child care services should be mandatory or discretionary for the local authority

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[54]   Matthew J. Kiernan, "Land Use Planning" in <u>Urban Policy Issues Canadian Perspectives</u>, ed. Richard A. Loreto & Trevor Price, (Toronto: McClelland & Stewart Inc., 1990), p.11.

[55]   Gerald Hodge, <u>Planning Canadian Communities</u>, (Agincourt: Methuen Publications, 1987), p. 207.

[56]   Gerald Hodge, M. A. Quadeer, <u>Towns and Villages in Canada</u>, (Canada: Butterworth and Co., 1983), p. 5.

responsible for these services was also discussed.

Further, the local jurisdictional issue about the role of the municipality in the governance of child care was discussed. Workshop participants were concerned about the lack of consideration for the overall role of the municipality. Participants all felt that the municipality should have a role in the funding and management of child care.

These are not new issues and have been identified earlier in this paper. While this paper cannot analyze the policy issues, related to provincial authority and responsibility, facing child care it is important to have an idea of what the jurisdictional split may be and what authority the province could have in the future, in order to think about the municipal role.

The Ontario Municipal Social Services Association (OMSSA) have taken some positions on these issues. These positions are supported by the participants and will be used as assumptions within this paper.

The Association's view is that there should be a split at the age of six years for jurisdictional responsibility. It is felt early childhood and child care services should be under either the Provincial Ministry of Community and Social

Services or a new ministry. Under this area all programs for young children should be provided. Specialized services such as child treatment and services for children with special needs need to be provided in an integrated environment. Child care and education for children above aged five (six years plus) should be the responsibility of the Ministry of Education with the support of recreation services for before and after school programs.[57] There should be minimum levels of service that are provincially set for each community for all age groups.[58] The Association supports child care as a public service with a focus on the child and recognizes both the role of the state and the parent in the provision of care and education for children.[59] Using the theory presented earlier by Dennis Guest, this proposal would institutionalize child care as a service.[60]

c) <u>Funding</u> is a major concern in the support of child care. Municipal child care administrators are anxious about the continuation of funding for existing child care programs, and the subsidy available for families in financial need. There

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[57] Ontario Municipal social services Association, <u>OMSSA's Response to Child Care Reform in Ontario: Setting the Stage,</u> (Mississauga: 1992), p. 8-11.

[58] Ibid.

[59] Ibid.

[60] Dennis Guest, <u>The Emergence of Social Security in Canada</u>, p. 1 and 2.

is significant concern about current restraint measures and the impact on child care. At the workshop, discussion took place on future needs for capital development, in the area of infrastructure, and the availability of funding for this. There is recognition of the need for a new funding structure for child care and the need for a provincial - municipal partnership to establish the overall funding arrangements.

As discussed earlier in this paper, funding has solely driven some of the disentanglement exercises rather than considering the appropriate role municipalities play in their community. As stated by David Siegel:

> So far, the major solution offered has been a greater provincial role both in direct service delivery and in funding local provision of services through conditional transfers. If this trend continues, we will not see the demise of local government, but we will be looking at a system of local government very much different from the one we have known.[61]

Funding is also an issue as it relates to service affordability by parents. Earlier this paper outlined that the majority of children are not in licensed child care and of those who are, just under half are subsidized. This issue needs to be considered and resolved as affordability impacts on quality and accessibility. The question of who do we serve and at what cost must be articulated by all levels of

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[61]   David Siegel, "The Financial Context for Urban Policy" in Urban Policy Issues Canadian Perspective, ed. Richard A. Loreto & Trevor Price, (Toronto: McClelland & Stewart Inc., 1990), p. 32.

government.

d)   <u>Respecting diversity</u> is a concern for municipalities. There
     is significant concern that the development of a reformed
     child care system may not be flexible enough to allow for
     local decision making and local needs. As identified earlier
     there is support for minimum levels of service, but a need to
     ensure there is local flexibility in the provision of those
     services to meet the needs of the community. Workshop
     participants were also concerned about respecting social,
     cultural and ethnic diversity. Participants identified the
     need to respect individual diversity among individuals with
     special needs.

e)   <u>Public and political accountability and awareness</u> is an issue
     currently facing the area of child care. Participants
     identified a need to ensure there is more information
     available to the public about child care in general.
     Participants felt there is an overall need for more knowledge
     and information about child care and the benefits of quality
     child care at both the political and public levels. There is
     a sense that if more information became available, through
     various mechanisms including media campaigns, this would
     create a greater understanding of child care and then slowly
     change some of the public views related to child care. More
     awareness is seen as being linked to accountability of the

system to the consumer and public at large in the most visible way possible.

Political accountability and awareness is seen as an important issue. To ensure political accountability and promote political awareness, it is felt that there must be a role for local government in the planning, development, management, funding and delivery of child care. Because of the strong values associated with child care and the current issues in this program area, a grass roots approach, is seen as essential, to develop new child care services and to facilitate change.

f)   The overall provision of quality child care is another concern. There is support for the provision of quality, affordable, accessible child care services. Participants supported the need for additional coordination within the system and with other areas of children's services including education, health and child treatment services. Concern was identified that a new system might begin to impact on the high standards of quality attained in this province. This group is supportive of ensuring the elements of quality identified in Gillian Doherty's book Quality Matters in Child Care, to be the underpinnings of a reformed child care system. Quality child care can be defined as:

> Child care which supports and assists the child's physical, emotional, social and intellectual well-being

and development; and supports the family in its child rearing role.[62]

Informal and unregulated child care services are identified as needing immediate attention. As noted earlier, it is estimated that at least 80% of child care is provided through this sector. Estimates are even as high as 91.5% of children in Ontario under 13 years of age, whose parents work receive care through unregulated arrangements.[63] Most child care is not currently part of an organized system and unlikely to be in the near future. Following past practices, parents will utilize the informal child care market. Participants felt that the potential of legislation for this area must be explored and supports, such as, a place for providers and children to meet, or a provider network system needs to be put in place for this sector. Public education and awareness will help support parents in being better consumers when accessing this sector, but it is imperative that additional supports be provided. Because the informal sector is relatively hidden, municipal government, that works with and knows the community and the local agencies, can be more successful in supporting this sector than can the provincial government. Attention to this area is necessary through broad provincial direction and local action. This view was also supported by parents in the

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[62] Gillian Doherty, _Quality Matters in Child Care,_ (Huntsville: Jesmond Publishing, 1991),p. 1.

[63] Ontario, Ministry of Community and Social Services, _Cabinet Submission Child Care Reform,_ (Toronto: Queen's Printer), 1993. p.38.

Region of Halton through a questionnaire administered in 1988.[64] This survey confirmed that in Halton 83.4% of the child care is provided in the informal child care sector.[65] Parents are also very concerned about the quality of care they are able to access. Parents are nervous about the level of care being provided and supported some type of monitoring system for this sector[66]. Affordability, proximity of care, hours of care available are also concerns as they impact on both accessibility and quality.[67]

CURRENT MUNICIPAL ROLE IN CHILD CARE:

In considering the current municipal role in child care a list of role functions were developed. These functions (see Appendix #3) can be grouped into three main categories as follows:

- Legislative Functions,
- Planning and Development Functions,
- Delivery Functions.

Definitions of each of these categories can be found in Appendix 3 of this document. These definitions are primarily taken from the

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[64] The Regional Municipality of Halton, <u>Halton Child Care Study</u>, (Halton: 1988).

[65] Ibid, p. vii, x and xiii.

[66] Ibid.

[67] Ibid. p. 71 - 100.

<u>PMSSR</u> document discussed earlier in this paper.[68] There were some adjustments made based on step 3 of the consultation process.

In order to consider the municipal responsibility for these role functions in child care, two levels of responsibility are defined:

- Management responsibility,

- Funding responsibility.

Definitions of these responsibilities are attached as Appendix 4 of this document. These definitions are also primarily developed from the <u>PMSSR</u> document.[69] These two responsibilities go hand in hand, for example, if the municipality is responsible for a particular role in service delivery, that means they should manage and fund this role function.

The role functions and which level of government has the current management and funding responsibility for each role are detailed in the chart attached as Appendix 5 of this document. The following section summarizes the current municipal functions and responsibilities as detailed in the chart.

Municipalities have management responsibility for the provision of subsidy payments. This function entails the purchasing of goods

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[68]   Ontario, AMO and OMSSA and Ministry of Community and
         Social Services, <u>Report of the Provincial-Municipal</u>
         <u>Social Services Review,</u> p. 15, 16, 169 & 170.

[69]   Ibid.

and services, monitoring and supports for child care providers, including training and education and the allocation of the subsidy and case management related to the delivery of subsidy. In addition, many municipalities deliver child care through both directly owned and home child care agencies. Further, many municipalities have taken on general planning and development of child care services. Public information and education regarding child care, specialized services such as developmental, assessment and individual program planning, for special needs children are often delivered by municipalities.

The province has responsibility for licensing, monitoring and support for child care programs. It also provides capital and operating grants. Further, it is involved in the planning and development of all child care programs. The province also has some responsibility for programs for children with special needs children and family resource centres.

In summary there little delineation of responsibility for the various functions related to child care between the province and the municipality. Only two areas are clearly delineated the provinces' responsibility, legislation and the operating grants to programs. Administration of subsidy is the only municipal responsibility clearly identified. All of the functions related to planning, development and delivery of services are seen as being the responsibility of both the municipality and the province.

While the province has recently stated it is the service manager for child care, this certainly has not been the case in the past. Many municipalities such as Metropolitan Toronto and Halton have taken on management and partial funding responsibility in the areas of planning, development and the delivery of child care. The history for these different positions can be seen by the conflicting descriptions of the role for municipalities given in the 1987 document New Directions for Child Care[70] and the 1992 document Child Care Reform: Setting the Stage[71] described earlier in this document. The first document laid out a role for the municipality in the areas identified and the latter sees no clear role for the municipality.

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[70] Ontario, Ministry of Community and Social Services, New Directions for Child Care, p.10.

[71] Ontario, Ministry of Community and Social Services, Child Care Reform, p.30.

CHAPTER - 5 THE FRAMEWORK FOR DETERMINING THE MUNICIPAL ROLE IN CHILD CARE

WHY A FRAMEWORK:

The development of a policy framework is seen as a mechanism for ensuring the role of the municipality is well thought out from a strategic perspective. The framework will ensure the overall goal or vision for municipalities is clear, principles and mandates are articulated and then criteria is used to determine the appropriate municipal role in human services and child care specifically. Past attempts at disentanglement have not considered the question, "Why do we have municipalities?" The premise of this research paper is that municipalities will continue to exist and that it is important to utilize the fullest capabilities of these elected government bodies. The Federation of Canadian Municipalities, in a brief to the MacDonald Commission, provides its view on the viability of municipalities as follows:

> ... starting in the late 60's and early 70's, struggles over environmental quality and a host of community planning and other quality of life issues have found their main outlet at the local level since it is here that the majority of these issues are regulated... Today, people once again value towns and cities sufficiently to commit themselves to making them better places in which to work, live and play. ... people are again viewing local government and institutions as the most direct and accessible outlets for their most pressing concerns.[72]

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[72] Federation of Canadian Municipalities, _Brief to the Royal Commission on the Economic Union and Development Prospects for Canada,_ October 1983, p.17.cited in _Local Government in Canada,_ p.348.

Overall the federations' view is that municipal governments must

become active partners with higher levels of government in policy

and development that affect the lives of their citizens.[73] A

policy framework will help both consumers, providers and

politicians participate in decision making about what role local

government should play in the human service area. This concept is

supported by Feldman and Graham in their writing when they state:

> The challenge facing Canada's three levels of government is to
> establish more clearly the roles of each level in dealing with
> urban issues. If government roles are clarified, healthy
> tensions may remain, but hopefully wasteful conflict over
> which government does what in the evolution of urban policy
> will be minimized.[74]

By assessing one particular area of public policy and looking at

options we can learn[75] and sort through the complex issues related

to child care.

THE FRAMEWORK'S FOUNDATION:

The framework is built on the premise that the overall goal of the

municipality is to facilitate the development of a healthy

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[73]   Brian Wharf, <u>Communities and Social Policy in Canada</u>,
        (Canada: McClellend and Stewart Inc., 1992), p. 23.

[74]   Feldman L. and K. Graham, "Intergovernmental Relations
        and Urban Growth: A Canadian View" in <u>Politics and
        Government of Urban Canada</u>, Lionel Feldman ed. (Methuen
        Publications, 1981) p. 217, 218.

[75]   Arnold Heidenheimer et al, <u>Comparative Public Policy</u>,
        (New York: St. Martin's Press, Inc., 1990), p. 1.

community. This is summarized in the following quote:

> The total environment and its impact on the physical and
> mental aspects of the citizens' lives are the focus... . The
> emphasis is on becoming involved in all the functions that
> play a part, which amounts to everything in peoples lives -
> physical, social, cultural, and emotional.[76]

A more comprehensive definition of a healthy community is provided

by Hancock and Duhl. They state a healthy community is one:

> That is continually creating and improving physical and social
> environments and expanding those community resources which
> enable people to mutually support each other in performing all
> the functions of life and in developing to their maximum
> potential.[77]

Following the work of the World Health Organization a healthy

community is defined by process and outcome as follows:

> The Healthy Community should strive to provide:
> * a clean safe physical environment
> * a strong mutually supportive community
> * a high degree of participant control by people over
>   decisions
> * the meeting of basic needs (food, water, shelter, income,
>   safety)
> * access to a wide variety of experiences and resources
> * a diverse vital and innovative economy
> * encouragement of connections with the past, cultural and
>   biological heritage
> * a form that enhances the preceding characteristics.[78]

In order to work toward a healthy community there must be a

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[76]   Richard A, Loreto & Trevor Price ed., "Urban Policy
        Issues: An Overview" in Urban Policy Issues Canadian
        Perspectives, (Toronto: McClelland & Stewart Inc. 1990),
        p.11.

[77]   Agis D. Tsouros ed. World Health Organization Healthy
        Cities Project: A Project Becomes a Movement,
        (Copenhagen: Fadl Publishers 1990), p. 20.

[78]   Ibid.

strategic planning process that forces each community to ask itself "What is a healthy community and how do we get one?"[79] The process of developing a healthy community does not end with planning. It includes action by promoting, facilitating and initiating development of the agreed upon strategies. The literature states that healthy communities need local political involvement and an environment that supports citizen participation.[80] The european experience with the development of healthy communities has displayed that it is essential to stimulate local political support. The concept of healthy communities can be developed at a higher level of government, but needs to be implemented at the local level. Because this initiative reaches across many service sectors and directly relates to land use planning and development, local government is the only appropriate body to spearhead such initiatives.[81] Municipalities are living, breathing, changing complex organisms that need to expand beyond the traditional paradigm of an economic entity. Municipalities are players in promoting and maintaining health and have a unique capacity to implement ecological health plans. Since the vision of healthy communities embraces all aspects of the work performed by the municipal governments, they are strategically placed to embrace the

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[79]   Trevor Hancock, "The Healthy City: Utopias and Realities" in Heathy Cities, ed. John Ashton (Buckingham: Open University Press, 1992.) p. 22 and 23.

[80]   Ibid. p. 12 - 16.

[81]   Ibid.

concepts of healthy communities.[82]

The Ontario Premier's Council on Health, Well-Being and Social Justice report entitled Our Environment Our Health, endorsed a broad definition of healthy environments and recognized that economic, social, cultural, physical and psychological environments affect individual health and well-being. This document recommends an approach to community planning that can focus on the inter-relationship of various systems within communities. Examples of the targets include integrating land use planning and human service planning, promoting community design that emphasizes compact development, mixed uses, pedestrian access, personal safety, cultural heritage and diversity of streetscape and immediately promote public awareness and involvement in the planning and design of healthy communities.[83] It is important to note that the province has endorsed the work of the Council and is utilizing the concept of healthy communities when considering new initiatives in the human service area.

As noted above, the concept of integrating land use and human service planning is one way of promoting and developing a healthy community. This is an important concept from the municipal

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[82]   Brian Wharf, Communities and Social Policy in Canada, (Canada: McClelland and Stewart Inc., 1992), p. 173, 174.

[83]   The Premiers Council on Health, Well-Being and Social Justice, Our Environment Our Health, (Toronto : 1993), p. 39 - 58.

perspective particularly because of the entrenched municipal role in land use planning. The document from the Office for the Greater Toronto Area entitled <u>Planning for People and Communities</u> supports the concept of local community planning and development and states:

> Planning must be seen from the perspective of people as individuals together in communities. In other words, the goals of planning must be in terms of human and social development goals about the development of people as individuals in society.[84]

The Sewell Commission in its draft report also supports planning as a mechanism to foster economic, cultural, physical and social well being. This document encourages co-operation and coordination among differing interests.[85] The municipality is seen as the major player in implementing land use policy. Other documents such as the <u>PMSSR</u> report[86] noted earlier and the <u>Strategic Plan for the Ministry of Municipal Affairs</u> also promote coordinated community planning with the municipality being an active player.[87] The foundation or the goal for a healthy community at the municipal level is consistent with provincial direction. Municipalities have in fact played a key role historically in promoting the health and

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[84] The Office for the Greater Toronto Area, <u>Planning for People and Communities, Report of the Provincial-Municipal Human and Social Development Working Group,</u> (Toronto : 1992), p. 5.

[85] Commission on Planning and Development Reform in Ontario, <u>Draft Report on Planning and Development Reform in Ontario,</u> (Toronto: Queen's Printer 1992), p. 20.

[86] AMO, OMSSA, MCSS, <u>PMSSR</u> p.31.

[87] Ontario, Ministry of Municipal Affairs, <u>Progress through Partnerships,</u> (Toronto: 1993) p. 15.

well being of their community. The healthy communities concept is not new, but a reframing of strategies that have been successful in the past. The following quote articulates this position:

> Many would be surprised to learn that the greatest contribution to the health of the nation over the past 150 years was made, not by doctors or hospitals, but by local government. Our lack of appreciation of the role of our cities in establishing the health of the nation is largely due to the fact that so little has been written about it.[88]

The healthy communities model is a credible foundation for building a municipal role in human services.

The healthy communities concept is more than planning and entails taking the same integrative and participative approach into the development and operational stages. If plans are meaningful then implementation should be easier. Further the body involved in promoting this integration and coordination cannot be as large as the province, but must have the responsibility for a range of services and be able to ensure political accountability. People must have access to government and the ability to influence.[89] Local governments are strategically situated and particularly conducive to fulfil this role.

In order to promote a healthy community there is a need for integration and coordination to be actively pursued at the local

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[88]   Jessie Parfit, (Oxford: Amate Press, 1986) cited in Brian Wharf, Communities and Social Policy in Canada, p. 152.

[89]   D. Higgins, Urban Canada Its Government and Politics, (Canada: MacMillan Company of Canada Limited, 1977), p. 167.

level. Therefore, it is important to note that this foundation is built upon the "traditional" or "orthodox" notion of local government. This model is one that provides local democracy, deals with planning, economic development, coordination, equity, spillovers and economies of scale.[90] [91] It encourages local political control over a range of services to promote efficiency, public control, public input and accountability.[92] From the author's perspective, the more traditional role of local government is essential to the success of the development of the healthy communities concept.

Local control is important to note because the current provincially driven reforms in the human services area seem to be built on a foundation of the "public economy" model of local government that is growing in the United States. This model promotes an orientation to self-interest not community interest and is a market model for public bureaucracy and public services. It encourages fragmentation and market competition and is based on the premise that planning, integration and coordination will happen by the

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[90] Notes from Western University Public Administration Class 917A May 1993.

[91] Roger B. Parks, Ronald J. Oakerson, <u>Metropolitan Organization and Governance, A Local Public Economy Approach,</u> Urban Affairs Quarterly, vol.25, no. 1 September 1989, 18 - 29, (Sage Publications, Inc. 1989), p. 22.

[92] Donald Higgins, <u>Urban Canada: Its Government and Politics</u>, (Canada: MacMillan Company of Canada Limited, 1977) p. 107 and 108.

players on a voluntary basis if it is necessary for them.[93] This model promotes special purpose bodies that compete with each other promoting complexity and fragmentation and allowing provincial governments a significant degree of policy control.[94]

In conclusion, the framework for the municipal role in human services is based on the foundation that the municipalities' overall goal is the development of a healthy community. In order to achieve this goal the model necessary for local government is a "traditional" model, promoting, planning, development and integration and coordination.

FRAMEWORK - PRINCIPLES:

When building a framework, it is important to have a set of beliefs or principles to guide in the decision making. The principles for this framework are developed through consultation, (Step 3). These were developed at the one day workshop of municipal child care administrators. The outline and the results from this workshop are provided in the research document. (Attachment #1 Section #2) The following are the principles:

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[93] Roger B. Parks, Ronald J. Oakerson, <u>Metropolitan Organization and Governance, A Local Public Economy Approach,</u> Urban Affairs Quarterly, vol. 25, no. 1 September 1989, 18 - 29 (Sage Publications, Inc., 1989), p. 22.

[94] Donald Higgins, <u>Urban Canada Its Government and Politics,</u> (Canada: MacMillian Company of Canada Limited, 1977) p. 107 and 108.

- Clients and communities should be the main focus of human services.

- The human service area should be responsive and respectful to community and individual diversity eg.
  - cultural
  - rural/ urban
  - individuals with special needs etc.

- The human service area should reflect a shared public responsibility.

- Human services should be open, responsive, accountable, and cost effective to the consumer and the public at large.

- Human services should have the ability and capability to be integrative and coordinated.

- Human services should ensure service quality, affordability and accessibility.

FRAMEWORK - THE MANDATES OF MUNICIPAL GOVERNMENT:

The framework utilizes the traditional mandates of local government. The mandates have been in place for many years and in fact, the majority formed the established base of local government services in Canada. Municipal government in Canada originally (1793-1816) collected taxes, developed roads, provided animal control, courts and jails, dealt with sanitation (public health),

provided education, welfare and policing.[95]   Planning became a

focus later (late 1800's to early 1900's) and there were three

influences on municipal government, the city beautiful movement,

the city healthy movement and the city efficient movement.[96] Still

other functions were added related to preservation of families and

recreation (early 1900's). Local government was and is an effort

to allow residents defined by ownership of property to have a say

and participate in the development of their communities. The other

senior levels of government were seen as remote and could not deal

with urbanization and population growth.[97] Municipalities were

seen as leaders in their communities where the issues related to

their communities could be identified, assimilated and addressed

with the more senior levels of government.

For purposes of this paper, the following mandates have been drawn

together from primarily the historical perspective[98] with a check

against the current environment. The overall mandates of local

government are as follows:

- Infrastructure
  - buildings, roads, sewers, water, land fill, etc.

- Transportation

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[95]   C. R. Tindal and S. N. Tindal, <u>Local Government in Canada,</u> (Toronto: McGraw-Hill Ryerson Limited, 1990), p. 16-18.

[96]   Ibid p.46-50.

[97]   Ibid. p.20.

[98]   Ibid, p.1 & 2.

- busing, taxi regulation, etc.
- Maintaining Quality of Life
  - family counselling, child care, homemaking, etc.
- Housing
- Education
- Leisure Activities
  - recreation, museums, zoos, parks, etc.
- Public/Community Health
  - prevention, health promotion, environment, property standard, etc.
- Planning, Development and Design
  - land use, human service, environmental, etc.
- Economic Vitality and Development
  - retail, commercial, industrial, agricultural, employment, etc.
- Safety and Protection
  - enforcement, inspection, standards, by-laws, policing, fire, etc.
- Leadership
  - advocacy, coordination and integration, etc.

All of the mandates are related to this framework in some way but are not all always relevant in every human service. The mandates particularly relevant to human services are: maintaining quality of life, housing, education, leisure activities, public health, planning and development, safety and protection, and leadership.

FRAMEWORK - DECISION MAKING CRITERIA:

This section outlines the criteria that can be utilized to specifically determine whether a particular human service function should be a provincial or municipal responsibility (Management and Funding see Appendix 4). In a 1990 publication, Brian Wharf, makes three recommendations regarding the provision of social services by municipal governments that are very consistent with the criteria developed for use in this policy framework. His recommendations are:

- Municipalities should relinquish the responsibility for financial assistance
- Municipalities should become involved in the personal social services
- Municipalities should develop a capacity for social planning. This capacity is required to carry out the second recommendation and to allow municipalities to contribute to the development of social policy.[99]

These criteria are developed primarily through the consultation (Steps 1, 2, 3, 4 & 6). The results of which are outlined in the Research Document (Attachment #1) Sections #1, #2, #3 & #5. In order to ensure the criteria are consistent with the goal, principles, and mandates; these issues were discussed and accepted first and then the criteria were developed.

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[99]   Brian Wharf "Social Services" in <u>Urban Policy Issues Canadian Perspectives,</u> ed. Richard A. Loreto & Trevor Price, (Toronto: McCelland & Stewart Inc., 1990), p.186 & 187.

There are five criteria. Four of the criteria are stated clearly in either the positive or the negative. The last criteria is a rule for application.

The criteria are outlined below:

No legislative responsibility

- The province should maintain control of the legislation. This would also include a global policy framework. A global policy framework includes the establishment of broad policy directives. These would be the type of statements that would set out the premise or purpose of legislation. These would be very strategic in nature and should allow for a significant amount of leniency in their application. The province should manage and fund this area.

No mandatory basic services - essential needs

- The province should have the management and funding responsibility for mandatory basic services. These are services that must be applied without any local discretion:

    eg. - income re-distributive functions,

    - direct health care functions,

    - institutional care.

Should plan and develop - with the overall goal to promote a healthy community

- Municipalities should have the responsibility for the

overall planning and development role as it relates to their own community. This should include land use planning, economic development, human service planning, environmental planning, etc. This planning must be done within the context of provincial legislation. There is also a need for provincial global policy directions. This direction should be strategic in nature much of which could be contained within legislation or policy.

- Municipalities should, where appropriate, form alliances with other organizations in the community responsible for the planning of particular sectors eg., Children's Councils, District Health Councils and Social Planning Councils. This will ensure a coordinated and integrated approach to planning and still allow community sectoral involvement and participation.

- Through this coordinated approach the system is able to represent all local community interests to senior levels of government through one voice.

Should have the responsibility for services or functions that enhance the overall quality of life and promote the public good

- The Municipality should have the responsibility for services that promote and enhance the quality of life in a community. These services are beyond those defined as essential basic services and are services where there can be some flexibility in how the service is delivered and the level of service can be enhanced without causing

significant difficulty in neighbouring municipalities. These could be services where the province may establish minimum levels of service.

When trying to determine if a particular service is a basic service, or not, these questions must be asked:

- Is this service one which meets basic human needs?

- Is this service one that must be applied in exactly the same way province wide?

- Is this a service such that if enhanced or reduced by the local community, it would cause a significant concern in this community or the rest of the province? i.e. people would either move to the community, or move out of the community, or lack of the service could cause significant social problems in the future.

If the answer is yes to any one of the above questions then the service or function is likely a basic service that should be the responsibility of the province. If the answer is no then this is a service, or function that needs to be managed and funded locally.

• Services or functions should be the responsibility of the local level, if at all possible, to promote linkages and alliances with the private sector, community agencies,

advisory groups and consumer groups. This criteria promotes local integration of services and allows for the implementation of the activities identified through planning to promote the development of a healthy community.

A clearly defined partnership approach should be adopted: 1) if the province has the responsibility for the service and or function then it manages and funds this service or function and 2) if the municipality has responsibility for the service or function it manages and funds it. (note that unconditional grants may be necessary in order for there not to be a windfall to the province in this model)

- One level of government is responsible for the management and funding of a service or function.

- The level of government that is responsible for the management and funding of particular function is also responsible to ensure delivery of the service associated with the function.

- Service areas can be divided by functions to determine responsibility.

- The province and the municipality (whichever level of government has the management responsibility) may carry out their responsibilities either directly, or through an arrangement with another organization.

- The province would be able to enter into an arrangement

for delivery of a service with the municipality or another community organization.

- Conditional grants or cost sharing formulas should not exist program by program within the service areas.

- An unconditional or umbrella grant, would act as an equalization payment across municipalities and be determined by a formula which relates to demographics, the necessary demand for essential human services and the municipalities ability to pay.

- A local human service plan would support the development of the funding arrangement and provide an operating framework as part of the local comprehensive planning in the municipality. This plan would prioritize needs and outline strategies for change. This plan must be consistent with the legislative framework and global provincial directions, as well as, meet the minimum standards of human service delivery outlined by the province.

FRAMEWORK - APPLYING THE CRITERIA:

During the consultation process there were numerous questions discussed related to the application of the criteria. The following are the outcomes of some of these discussions to help in applying the criteria:

- <u>The province is diverse communities should play a</u>

<u>prominent role in identifying the service needs for their</u> <u>own community.</u> This framework promotes the overall goal of a healthy community and seeks out the best alternative to promote this concept. Flexibility and local variations will occur and are acceptable with the framework. In particular, the framework allows for significant flexibility in delivery options. It ensures that municipalities have a say in defining roles and responsibilities in their community.

- <u>Some municipalities may not want or be able to assume a</u> <u>local government function.</u> Municipalities should be given the right of first refusal to assume the responsibility. If the municipality chooses not, or is unable to take the management responsibility for the service or function that is deemed to be theirs, then the province would be responsible for allocating that responsibility. The municipality would still have to contribute financially to the service or function.

- <u>Fiscal neutrality is a key to the success of the model.</u> This concept assumes both levels of government have financial responsibility for human services. Once financial and management responsibilities are re-arranged according to the framework there should not be a financial windfall nor financial disadvantage to either level of government.

This is a decision making framework that allows for a common base in order to make difficult decisions. There is a recognition that both levels of government need to be key players in human services. Municipalities have at hand an intimate knowledge of the information, myriad of services, and community needs within a political framework to help support the development of healthy communities. The province has the ability to adopt strong legislation and strategic policy to promote the same. Together through a framework that is clear about responsibility for each level of government, the final goal is healthy communities for the people.

CHAPTER 6 - APPLICATION OF THE FRAMEWORK TO CHILD CARE: AN EXAMPLE

The purpose of this chapter is to apply the policy framework developed, to the area of child care.

To apply the framework each of the role functions must be tested against the mandate of a healthy community, the principles of a human services system, the mandates of local government and the decision making criteria. The charts in Appendix 5 and 6 assist in applying this process.

Appendix 5 of this document outlines the current allocation of responsibility between the municipality and the province in child care services. The structure, funding and delivery system is very complex and there is significant overlap as it relates to the responsibility for the various functions in child care. As noted earlier there are only three functions where the responsibility is clearly allocated.

Appendix 6 of this document outlines the revised allocation of responsibility if the framework is applied to the child care services. In the revised allocation the municipality now has responsibility for overall planning and development and for functions that fall under the quality of life mandate. Many other mandates also apply but these are the two major areas related to child care.

The following summarizes the services or functions in the child care sector would be the municipal responsibility:

- Planning and development of child care services.

- Information and education to the public regarding child care.

- Promoting the development of quality child care services through providing supports such as training and education and developing networks for both the licensed and informal child care sector. (Provincial legislation or policy for the informal child care sector would also support the municipality in carrying out their role).

- Family resource centres.

- Services for families such as support in parenting and for families under stress.

- Services for children with special needs, in an integrated environment.

- Monitoring and support functions to child care operators and staff. There would need to be clear regulation or legislation that would allocate this monitoring and support function to the local level. This would allow licensing to be done in one consistent way to ensure minimum standards of service province wide and also allow the municipality to enhance the quality of care in its own community.

- Ensuring adequate supply of child care services. This may entail direct delivery or delivery through community

agencies.

The province's responsibilities in the framework are summarized below:

- Ensuring the appropriate legislation, to cover all child care activities is in place and resolve the area of provincial jurisdiction of child care services.

- Ensuring there is strategic policy in place and minimum service levels where appropriate.

- Licensing programs. This would ensure minimum standards of service are met in every community and only be a strict licensing and enforcement function.

- The administration of a subsidy program.

- Capital funding and operating grants allocated in some equitable way across the province.

As can be seen the responsibilities are allocated in a distinct manor in the revised model. There is no overlap, but a reciprocal arrangement. The new system appears to be a much more efficient partnership model and one that would make sense to the general public.

CHAPTER - 7 THE OVERALL IMPACT OF THE REVISED CHILD CARE RESPONSIBILITIES

This chapter discusses the overall impact of the application of the framework. Four topics will be discussed assessing the impact of the implementation of the framework. The question of whether the framework changes the overall municipal role will be addressed with respect to the concept of moving towards the goal of a healthy community. Second, a discussion on the issue of whether or not the framework helped to disentangle both the role and the financial responsibilities. Third, the impact on child care will entail a review of the issues in child care presented earlier in the paper and how the revised arrangement will impact on these issues. Fourth, the principles identified earlier in the paper concerning provisions of child care will be tested against the revised model.

1) Beginning with the general impact on the municipal role, when municipalities were first created, the concept was to promote the health and well being of the community. Municipalities are strategically situated as the best organization to facilitate the necessary planning and development of healthy communities. With the appropriate legislation and strategic provincial direction, municipalities will be well positioned to support their communities. The foundation of healthy communities can be the stimulus that sustains municipalities as the best representatives of the parents and children and

all residents of their community. With the changing family structure and the restructuring of the workforce, communities need to develop a sense of self. People want to have an impact on their own well-being and that government is concerned about the overall health and welfare of their community.[100] If municipalities fail to see themselves as economically thriving environments where equity and social development are promoted by integrating relationships among people, jobs, social and institutional infrastructure, then the end result may be municipalities are only responsible for local infrastructure, the hard services and land use planning. This vision does not promote a healthy environment and communities that are responsible representatives of the people.

2) The policy framework is a mechanism for distinguishing the roles of each level of government while at the same time recognizing that both levels of government have an interest in human services. The framework supports the allocation of responsibility in order to ensure there is no confusion, duplication, and overlap. The framework provides for a mechanism to determine who manages finances for what functions. It also allows for a cost sharing mechanism that promotes a pay to say concept, a mechanism to sort out the

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[100]   Brian Wharf, Communities and Social Policy in Canada, (Canada: McClelland and Stewart Inc., 1992), p. 23.

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financial aspect and accountability. The framework articulates a structure and builds on a foundation with mandates and principles. Finally, the criteria are benchmarks to help make the final hard decision. This allows for the municipal role to be identified based on a foundation of healthy communities. Past attempts to disentangle the system as identified earlier, did not resolve the overall management role of the municipality nor the financial responsibilities. This framework attempts to deal with the limitations of the past attempts in sorting out the allocation of responsibility.

3)   The following section reviews the issues in child care identified earlier and tests the revised model to determine whether it helps to address the areas of concern.

   a)   Planning and Development is an area that would be improved with the new framework. The revised system supports local empowerment of the citizenship over their community and the need for overall human service planning. Further, the new system allows for integrated land use and human service planning. This approach allows municipal governments to play a lead role while working in partnership with community planning organizations. If planning is to be community - based and responsive to local needs and issues then, local governance and accountability are needed.

b) <u>Jurisdiction</u> will not be resolved through the new allocation of responsibility. This area is a provincial concern, but as noted earlier, there is an assumption for the purpose of this that paper, that the jurisdiction be split between education and social services (or a new ministry). Planning and development would be easier if the ministerial jurisdictional issues were resolved in a clear and concise way. This paper does distinguish the local jurisdictional issues between the province and the municipality.

c) <u>Funding</u> problems for child care services are not resolved through the use of the framework. The financial arrangements are considered through determining the allocation of responsibility. This mechanism would reduce the conflict among the two levels of government that goes on in the human service area. A current example is the province make decisions that effect municipalities, then the municipalities respond by threatening such programs such as child care. The province then becomes annoyed with the threats and pulls back control, therefore taking the responsibility and ownership away from the municipality, which then makes it easier for the municipality to threaten cuts. This framework allocates responsibility clearly and also reduces the temptation for game playing while promoting

ownership.

The proposed system of unconditional grant allocation for human services should make for a much more efficient funding framework and reduce workload in areas such as budget preparation, negotiation, and subsidy claims. Simplicity with accountability is certainly the intended goal of the framework. The end result for both the consumer and the provider of service is a more stable and accessible system. Affordability for parents is not directly considered in the framework. A more efficient and effective system with clear local accountability should support the goal of affordability. Further, a provincially driven subsidy system allows the province to resolve the issue of affordability in a comprehensive way.

d) Respecting diversity is inherent in the framework. The framework promotes local planning and development and also allocates responsibility for services or functions not requiring complete provincial equity. Further, the framework implication allows for the delivery systems to be different in each municipality in order to ensure service access and coordination. A locally participative model promotes sensitivity to changing populations and cultural needs.

e) <u>Public and political accountability and awareness</u> are enhanced in the revised model. Public awareness and accountability for the child care system is enhanced because information and education responsibilities are clarified. In the past, because of the lack of clarity about this, neither level of government has taken on this role of awareness.

Political accountability and awareness is inherent in a local government model where the system is still small enough to allow public participation and involvement. A political accountability and awareness test has been seen over the past few years when people have been concerned about government in general and taxation. It is obvious that local governments have been the most transparent and targeted by the public for criticism. There is a greater ability for people to access the local level versus the more remote provincial and federal levels of government.

f) <u>The overall provision of quality child care services</u> is obviously a major concern for the entire community. The change in responsibility allocates capital funding, operating grants, licensing and subsidy to the province. These are seen as the key to ensure provincial equity. Planning, development, monitoring, information, education, coordination and family support are allocated

as local responsibilities. Such responsibilities need a local touch supporting local community diversity with grass roots knowledge that is only available at the local level. A service sector as diverse as child care starts to pull together locally to build a unique delivery system. Provincial direction will not solve the problems of integration and coordination. Local actions allow for change in expectations for delivery of child care and helps the community to consider some of the public issues concerning values and dilemmas related to parent and state responsibility in child care. Local involvement in child care promotes integration and coordination of child care with other community services including health, education, recreation, and other children's services legislated under the Child and Family Services Act. The new allocation of responsibilities should enhance the quality of child care.

The informal child care sector is identified as a major concern. Provincial direction is needed in this area, but local involvement is essential in trying to bring together such a diverse and fragmented network. This system needs attention because of the number of children it serves and the higher probability of quality problems and poor service delivery. The allocation of responsibility of this sector to the municipality will

encourage targeting and working with this large group of people responsible for the care of our children.

In summary the revised responsibilities help to address five out of six of the major issues facing child care today. While it is recognized there is still a great deal of work to be done in the area of child care, the results of applying the framework are favourable. There is a need for strong provincial strategic and global direction and minimum levels of service for some areas, but this framework identifies the basis of a partnership in which together both levels of government can move forward in addressing issues of public concern.

4) The principles utilized in building a framework are identified in Chapter 5 of this research paper. The principles promote a service sector where the main focus is the clients and the communities. Human services must be responsive to local and individual diversity and reflect a shared public responsibility. Human services should be responsive, accountable, and cost effective and have the ability to be integrative and coordinated. Finally, the service area must ensure service quality , affordability and accessibility. The framework was built on the basis of these principles. Based on the above review of the issues, it is felt that the principles were adhered to and the end result is a child care

system that is consistent with the principles. The principles lead to meeting the overall goal of a healthy community.

CHAPTER - 8 CONCLUSION

This paper presents a framework for use in decision making regarding which level of government in Ontario, (provincial or municipal) should have the responsibility for the various roles and functions related to the delivery of human services. The framework has been developed through both a literature review and consultation and takes a strategic approach to dealing with disentanglement. This framework is based upon the premise that we need municipalities and integrated planning to identify initiatives for human services in the various communities. Further, in order to promote health and well-being in our communities, we need an authority responsible for the planning, development and delivery of a myriad of human services. Municipalities are seen as the key player in the development of healthy communities. The following quote emphasizes this position:

> Municipalities are the lowest level of government with broad multi-sectorial responsibilities and resources and consequently, municipal governments are closest to the community.[101]

Without municipalities playing a prominent role in human services, we are left with many special purpose bodies, planning for and delivering specific health, education and social services. The end result is that planning and development is split between two levels

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[101]   Trevor Hancock, et al, "Public Health" in <u>Urban Policy Issues Canadian Perspective,</u> ed. Richard A. Loreto and Trevor Price, (Toronto: McClelland and Stewart Inc., 1990), p. 202.

of government and not always done locally or in a coordinated way. Further, funding priorities are always decided at the provincial level and not the local level.

Child care is identified as a multifunctional service. It is important for society that we accept the various functions that are met by child care. We must integrate these functions in an effort to assure the well-being of the next generation.[102] The provincial jurisdictional issues related to child care must be overcome. This paper suggests there be a jurisdictional split between the Ministry of Education and either a new Ministry or the Ministry of Community and Social Services. This split would be based on the age of the child. All forms of child care including the informal child care market need to be covered through provincial legislation. Provincial legislation must include the appropriate allocation of responsibilities to the municipal level of government. Child care must be seen as a service that is institutionalized rather than residual in nature.

The paper utilizes a framework to determine the municipal role and responsibility in child care. The end result is tested against the current issues in child care identified through consultation. The results were favourable and the functions in child care are split between the province and the municipality in a clear and logical

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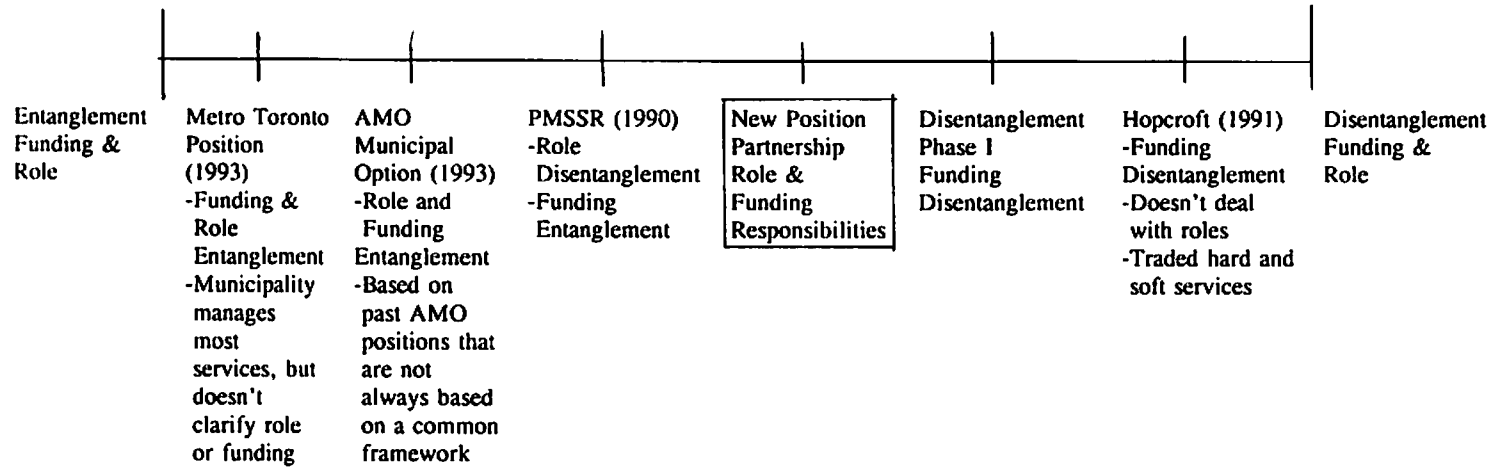[102]   Abbie Klein, <u>The Debate Over Child Care 1969 - 1990</u> , p. 352.

order. Delivery of human services varies from municipality to municipality, but there is a clear presentation of who is responsible for the management and funding of the various functions related to child care. Finally, the proposed framework is tested against the principles of human services that are identified through consultation. The implementation of the framework will allow the identified principles for the human services area to be met and support the final goal of healthy communities in Ontario.

TIME FRAME - THE RESEARCH METHODOLOGY - MUNICIPAL ROLE IN CHILD CARE - ONTARIO

	1991	**1992**	**1993 J-JUNE**	**1993 JULY**	**1993 AUGUST**
Literature Review History Early Childhood Programs	X				
Literature Review of Child Care	X	X			
Literature Review of Healthy Communities		X	X		
Literature Review of Mandates of Local Government			X		
Literature Review of Models of Local Government			X		
Literature Review of Provincial-Response on Human Services and Disentanglement of Funding and Roles	X	X	X		
Consultation with Halton Social Service Management Group and Two Regional Child Care Directors (7)		X			
Development of Draft Framework Document		X			
Mail Out Draft Document with Discussion Guide Format - Child Care Administrators - Social Services Management Personnel (37)			X		
Workshop with Child Care Administrators from across the Province			X		
Presentation in Public Administration Class			X		

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DISENTANGLEMENT SPECTRUM

(SOCIAL SERVICES)

| Entanglement Funding & Role | Metro Toronto Position (1993) -Funding & Role Entanglement -Municipality manages most services, but doesn't clarify role or funding | AMO Municipal Option (1993) -Role and Funding Entanglement -Based on past AMO positions that are not always based on a common framework | PMSSR (1990) -Role Disentanglement -Funding Entanglement | New Position Partnership Role & Funding Responsibilities | Disentanglement Phase I Funding Disentanglement | Hopcroft (1991) -Funding Disentanglement -Doesn't deal with roles -Traded hard and soft services | Disentanglement Funding & Role |

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CATEGORICAL GROUPING FOR ROLE FUNCTIONS

Legislation

- Allocates Jurisdictional Responsibility

- Development of Legislation

- Development of Policies

- Development of Programs

- Setting Strategic Directions/Objectives

- Standards for Service/Provincial

Planning and Development

- Works within Legislative Framework

- Integrates Physical Services with Social, Cultural, Recreational and Economic Objectives

- Co-ordinated and Linked to Related Services

- Develop Strategic and Implementation Plan

- Facilitates Development Consistent with Plan

Delivery

- Accountable to Service Manager

- Day to Day Provision of Specific Services to Clients

w:\append.3

RESPONSIBILITY FUNCTIONS

Management

- Works within Legislative Framework

- Decision Making Authority
  - quality services
  - quantity services

- Setting Goals, Objectives and Priorities for Service

- Developing Local Policy and Program Design

- Determining Means of Service Delivery

- Planning for Operations and Resources - Setting Priorities - making Allocations

- Establishment, Control, Monitoring Operating Standards

- Ensuring Efficient Effective Delivery

- Infrastructure Supports to Community Service Providers

Funding

- Funding Either in Part or Full the Particular Function

- Allocation of Funding Related to a Particular Function.

- Funding Priorization Related to Areas of Responsibility and the Overall Goal of a Healthy Community.

w:\append.4

MANAGEMENT/FUNDING RESPONSIBILITY FOR CHILD CARE SERVICES
CURRENT

	RESPONSIBILITY FUNCTIONS	
ROLE -FUNCTION	**·** PROVINCIAL - RESPONSIBILITY	**·** MUNICIPAL - RESPONSIBILITY
● Overall Legislation and Regulations - - Global Policy Direction - Minimum Standards - Jurisdiction	X	
● Regulations & Policies - Licensing - Needs Testing	X	X
● Establishment of Level of Need for Child Care	X	X
● Facilitating Community Planning for Child Care - include full spectrum	X	X
● Facilitating the development of Child Care	X	X
● Ensuring the supply of child care services	X	X
● Facilitating coordination of child care services with other relevant areas\social services, health, education, recreation	X	X
● Ensuring child care planning is incorporated into broader Children's Services and Human Services Planning and linked to Economic Development and Land Use Planning	X	X
● Facilitating the development of Local Community Based Programs - to include child care	X	X
● Facilitating the development of more child care programs and options	X	X
● Promoting quality child care	X	X
● Coordination of service sector/service planning	X	X
● Administration of the subsidy system		X

	RESPONSIBILITY FUNCTIONS	
ROLE -FUNCTION	PROVINCIAL - • RESPONSIBILITY	MUNICIPAL - • RESPONSIBILITY
• Supports to providers of service - licensing - regulation - monitoring and support to centres - training and education	X X X X	 X X
• Public Health and Safety of Providers	X	X
• Supports to Child Care Staff - education - professional development - training	X X X	 X X
• Supports to families - case coordination and supports for families and children		X
• Information and Education re: child care	X	X
• Family Resource Centres	X	
• Services to children with special needs	X	X
• Capital development and funding	X	X
• Operating Grants (Wage Enhancement)	X	
• Informal Child Care	X	X

• Management and Funding Responsibilities

w:\append.5

MANAGEMENT/FUNDING RESPONSIBILITY FOR CHILD CARE SERVICES
RECOMMENDED CHANGES

	RESPONSIBILITY FUNCTIONS	
ROLE -FUNCTION	PROVINCIAL - RESPONSIBILITY	MUNICIPAL - RESPONSIBILITY
• Overall Legislation and Regulations - - Global Policy Direction - Minimum Standards - Jurisdiction	X	
• Regulations & Policies - Licensing - Needs Testing	X X	
• Establishment of Level of Need for Child Care		X
• Facilitating Community Planning for Child Care - include full spectrum		X
• Facilitating the development of Child Care		X
• Ensuring the supply of child care servcies		X
• Facilitating coordination of child care services with other relevant areas\social services, health, education, recreation		X
• Ensuring child care planning is incorporated into broader Children's Services and Human Services Planning and linked to Economic Development and Land Use Planning		X
• Facilitating the development of Local Community Based Programs - to include child care		X
• Facilitating the development of more child care programs and options		X
• Promoting quality child care		X
• Coordination of service sector/service planning		X
• Administration of the subsidy system	X	

	RESPONSIBILITY FUNCTIONS	
ROLE -FUNCTION	**PROVINCIAL - RESPONSIBILITY** •	**MUNICIPAL - RESPONSIBILITY** •

• Supports to providers of service
  - licensing
  - regulation
  - monitoring and support to centres
  - training and education
	X	
		X
		
		X

• Public Health and Safety of Providers		X

• Supports to Child Care Staff
  - education
  - professional development
  - training
	X	
		X
		X

• Supports to families - case coordination and supports for families and children		X
• Information and Education re: child care		X
• Family Resource Centres		X
• Services to children with special needs		X
• Capital development and funding	X	
• Operating Grants (Wage Enhancement)	X	
• Informal Child Care		X

• Management and Funding Responsibilities

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RESEARCH SUMMARY DOCUMENT

ATTACHMENT # 1 TO THE MUNICIPAL ROLE IN CHILD CARE

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TABLE OF CONTENTS

RESEARCH SUMMARY DOCUMENT

INTRODUCTION:

The purpose of this document is to summarize the consultation process that took place in the development of the paper entitled "The Municipal Role in Child Care". The document is divided into five sections to represent the main steps that took place in the consultation. Step One is summarized in the introduction and Steps Two - Six are outlined in Sections One to Five of this document. The consultation process is also summarized in the research methods section of the main document.

The consultation itself was completed through several different steps. First, there were exploratory interviews (Step One) with several different social services and children's services management personnel. The purpose of this process was to garner some information, to begin the process of developing a model, and to help in sorting out the provincial and municipal role in the area of human services. The purpose was to test out some ideas and gather from others their thoughts and ideas in this area of distinguishing roles. The results of this process formed the base of the first discussion paper that is outlined in Section 1 and attached as Appendix #1. This process was very informal and therefore not documented other than the results outlined in the first draft document of this process.

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Other steps included: a mail survey, workshop, conference session, written pilot test of framework and a focus group. These various mechanisms allowed for a wide range of participants in different environments and through different modes to communicate with the author.

The remainder of this document will outline for each of the steps the purpose, the format, total number of participants, and the results of process.

SECTION #1: DRAFT DOCUMENT WITH DISCUSSION GUIDE -

MAIL SURVEY (STEP 2)

Purpose:

The purpose of this step was to garner an initial reaction to the

concept of a framework in order to rethink the municipal role in

human services and child care specifically.

Consultation Format and Number of Participants:

A draft document with a discussion guide was prepared based on the

initial informal discussions that took place prior to the

development of anything in writing. This document is attached as

Appendix #1.   The initial discussion document paper was quite

provocative and took the framework through to a potential

conclusion. This was to help the reader understand the potential

of a framework to change how municipalities currently do business

in the area of child care. The draft framework was sent to 37

individuals who are in supervisory or management positions in

either child care or social services.   The majority of the

documents were sent to child care administrators (32).   The

document was sent to 20 different municipalities representing;

rural, urban, counties, regions, cities, northern municipalities

and districts.   In all, nine individuals responded to the

discussion paper.

Results:

Generally respondents supported the overall concept of a framework. Respondents agreed with the overall mandate statements. Respondents supported the concept of utilizing the concept of planning and development for the end goal of a healthy community. There was a sense we should stress the fact that local government is a part of the community.

What was called the principles for disentanglement in this document (the criteria in the final document) were supported partially. Respondents felt that in fact there should be some relationship between the municipality and the province for human services. There was mixed reaction to the level of entanglement that was reasonable. Respondents supported the Province's responsibility for income redistribution, but there was mixed reaction to child care subsidy being treated as income redistribution. Some felt that child care subsidy was a local service to promote quality of life. Respondents pointed out that legislation should not be a local responsibility. Respondents also pointed out that it should be stated what municipalities should do. Generally respondents supported the municipality having a role in the management of the child care system. There was varying support based on the definition provided for which areas the municipality should manage. In particular, it was felt that the services for children with

special needs and some felt, the subsidy system should be managed locally.

It was felt the funding aspect was very weak, but there was support for the continuation of a municipal contribution to the funding of child care services. When it came to the delivery of child care services, it was felt that this needed to be controlled by the municipality and would vary from municipality to municipality.

Respondents were concerned that the reference to the role of the overall community was confusing and unnecessary in this paper.

Overall this process provided necessary information to help support the rewriting of the document. While the response rate was fairly low at 24%, the information set the base for the next process which was a workshop. Without the document being available for viewing early on, it is felt, the next step would not have been successful as it was.

SECTION #2: WORKSHOP (Step 3)

Purpose:

The purpose of this all day workshop with child care personal from across the Province was really five fold. First, it was important to develop a shared understanding of the issues facing the municipal child care system.   Second, it was hoped the workshop would begin to develop some consensus on a municipal position regarding what the municipal role should be in child care. Third, the principles that should be utilized in the framework were to be developed.   Fourth, it was important to consider if the framework had the potential of addressing the concerns of various sized and geographically located municipalities.   Finally, it was hoped participants would identify any major areas of omission in the framework. The plan then was to take the results of this day and present it for initial reaction, to a broader range of participants at the Ontario Municipal Social Services Association conference in June of 1993.

Format and Number of Participants:

The same draft document identified in Section 1 (Appendix #1) was utilized to set the base for the discussion.   The agenda for the day included the following events:

- Introduction,

- Identification of Key Issues facing child care - group work,
- Consensus on the Key Issues facing child care - plenary,
- Development of principles to utilize in the framework-group work,
- Review of the draft paper to identify areas of omission-group work,
- Consider a strategy, to promote awareness of the need to address the municipal role in child care - plenary.

Seventeen child care administrators from across the province representing 14 different municipalities participated. Representatives of various sized municipalities including; small, medium and large; rural, northern and urban; cities, counties, districts and regions participated.

Results:

First participants identified the major issues in child care. The following summarizes the major issues and the areas of specific concern identified. The statements are presented in the same way as they were identified during the workshop.

- Planning and Development
    - partnerships with community
    - lack of coordination
    - where does child care belong in a Human Service

Plan

- planning and community empowerment

- need social service planning

- role of municipalities i.e. community planning

- fragmentation of service-a need to define roles and work cooperatively

- integrated community-based planning and human service planning

- child care development

- integration with other social services

- responsibility for planning

- fragmented planning and management

- <u>Jurisdiction</u>

- child care as a mandatory program

- legislation

- child care under Board of Education

- harmonize/position child care in broader spectrum of kids services

- lack of clear ministry direction

- legislative responsibility i.e. education vs recreation versus social services

- role of education

- integration/coordination of services i.e. education, recreation, health, other childrens' services

- system confusion ie who plays what role
- public services versus education free public service versus welfare service
- lack of clear roles and responsibilities municipal versus provincial
- concern re role of special purpose bodies

- **Funding**
  - council commitment to child care
  - affordability
  - budget dollars
  - stability of system
  - affordability to parents and municipality
  - not meeting actual costs
  - inflexible funding envelopes
  - vulnerable to cuts
  - expectations versus resources
  - affordability of services
  - economic realities
  - funding to commercial operators
  - administratively cumbersome system
  - capital funding

- **Respecting Diversity**
  - resources available in the smaller municipalities
  - equity

- respect and reflect local diversity and difference

- flexibility to allow for local decision making and local needs

- municipal flexibility to manage service priorities

- **Public and political accountability and awareness**

  - accountability to public: taxpayers and consumers

  - lack of understanding re impact of quality child care

  - lack of information re quality child care

  - lack of knowledge re services available

  - need improved and accurate public and political perception/image

- **Quality Child Care Services**

  - affordability

  - accessibility

  - quality care

  - informal child care - no insurance or law re quality and the majority of child care

  - services for children with special needs

  - parental choice

  - linkages with other early childhood programs in schools and recreation

  - child care as a prevention service for families at risk

  - staff development and training

- kindergarten programs and linkages

- quality enforcement

Participants reviewed the issues and agreed that they reflected the most urgent concerns facing the municipal child care system.

Next participants were asked to set about identifying the principles that should be utilized to support the framework. After considerable discussion it was decided that the principles should be generic enough to cover the entire human service system and should be specifically related to the task of disentanglement of roles between the province and the municipality. Each of the groups identified principles and then the ideas were collapsed into one set of principles as follows:

- Clients and Communities should be the main focus of the Human Service System.

- The Human Service System should be responsive and respectful to community and individual diversity ie.

  - cultural

  - rural/urban

  - individuals with special needs etc.

- The Human Service System should reflect a shared public responsibility.

- The Human Service System should be open, responsive, accountable, and cost effective to the

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consumer and the public at large.

- The Human Service System should have the ability and capability to be integrative and coordinated.
- The Human Service System should ensure service quality, affordability and accessibility.

The next portion of the day was spent identifying any missing issues and discussing the next steps. It was agreed quickly that an overview of the document with the added information developed through this day should be presented at the Ontario Municipal Social Services Association Conference. The purpose of this session would only be to get some initial comments on the concept of a framework to utilize in sorting out the various roles. The group felt that the document had the major points included, but needed to be reworked to include the identification of the issues and to utilize the principles in the framework. The group supported a generic framework. There was a sense that there needed to be more consultation and process particularly as it related to the smaller and rural municipalities.

The day concluded on a positive note with individuals sensing they had an impact on the development of a framework.

SECTION #3: CONFERENCE SESSION (Step 4)

Purpose:

The purpose of this session was to test out the concept of a framework to be utilized to determine the municipal role in human services. Overall it was important to expose the concept of a framework to a broader audience and receive feedback on the overall concept.

Format and Number of Participants:

The duration of the session was 1½ hours. An overhead presentation was prepared to be presented at the session. The overhead presentation was developed based on the original draft document (displayed in Appendix #1) with changes and additions from the written consultation (Step 2), and the all day workshop session (Step 3). In summary, the presentation outlined why there is a need for a framework. It then outlined the issues in child care that need to be addressed. Then there was a discussion on the foundation of the framework, being healthy communities. There was then an overview of the principles, the mandate of local government and then the potential criteria to be utilized in sorting out the roles. The presentation itself is included as Appendix #2 of this document. After the presentation there was an opportunity for open discussion. The workshop attracted 23 participants that were

representative of various groups including: municipal politicians, social service administrators, child care administrators, and provincial bureaucrats.

Results:

After the presentation there was an opportunity for open discussion.

Overall participants recognized the problem that exists. Participants reinforced that it was really important to establish a municipal role in the area of human services. They expressed concern that if this role was not clarified that the overall purpose and entity of local government was in question. Participants were both anxious to have the results of applying the framework and to ensure there was a continued process to pursue this model. Participants supported the framework and saw it as consistent with the Association of Municipalities of Ontario (AMO) document entitled <u>Municipal Option: Local Authority for Health and Social Services</u>. There were several questions related to coordinating land use and human service planning. While participants supported this concept they wanted information on the how to actually operationalize this concept.

Based on this feedback, it was felt there was enough information to proceed with a rewrite of the document. There was a favourable response to the concept of utilizing a framework.

SECTION #4: PILOT TEST OF IMPLEMENTING THE FRAMEWORK (Step 5)

Purpose:

The purpose of this consultation was to test out a format to implement the framework and to see if in fact the framework was able to be operationalized. The goal of process was to assess the criteria and determine if there was additional information needed to support the criteria. Further, the results would begin to determine the areas of consensus and the areas where there was not consensus.

Format and Number of Participants:

A format was developed to test out the implementation of the framework. This was then distributed to seven individuals in the field of child care. Participants were asked to fill out the form after an orientation to the framework. Participants worked alone and were asked to submit the results in approximately two weeks.

Results:

As noted participants filled out a form in order to test the format. The chart outlining areas of consensus and areas of non consensus are summarized in Appendix #3.

Participants were able to utilize the format, but there were

several difficulties with the format. Further, there were several concerns with implementing the criteria.

The following were the concerns identified related to the format:

- There was a problem with the identification of the legislation, planning, management, delivery and funding roles on the left hand column of the chart.
- There was a problem related to the criteria stating that if a level of government is responsible for the management of a function that is also responsible for the funding and delivery of same and the use of the chart.
- The end result of what level of government is responsible for what was very difficult to see.

The concerns related to utilizing the framework are as follows:

- The need to identify the characteristics of a healthy community.
- The principles were clear.
- The mandates were clear.
- The criteria related to legislation is clear.
- The criteria related to essential services, needs to be clarified.
- The criteria related to services that enhance the quality of life, needs to be clarified.

- The criteria related to planning and developing to promote a healthy community is clear.

- The criteria related to preserving voluntary funding while laudable is very difficult to assess in this framework.

- There needs to be a criteria related to entanglement and the need to sort out responsibilities. This criteria needs to link management of a function to the funding and responsibility for delivery of a function.

The following are the comments related to the results of the pilot test. It must be recognized though that the limitations in the format and the lack of information on the framework, specifically in the area of the criteria would certainly impact the results of the test. The areas of consensus were:

- In the areas of legislation - provincial responsibility.

- In all of the areas related to planning and development - municipal responsibility.

- In all of the areas requiring direct client service - municipal responsibility.

- Capital Grants and Operating Grants - provincial responsibility.

- Information regarding child care - municipal responsibility.

The areas where there was no consensus were:

- The operation of the subsidy system.
- Licensing of Day Nurseries.
- Services for children with special needs.
- Informal child care sector.

This exercise was very valuable in sorting out the format and the way the framework needs to be implemented. This allowed the author to make adjustments to the framework itself and be more specific in the areas that were identified as a concern. It also allowed for the format to be adjusted and the functions to be split into role functions and responsibility functions.

RESEARCH SUMMARY DOCUMENT

SECTION #5: FOCUS GROUP RURAL MUNICIPALITIES (Step 6)

Purpose:

The purpose of this workshop, was to provide an opportunity for representatives from small and rural municipalities to discuss the potential of the utilization of a framework, to sort out the roles between the municipalities and the province in human services.

Format and Number of Participants:

A new draft framework was developed based on the previous steps. This is attached as Appendix #4 to this document. This document incorporated principles into the framework and provided some more specific information in the criteria section. There was also more information provided as to what a healthy community is. Further the reference to the community in the charts were removed. The format for determining what level of government had responsibility was also adjusted.

Participants were sent the new draft document in advance to review. The day opened with an relatively informal overview of the document provided by the author. The seven participants representing five municipalities asked questions throughout the presentation. The remainder of the session was discussion between the participants on the results of operationalizing the framework in the environment of

a smaller municipality.

Results:

Participants first sorted out in their mind what implementing this framework meant. They supported that the planning and development function as a responsibility at the local level. The support here was because participants thought it was important that decision making and priority setting be done locally. It was felt that any other governance mechanism, either provincial management or a special purpose body, resulted in an upper tier government control. There was a very strong sense that the municipal government was representative of the community. Participants thought if the framework was applied that licensing and needs testing should be the responsibility of the province. There was a sense though that supports to the centres should be provided at the local level. Participants also felt that supports for the informal child care sector should be provided from the local level. There was also a sense that information and education should be provided locally. Services for children with special needs should also be a local responsibility based on the criteria. There was support for minimum levels of service to be sent by the province. This would ensure some equity, but also allow for local flexibility in how the services are provided.

Participants identified some concerns around municipal commitment to human services, but also felt that this same concern sometimes

existed at the provincial level. Participants also identified concerns related to geographic boundaries that had to be dealt with in the near future.

Participants identified that there needed to be more discussion related to minimum standards and the use of service planning. Further, participants identified some concern with utilizing the framework with "management" being identified as a role function. It was identified that there was a need to separate out what responsibility meant under this framework.

In conclusion participants stated they supported the need for a framework for determining the municipal role in human services. They found the concepts in the framework sound. Participants were able to sort out roles quite quickly utilizing the new format and the framework. Participants found the conclusions to be acceptable and logical.

"THE MUNICIPAL ROLE IN CHILD CARE"

INTRODUCTION

- *Introduce paper (to be written).*

Purpose

- It seems that the role for municipalities in child care is being dealt with outside the disentanglement process and in a non-integrative way. In fact, the current leaked cabinet submission confirms this as does the child care management framework and the actions currently being undertaken by the area office of the Ministry of Community and Social Services.

- Municipalities have responded to provincially driven consultation processes but these appear to have gone unnoticed. This paper is intended to be a more pro-active vision document outlining specifically the municipal role in child care.

- The role the municipality has in child care must be rationalized. It is important though that this be done considering the boarder picture of the municipal role within the Human Service area and within the overall role that municipalities play in their community. This document supports the need for coordinated human service and land use planning. The end goal being healthy communities. Healthy communities are economically vital and thriving environments. These are communities where social equity and social development are promoted by integrating relationships among people, jobs, social and institutional infrastructure and the built environment. Therefore, the need to look at the role of the municipalities in Human Services including child care within this framework.

- History of Local Government included in the following concepts: - City Beautiful
                                     - City Health
                                     - City Efficient

  - This was interpreted as beauty, order and health. The end result is the need for planning to promote the economy and provide efficiency.

  - Urban planning originated from concerns about public health....well planned sewers and water systems meant good public health for the people.

- For the most part, local government in Ontario established by

the Baldwin Act of 1849 has responsibility for the provision of social services. In a primarily rural society, services were minimal. The progressive urbanization and industrialization created demands for services and financially stretched local government. In recognition of the limitations of the property tax base, provincial grants were developed to assist certain services or to maintain a standard of services and to equalize the tax burden for the maintenance of services among different municipalities.

- Current local and provincial thrusts recognize the importance of coordinating land use planning and human service planning. This is verified in the documents prepared by the Greater Toronto Area Planning Group. They state "planning must be seen from the perspective of people as individuals together in communities. In other words, the goals of planning must be in terms of human and social development, goals about the development of people as individuals in society".

  The draft report on "Planning and Development Reform in Ontario" states one of the four purposes of planning is: to foster economic, cultural, physical and social well being. Another proposal is to: encourage cooperation and coordination among differing interests. Clearly, planning is a shared process with both upper tier and lower tier. Municipalities are a key player and stake holder in planning. The document also states: "Municipalities should be responsible for planning within a broad framework of provincial policies".

  The Strategic Plan currently in place for the Ministry of Municipal Affairs states "we need a strong partnership where municipalities are involved in the policy making and planning of services".

  Finally, the Premiers Council on Health, Well-Being and Social Justice report entitled "Our Environment Our Health" endorsed a broad definition of healthy environments and recognized that: economic, social, cultural, physical and psychological environments affect individual health and well being. In fact, the document recommends a new approach to community planning that can focus on the inter-relationship of various systems within communities. One strategy is to: "Improve the physical environment by integrating land use, human services and transportation planning.

The Current Framework

- Currently, there is significant entanglement between the Province and the municipality as it relates to child care. The system as it is now causes confusion with operators and the public at large. Further, there is a significant amount

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of time consumed negotiating and rationalizing both roles and funding.

- Outline the history of child care and early childhood programs. *(to be written)*

- Present current position of child care as a public service and as a preventative component. *(to be written)*

- Appendix I of this paper outlines the current framework of the provincial, municipal and community role under the headings of legislation and policy, planning and community development, service management, funding and delivery.

The Proposed Framework

As can be noted in Appendix I there are many functions and there is much duplication and overlap. This paper suggests disentangling the functions and the funding of child care services.

- The principles utilized to disentangle child care are as follows:

  - Provincial/municipal funding and roles should be rationally entangled. Therefore, the level of government that has management responsibility for a particular function should pay for the function. This promotes the "pay to say" concept but insists on a rationalization of the roles.

  - The Province should have the majority of the responsibility for income redistribution programs and Health Services of a medical nature.

  - Planning for healthy communities should be a role of local government in partnership with local planning bodies and the community.

- In order to consider proposals for re-allocation of functions in the child care area the overall functions of municipal government are summarized below:

  - Land use/Human Service Planning and development of communities (healthy communities)
  - Economic Vitality
  - Standards of Service/By-Laws/Inspection
  - Safety and Protection
  - Maintaining Quality of Life (preservation of family and leisure activities)
  - Provision of Transportation Services

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- Provision of Housing

• Child care is an essential service for families today. It is clear that more affordable accessible quality child care is necessary in order to support children in their early years. The research is clear that the availability of quality early childhood programs are necessary to support future generations.

• Research has also displayed the need for quality early childhood programs for at risk groups particularly children in poverty.

The following section discusses the proposed framework. Appendix II summarizes the proposal.

Legislation/Policy

• The province must continue to establish the <u>legislation, regulation and polices</u> and strategic directions for child care within a broad framework.

• The province needs to establish minimum levels of service that must be maintained through a spectrum of child care services in each community.

Planning/Development

• Municipalities have a key role in planning for healthy communities. The purpose of land use planning is to promote health for people. Land use planning and human service planning must integrate in order to be successful. In order to be successful these efforts must take place at the local level. It is therefore important to vest the responsibility for planning of child care with the municipality in order to help support the municipal function of promoting healthy communities.

• Planning should take place locally as this ensures respect for local differences and benefit of local community partnership.

• Municipal leadership in local planning is desirable as it builds on historical leadership and experience and promotes public accountability and access.

This document advocates that the overall responsibility for child care planning (within a broad framework of provincial directions) be vested with the municipality. The municipality will be required to take the lead role in planning and ensuring community participation. Community Planning Groups should play a major role in supporting the planning function. Planning includes ensuring the data is accurate and valid and

the development of an implementation plan.

Development comes as a result of community planning and includes many parties. It is the responsibility of planners to facilitate development. This document suggests this is an appropriate role for municipalities. Development would include coordination of the service sector, and development of local linkages.

Service Management

- Service management in this model includes four main functions:

    - Coordination of the service sector and service planning
      • ensure broad range of services and linkages with associated service sectors sharing common clients ie. recreation and education.

    - Income re-distribution through fee subsidies
      • provision of financial assistance

    - Supports for families
      • public information/education
      • support to child development
      • parent/education

    - Supports for operators
      • licensing/inspection
      • support/training/education
      • infrastructure supports/consultation and support to community boards and programs

    - Resource allocation

- This document suggests splitting the service management functions.

    - Provincial Responsibility

      • The province should service manage the income re-distribution piece. The subsidy should be allocated through a modified income test. This function could and should (where possible) be delivered through the municipality. This would support complete collaboration of the subsidy system and the data needed for planning and the circular need for planning to allocate administrative subsidy system.

      • The province should establish service levels and fund the subsidy. Service levels should address both provincial equality and local needs. Local needs need to be reflected through the planning process and this

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must be tied to the subsidy process.

- The province should establish a level of direct operating grants available to a broad range of child care programs. This should be managed provincially again to ensure equality.

- The province should establish a provincial public relations and media campaign to educate parents on quality programs for young children.

- The province should continue to provide capital funding for new development but the allocations must be based on planning. These dollars should be transferred to the planner and developer for allocation.

- **Municipal Responsibility**

- The municipality should service manage the planning and development functions and should be the prime facilitator of the process. The municipality must work with local planning bodies and the community in the planning process. Municipalities should also facilitate and promote more operational service planning.

- The municipality should ensure information is available to its community about a broad range of child care programs.

- Licensing and inspection is often a local function and should be based on strong provincial legislation. Municipalities are involved in licensing and inspections through fire, health, building etc. Municipalities are concerned about the level of service provided in their community and have a vested interest in it. This can clearly be demonstrated through the tradition of municipal involvement in purchasing child care spaces and municipal involvement in monitoring and promoting the level of service within centres. The proposed major change is allocating responsibility for licensing inspection and support to operators, to the municipality.

- Training and education for operators should be promoted and coordinated through the municipality, but there should be many players involved in this area.

- Supports must also be provided to the informal child care system that already provides the majority of child care spaces. The municipality should facilitate this activity.

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- The municipality has an overall responsibility to promote healthy communities. To accomplish this, additional supports may need to be made available for "at risk" groups. The municipality should be responsible for identifying this need and building in additional supports for families. The municipality may not be the delivery agent, but should financially support local community activities. This could be similar to the opportunity planning projects with a broader perspective.

  - <u>Community Responsibility</u>

    - The community agencies should be the prime delivery agent for child care.

    - Families should get support in the least intrusive most integrated way possible. This may mean some effort on the part of bureaucracy to ensure this happens.

      Families needing additional support should be able to receive these through various sources including:
      - family resource centres
      - child care centres/nursery schools
      - children's assessment centres
      - opportunity planner

    - The delivery of services for children with special needs must be coordinated and integrated with a range of services for this group and should be vested with a community agency.

<u>Delivery</u>

- Delivery of the range of child care should be provided by a variety of community operators. The municipality should only directly deliver services in the absence of other community operators, as a tool to accomplish a planning objective, to pilot test new models, as a training site; practicum placement for ECE professionals, or to meet other mandates ie. improve services for the disabled.

- Recreation should also be included as a delivery agent for school age and summer programs.

- The delivery of services for children with special needs must be coordinated and integrated with a range of services for this group and should be vested with a community agency.

<u>Funding</u>

- As stated earlier, the funding should be vested as much as

possible with the level of government responsible for the management of the function. The end result would be that municipalities would pay for all planning and development functions, licensing and inspection functions, training and education functions for all service providers of child care, and some child care information function, recognizing that a province wide public relations plan on child care is necessary. The specifics related to funding are outlined in Appendix II of this report.

Conclusion

- The role of provincial/municipalities in the area of child care needs to be rationalized and clarified.

- Municipalities already have a responsibility for planning and development, to promote healthy communities. Coordination of land use planning and human service planning will be a key to healthy communities.

- Local planning and community development responsibilities for human service planning will facilitate the end goal of healthy communities.

- Local planning and community development are intimately linked and municipalities have been involved in community development for years.

- Service management including licensing and inspection should become a municipal function.

- Income re-distribution should be a provincial responsibility but could be transferred through a contract to the municipality for delivery.

- Direct Operating Grants should be a Provincial responsibility.

- The roles and funding responsibilities between the province and the municipalities should be "rationally disentangled". It is impossible and not desirable to completely disentangle our relationships as common strategic direction between the province and the municipality are necessary.

- The financial responsibility should remain with the level of government who has the responsibility for the program function.

KC:ds karencha\rolecc

RESPONSIBILITY FOR CHILD CARE SERVICES
CURRENT

FUNCTION	PROVINCIAL ROLE	MUNICIPAL ROLE	COMMUNITY ROLE
Legislative/Policy • Overall Legislation and Regulations	X		
• Policies Related to Regulations – Licensing – Needs Testing	 X	 X	
Planning/Development • Establishment of Level of Need for child care	X	X	
• Facilitating Community Planning for Child Care	X	X	X
• Facilitating the development of an Implementation Plan		X	X
• Facilitating coordination of Child Care Services with other relevant areas\social services, health, education, recreation	X	X	X
• Facilitating the Development of Local Community Based Programs	X	X	X
• Facilitating the Development of more child care programs and options	X	X	X
• Promoting quality child care	X	X	X

FUNCTION	PROVINCIAL ROLE	MUNICIPAL ROLE	COMMUNITY ROLE
Service Management			
• Supports to operators - Licensing and Inspection - Purchasing/monitoring child care spaces - training and education	X X	 X X	
• Income Re-distribution - Administration of the subsidy system		X	
• Supports to families - Case coordination and supports for families and children - Public information re: child care	 X	 X X	 X
• Coordination of all child care programs/service planning	X	X	
Delivery			
• Operation of Family Resource Centres		X	X
• Operation of child care programs		X	X
• Operation of licensed PHDC/Agency		X	X
• Provision of service to children with special needs		X	X
Funding			
• Capital Funding	X		
• Operating Grants (Wage Enhancement)	X		
• Operating or resource centres	X		

FUNCTION	PROVINCIAL ROLE	MUNICIPAL ROLE	COMMUNITY ROLE
• Administration of the operating grants	X		
• Administration of subsidy	X	X	
• Administration of licensing	X	X	
• Subsidies for children/informal need	X	X	
• Subsidies for children with special needs	X	X	
• Resourcing children with special needs	X	X	
• Planning and development	X	X	

RESPONSIBILITY FOR CHILD CARE SERVICES
PROPOSAL

FUNCTION	PROVINCIAL ROLE	MUNICIPAL ROLE	COMMUNITY ROLE
Legislative/Policy			
• Overall Legislation and Regulations	X		
• Policies Related to Regulations - Licensing - Needs Testing	 X X		
Planning/Development			
• Establishment of Level of Need for child care		X	
• Facilitating Community Planning for Child Care		X	X
• Facilitating the development of an Implementation Plan		X	X
• Facilitating coordination of Child Care Services with other relevant areas\social services, health, education, recreation	X (At Ministry Level)	X	X
• Facilitating the Development of Local Community Based Programs		X	X
• Facilitating the Development of more child care programs and options		X	X
• Promoting quality child care		X	X

FUNCTION	PROVINCIAL ROLE	MUNICIPAL ROLE	COMMUNITY ROLE
Service Management • Supports to operators - Licensing and Inspection - Purchasing/monitoring child care spaces - training and education - infrastructure support (support to boards and programs)		X X X	
• Income Re-distribution - Administration of the subsidy system	X		
• Supports to families - Case coordination and supports for families and children - Public information re: child care	 X (Prov)	 X (Local)	 X
• Coordination of all child care programs/service planning		X	X
Delivery • Operation of Family Resource Centres			X
• Operation of child care programs			X
• Operation of licensed PHDC/Agency			X
• Provision of service to children with special needs			X
Funding • Capital Funding	X	could be allocated by planner/ developer	

FUNCTION	PROVINCIAL ROLE	MUNICIPAL ROLE	COMMUNITY ROLE
• Operating Grants (Wage Enhancement)	X		
• Operating Grants (resource centres)	X		
• Administration of the operating grants	X	could administer by contract	
• Administration of subsidy	X	could administer by contract	
• Administration of licensing		X	
• Subsidies for children/in financial need	X	could administer by contract	
• Subsidies for children with special needs	X		
• Resourcing children with special needs	X		
• Planning and community development		X	

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DISCUSSION GUIDE

The following guide is to support you in responding to this document.

1) Do you support the principles utilized to disentangle the system ? Page 3

    yes ☐   no ☐

Comment:

_____

_____

_____

2) Do you agree with the functions of municipal government outlined? Page 3-4

    yes ☐   no ☐

Outline roles you do not agree with and/or add new roles or articulate the role in a different way.

Comment:

_____

_____

_____

3) Do you support the role for the province around legislation and policy? Page 4

    yes ☐   no ☐

Comment:

_____

_____

_____

4) Do you support the strong role for municipalities in planning and development?   Page 4-5

yes ☐   no ☐

Comment:

_____

_____

_____

5) Do you agree with the service management functions outlined?   Page 5

yes ☐   no ☐

Comment: Please be specific.

_____

_____

_____

6) Do you support the provincial role in service management as outlined?   Page 5-6

yes ☐   no ☐

Comment:

_____

_____

_____

7) Do you support the municipal role in service management as outlined? Page 6-7

yes ☐   no ☐

Comment:

_____

_____

_____

8) Do you support the community role in service management as outlined? Page 7

yes ☐   no ☐

Comment:

_____

_____

_____

9) Do you support the community as the primary service delivery agent in child care? Page 7

yes ☐   no ☐

Comment:

_____

_____

_____

10) Do you support the principle for funding outlined? Page 7-8

yes ☐   no ☐

Comment:

_____

_____

THE

MUNICIPAL ROLE

IN

CHILD CARE

GOAL OF PAPER

- **Develop Framework**

  - based on Healthy Communities

  - based on role of municipality

  - with clear roles as base

  - with clear financial responsibility

- **Develop Common Thinking**

- **Develop Municipal Consensus**

<u>WHY?</u>

- **Role of Municipalities**

- **Continuing Struggle re: Municipal Role in Social Services**
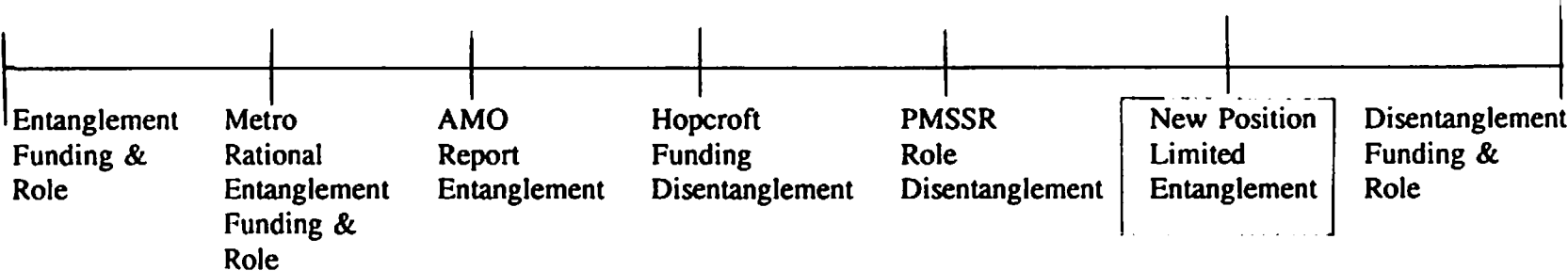
  - PMSSR

  - Hopcroft Report

  - Disentanglement

  - Reforms

DISENTANGLEMENT SPECTRUM

(SOCIAL SERVICES)

Entanglement Funding & Role	Metro Rational Entanglement Funding & Role	AMO Report Entanglement	Hopcroft Funding Disentanglement	PMSSR Role Disentanglement	New Position Limited Entanglement	Disentanglement Funding & Role

LOCAL GOVERNMENT

Traditional

- Local Democracy
- Planning
- Coordination
- Equity
- Spill Overs
- Economics of Scale

Public Choice

- Consumer Driven
- Competition
- Fragmented
- Citizen Control
- Market Driven
- Wide Use of Contracting Out

CHILD CARE

- New Directions in Child Care (1987)

- Advisory Committee on Children's Services (1990)

- Early Years (1991)

- Child Care Reform (1992)

- Cabinet Submission (1993)

KEY ISSUES FACING
CHILD CARE SYSTEM

- **Planning and Development**

- **Jurisdiction**

- **Funding**

- **Respecting Diversity**

- **Public & Political Accountability**

THE FOUNDATION:

"HEALTHY COMMUNITIES"

- Overall Goal - Healthy Community

- Local Political Control and Participation is a key to success

- Integrated Land Use and Human Service Planning is a key to success

- Supported though GTA - Planning Group

- Supported in Sewell Draft Document

- Supported through Premier's Council on Health

HEALTHY COMMUNITIES
AND
PLANNING

HEALTHY COMMUNITIES

OFFICIAL PLAN

LAND USE PLAN O.P. - MUNICIPAL	HUMAN SERVICES PLAN
SECONDARY PLANS	SECTOR PLANS
PLANS OF SUBDIVISION	SERVICE PLANS
ZONING	AGENCY PLANS
BUILDING	SERVICES

PRINCIPLES - HUMAN SERVICES

- We believe that clients and communities should be the main focus of the Human Service System.

- We believe that the Human Services System should be responsive and respectful to community and individual diversity

  - cultural

  - rural/urban

  - special needs.

- We believe that the Human Services System should reflect a shared public responsibility.

- We believe the Human Service System should be open, responsive and accountable and cost effective to the consumer and public at large.

- We believe the Human Services System should have the ability and capability to be integrative and co-ordinated.

- We believe the Human Service System should ensure quality and be accessible.

MANDATES\FUNCTION- MUNICIPAL GOVERNMENT

- Infrastructure

- Transportation

- Quality of Life

- Housing

- Education

- Leisure

- Public Health

- Planning & Development

- Economic Development

- Safety & Protection

GUIDELINES

- **Should Plan and Develop - Promote Healthy Communities**

- **Should Manage, Fund, Delivery Where Appropriate - Public Goal - Quality of Life**

- No Mandatory Basic Services - Essential Needs

- **No Legislative Responsibility**

- **Preserve Voluntary Funding**

CHILD CARE ROLES

- **Legislation/Policy/Jurisdiction**

- **Planning and Development**

- **System Management**

- **Delivery**

- **Funding**

LEGISLATION/JURISDICTIONAL DEVELOPMENT

- Allocates Jurisdictional Responsibility

- Development of Legislation

- Development of Policies

- Development of Programs

- Setting Strategic Directions\Objectives

- Standards for Service\Provincial

PLANNING AND DEVELOPMENT

- Within Legislative Frameworks

- Within Healthy Communities Framework

- Official Plan

- Strategic Plans

- Service Plans

- Facilitating Development to Meet Planning Goals and Objectives

SERVICE MANAGEMENT

- Works Within Legislative Framework

- Decision Making Authority
  - quality service
  - quantity services

- Setting Goals, Objectives and Priorities for Service

- Developing Local Policy and Program Design

- Determining Means of Service Delivery

- Planning for Operations and Resources - Setting Priorities - Making Allocations

- Establishment, Control, Monitoring Operating Standards

- Ensuring Efficient Effective Delivery

DELIVERY

- Accountable to Service Manager

- Day to Day Provision of Specific Services to Clients

UTILIZING THE FRAMEWORK

Assess Child Care Roles Against

- Foundation - Healthy Communities

- Principles

- Mandates

- Guidelines

Reach Consensus on the Municipal Involvement in Child Care.

RESPONSIBILITY FOR CHILD CARE SERVICES

ROLE/FUNCTION	PROVINCIAL RESPONSIBILITY	MUNICIPAL RESPONSIBILITY	COMMUNITY RESPONSIBILITY
Legislation\Policy Jurisdictions			
Planning and Development			
Systems Management			
Delivery			
Funding			

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ASSESSING THE MUNICIPAL ROLE IN CHILD CARE

	Meet Healthy Community Goal		Meet Principles		Meet Mandates	Meets Guidelines				
	YES	NO	YES	NO		1	2	3	4	5
Legislation/Policy Role										
• Overall Legislation and Regulations	no consensus		no consensus		no					
• Policies Related to Regulations - Licensing - Needs Testing	no consensus		no consensus		no					
Planning/Development - Role										
• Establishment of Level of Need for child care	Yes		Yes		Yes	x	x	x	x	X
• Facilitating Community Planning for Child Care	Yes		Yes		Yes	x	x	x	x	x
• Facilitating the development of an Implementation Plan	Yes		Yes		Yes	x	x	x	x	x
• Facilitating coordination of child care services with other relevant areas\social services, health, education, recreation	Yes		Yes		Yes	x	x	x	x	x
• Facilitating the Development of Local Community Based Programs	Yes		Yes		Yes	x	x	x	x	x
• Facilitating the Development of more child care programs and options	Yes		Yes		Yes	x	x	x	x	x
• Promoting quality child care	Yes		Yes		Yes	x	x	x	x	x
Service Management - Role										
• Coordination of service section\service planning	Yes		Yes		Yes	x	x	x	x	x
• Income Redistribution-Administration of the subsidy system	no consensus		no consensus		no consensus					
• Supports to operators - licensing and Inspection - purchasing\monitoring child care spaces - training and education	no consensus		no consensus		no consensus					

	Meet Healthy Community Goal	Meet Principles	Meet Mandates	Meets Guidelines				
• Supports to families - case coordination and supports for families and children - public information re: child care	Yes	Yes	Yes	x	x	x	x	x
Delivery - Role • Operation of Family Resource Centre	No Consensus	No Consensus	No Consensus					
• Operation of child care programs	No Consensus	No Consensus	No Consensus					
• Operation of licensed PHDC\Agency	No Consensus	No Consensus	No Consensus					
• Provision of service to children with special needs	No Consensus	No Consensus	No Consensus					
Funding-Role • Capital Funding	Yes	Yes	No	no	no	no	no	no
• Operating Grants (Wage Enhancement)	No	No	No	no	no	no	no	no
• Operating or resource centres	No Consensus	No Consensus	No Consensus					
• Administration of operating grants	No Consensus	No Consensus	No Consensus					
• Administration of subsidy	No Consensus	No Consensus	No Consensus					
• Administration of licensing	No Consensus	No Consensus	No Consensus					
• Subsidies for children\information need	No Consensus	No Consensus	No Consensus					
• Subsidies for children with special needs	No Consensus	No Consensus	No Consensus					
• Resourcing children with special needs	No Consensus	No Consensus	No Consensus					
• Planning and development	Yes	Yes	Yes	x	x	x	x	x

- Should Plan and Develop - Promote Healthy Communities
- Should Manage, Fund, Delivery Where Appropriate - Public Goal - Quality of Life
- No Mandatory Basic Services - Essential Needs
- No Legislative Responsibility
- Preserve Voluntary Funding

FRAMEWORK - DETERMINING THE MUNICIPAL ROLE IN HUMAN SERVICES

Introduction

- Role of municipalities is in question.

- There has been a continuous struggle over the Municipal Role in Human Services discussed in various papers related to disentanglement and reform of child care.

- It seems that the role for municipalities in Human Services is being dealt with outside of any process considering the Municipal Role in Human Services and in a non-integrative way. In fact, the current leaked cabinet submission confirms this as does the child care management framework and the actions currently being undertaken by the area office of the Ministry of Community and Social Services.

- Municipalities have responded to provincially driven consultation processes, but these appear to have gone unnoticed. This paper is intended to be a more pro-active vision document outlining specifically the municipal role in child care.

- The role the municipality has in child care must be rationalized. It is important that this be done considering the boarder picture of the municipal role within the Human Service area and within the overall role that municipalities play in their community. This document supports the need for coordinated human service and land use planning. The end goal being healthy communities. Healthy communities are economically vital and thriving environments. These are communities where social equity and social development are promoted by integrating relationships among people, jobs, social and institutional infrastructure and the built environment. Therefore, the need to look at the role of the municipalities in Human Services including child care within this framework.

- The purpose of this paper is to develop a framework that will assist in determining the role of the municipality in human services and then to apply the framework to the area of child care.

- The framework is a way of ensuring a set of items are covered in the process of determining the role:

    - Goal
    - Principles
    - Mandate
    - Criteria

The Foundation: Healthy Communities

• This framework is based on the foundation of Healthy Communities.

• The literature is clear that Healthy Communities will only be developed with local political involvement, and in an environment that supports community participation. Further, the responsibility for integrated planning and development at the local level is a key to success.

• The document from the Greater Toronto Area Planning Group supports the concept of local community planning and development and states: "planning must be seen from the perspective of people as individuals together in communities. In other words, the goals of planning must be in terms of human and social development, goals about the development of people as individuals in society".

• The Sewell Commission in its report "Planning and Development Reform in Ontario" also supports planning as a mechanism to foster economic, cultural, physical and social well being. This document encourages co-operation and co-ordination among differing interests.

• The Strategic Plan currently in place for the Ministry of Municipal Affairs states "we need a strong partnership where municipalities are involved in the policy making and planning of services."

• The Premier's Council on Health, Well Being and Social Justice in their report entitled "Our Environment and Health" endorsed a broad definition of healthy environments and recognized that economic, social, cultural, physical and psychological environments affect individual health and well being. This document recommends a new approach to community planning that can focus on the inter-relationship of various systems within communities. One strategy is to:

  - "Improve the physical environment by integrating land use, human services and transportation planning."

• PMSSR speaks to the necessity for a community based planning process. It recommends that municipalities be responsible for preparing a community social services plan. It states "the planning role should fit well within the Community Development Focus of the municipal section".

• Municipalities are living, breathing, changing complex organisms that too often are considered as only an economic entity. Municipalities are players in promoting and maintaining health and have an unique capacity to implement

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ecological health plans.

- A Healthy Community is defined by Hancoch and Duhl is one: "that is continually creating and improving those physical and social environments and expanding these community resources which enable people to mutually support each other in performing all the functions of life and in developing to their maximum potential".

- The healthy community is defined by a process not just an outcome. The healthy community should strive to provide:

  - a clean safe physical environment
  - a stable ecosystem
  - a strong mutually supportive community
  - a high degree of participant control by people over decisions
  - the meeting of basic needs (food, water, shelter, income, safety)
  - access to a wide variety of experiences and resources
  - a diverse vital and innovative economy
  - encouragement of connections with past, cultural and biological heritage
  - a form that enhances the preceding characteristics.

- One mechanism to support the development of a Healthy Community is Co-ordinated Land Use and Human Service Policy. This can be done through the Official Plan Process which is developed with considerable public participation. By including goals related to the human/people side of development in the Official Plan, we are then able to move the planning from being completely land centred to be land and people centred. Municipalities are the key player in supporting the development of municipalities from a people perspective.

- The overall goal then of this framework is to promote the development of Healthy Communities.

Principles

- In trying to sort out roles, it is important to have principles or beliefs to guide the decision making process. Principles provide a mechanism to ensure the services are developed in a way that will meet the needs of the community.

- The following are the principles developed for the Human Services Sector:

  - The belief that clients and communities should be the

3

main focus of the Human Service System.

- The belief that the Human Service System should be responsive and respectful to community and individual diversity

  - cultural
  - rural/urban
  - special needs.

- The belief that the Human Service System should reflect a shared public responsibility.

- The belief that the Human Service System should be open, responsive, accountable and cost effective to the consumer and public at large.

- The belief that the Human Services System should have the ability and capability to be integrative and co-ordinated.

- The belief that the Human Service System should ensure quality and be accessible.

Mandates of Local Government

- The framework utilizes the traditional mandates of local government in the decision making process. The mandates/ functions have been in place for many years and, in fact, the majority of these formed the base of the establishment of local government in Canada. Local government in Canada originally collected taxes, developed roads, provided animal control, provided courts and jails, dealt with sanitation (public health), provided education, provided welfare and provided policing. Land use planning and development came a little later. Still other functions were added related to preservation of families and recreation. Local government was an effort to have local democracy and allow individuals to have a say and participate in the development of their community. The other senior levels of government were seen as remote and could not deal with urbanization and population growth.

  The current mandates identified to lead us into the future are:

  - Infrastructure
    - roads
    - sewers
    - water

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- land fill, etc.

-       Transportation Services
        - regulate taxis
        - busing, etc.

-       Maintaining Quality of Life
        - GWA
        - family counselling
        - child care, etc.

-       Housing

-       Education

-       Leisure Activities
        - recreation
        - museums
        - zoos
        - parks, etc.

-       Public Community Health
        - prevention of communicable diseases
        - health promotion
        - environment
        - property standard etc.

-       Planning and Development
        - land use
        - human service planning

-       Economic Vitality and Development
        - retail/commercial/industrial/agricultural/service
          sector
        - employment

-       Safety and Promotion
        - enforcement
        - inspection
        - standards
        - by-laws
        - policing
        - fire, etc.

Decision Making Criteria for Local Government Involvement

The framework utilizes certain criteria.   These criteria are
included because it is felt there are certain thoughts currently in
place in the environment that must be considered. The criteria are
developed from current themes that appear to be emerging in an

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informal way.

No Legislative Responsibility

- The province should maintain control of the legislative (see Appendix 1 for definition) and global policy framework and clearly articulate those policy areas it wishes to exercise control over by developing minimum standards.

No Mandatory Basic Services - Essential Needs

- The local government should <u>not</u> manage or fund <u>mandatory</u> basic services or functions that <u>must</u> be applied <u>without any</u> local discretion:

    i.e. - income re-distribution programs and services
        - health care services and programs
        - institutional care.

Should Plan and Develop - Promote Healthy Communities

- Municipalities should have an overall planning role for all social services regardless of whether they are provincially managed, funded and delivered to ensure comprehensive planning for all human services that are integrated with physical infrastructure.

- In order to promote Healthy Communities, preserve local democracy and encouraged citizen participation, the local government should have the overall <u>responsibility</u> for <u>local community planning and development</u> of all human services. Community input and involvement in policy development, planning, priority setting and decision making are essential to this model.

- Through this coordinated approach the system is able to represent all local community interests to senior levels of government through one voice.

- This provides linkages with community agencies, advisory groups and consumer groups.

Should Manage, Fund and Deliver Services that Enhance the Overall Quality of Life and Promote the Public Good

- These services are beyond those defined as essential basic needs.

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- The system should promote service equity and administrative efficiencies and cost effectiveness.

- Programs which complement each other should be managed, funded and delivered from one source to promote service access and cost effectiveness. In order to ensure some level of service equity across municipalities, minimum provincial standards should be established.

- This guideline promotes local integration and co-ordination of social services with related programs.

- Concepts such as economies of scale, spillovers, need for unity versus local co-ordination should be considered.

- Should promote linkages and alliances with the private sector. Public-private sector partnership are important in government.

- The services need to be free of barriers and responsive to the community.

- The system needs to promote linkages with community agencies advisory groups and consumer groups.

Application of the Framework

- If the framework is applied then we can conclude:

- The Province should always have the role to develop legislation, strategic policy and establish minimum levels of services. Within this area global planning and development is necessary.

- The Municipality should always have the responsibility for managing the role of planning and development functions at the local level. This should be funded locally.

- Basic mandatory services should be service managed by the Province - funded provincially (Planning and Development within the provincial framework should still take place at the local level).

- Services that promote quality of life for the overall public good and preserve individual and family functioning should be managed municipality - funded locally.

- In order to promote limited entanglement, the level of government responsible for the service or function is responsible for management and the funding of it.

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- This province is diverse. This model promotes Healthy Communities and seeks out the best alternative to promote this concept.

- Flexibility and local variations across Ontario are acceptable and different delivery models make sense in a province with diverse communities, however municipalities have a right to define their roles and responsibilities in service provision.

- Some municipalities may not want or be able to carry out that is deemed to be a local government function. Municipalities should always be given the right of first refusal for the management of the system. If the municipality chooses not to take on a responsibility it should still contribute financially.

- The province and the municipality may carry out their responsibilities either directly or through an arrangement with another body or organization. Therefore, the Province who may have responsibility for managing the function may enter into an arrangement with the municipality or community agency for delivery of a particular function, or the municipality may enter into an arrangement for the delivery of functions with another community agency. (This framework may also be helpful in helping the municipality decide what it may or may not deliver on behalf of the province).

- Therefore, there could be two rationales for local delivery. First, if the municipality is responsible for service management. Second, if the province is responsible for management and funding, but it makes sense that the services should be provided locally under contract with the municipality.

- In considering this area:

  - Fiscal neutrality is a key to the success of the model. This concept assumes both levels of government have financial responsibility for the human services. Once all responsibilities are re-arranged according to this framework there should not be a financial windfall nor financial disadvantage to either level of government.

- In order to promote the concept of limited entanglement, this document promotes unconditional human services grants which would act as an equalization grant across municipalities and determined by a formula which relates to demographics and necessary human services with a municipalities ability to pay. In the case that the municipality decides not to take on what is their responsibility, the same process could be used to allocate funds to the province. The process of Human Services Planning and Service Planning would be useful in pursuing this

model.

- What needs to be determined then is what level of government is responsible for the management and funding of particular functions. The framework is to be used as a tool for this process.

- For child care the functions are outlined in Appendix 2 of the document. As can be noted, there is currently significant overlap between the province and the municipality. In some areas of the province, one level of government may have clearly taken on various roles, but there is no consistency or rationale for differences. Further, there is often duplication.

- Currently there is significant entanglement between the province and the municipality as it relates to child care. The system, as it is now, causes confusion within the community. Further, there is significant amount of the time spent negotiating and rationalizing provincial and municipal roles and funding.

- Appendix 3 is a blank form to utilize in the determination of provincial/municipal responsibility.

Limited Entanglement

- One level of government is responsible for management funding and delivery of a particular function (see Appendix 1 for definitions).

- i.e. Either the province pays 100% or the local level pays 100%. However, the local level may deliver a service that the province is responsible for managing and funding. The determination of the delivery agent should depend on what makes sense from a client access and planning and development perspective, as well as, related services delivered from a single source e.g. one stop shopping.

- This promotes the "pay to say" concept whereby the level who manages also pays for the function and is responsible to ensure the service delivery.

- Conditional grants or cost sharing formulas should not exist program by program within the major service areas. Rather, the Province should provide an overall Human Service (Social Service) unconditional grant which would act as an equalization grant across municipalities and determine by a formula which relates demographics and necessary human services with a municipality's ability to pay (i.e. economic vitality).

9

Legislation

- Allocates Jurisdictional Responsibility

- Development of Legislation

- Development of Policies

- Development of Programs

- Setting Strategic Directions/Objectives

- Standards for Service/Provincial

Management

- Works within Legislative Framework

- Decision Making Authority
  - quality service
  - quantity services

- Setting Goals, Objectives and Priorities for Service

- Developing Local Policy and Program Design

- Determining Means of Service Delivery

- Planning for Operations and Resources - Setting Priorities -
  Making Allocations

- Establishment, Control, Monitoring Operating Standards

- Ensuring Efficient Effective Delivery

Delivery

- Accountable to Service Manager

- Day to Day Provision of Specific Services to Clients
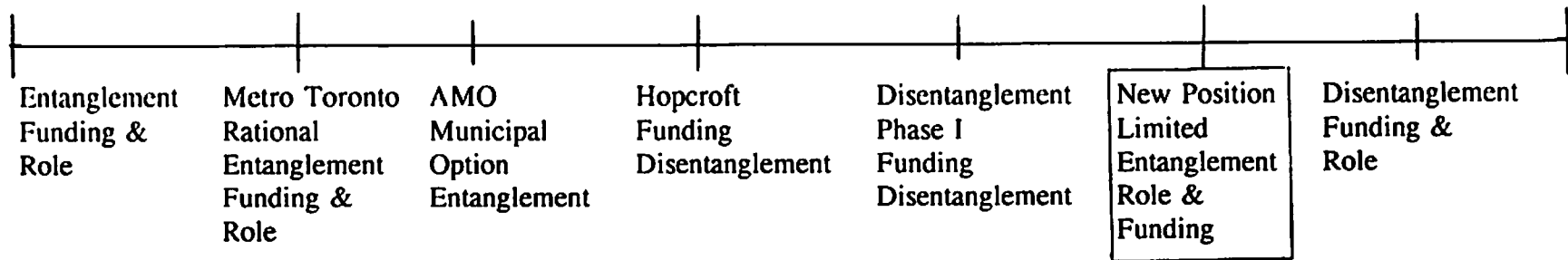
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MANAGEMENT RESPONSIBILITY FOR CHILD CARE SERVICES
CURRENT

FUNCTION	PROVINCIAL - MANAGEMENT RESPONSIBILITY	MUNICIPAL - MANAGEMENT RESPONSIBILITY
• Overall Legislation and Regulations	X	
• Regulations & Policies - Licensing - Needs Testing	X	X
• Establishment of Level of Need for Child Care	X	X
• Facilitating Community Planning for Child Care - include full spectrum	X	X
• Facilitating the development of Child Care Implementation Plan	X	X
• Facilitating coordination of child care services with other relevant areas\social services, health, education, recreation	X	X
• Ensuring child care planning is incorporated into Human Services Planning and linked to Economic Development and Land Use Planning	X	X
• Facilitating the development of Local Community Based Programs - to include a child care centre	X	X
• Facilitating the development of more child care programs and options	X	X
• Promoting quality child care	X	X
• Coordination of service sector/service planning	X	X
• Administration of the subsidy system		X
• Supports to operators - licensing and inspection - purchasing/monitoring child care spaces - training and education	X X	 X X
• Supports to families - case coordination and supports for families and children		X

FUNCTION	PROVINCIAL - MANAGEMENT RESPONSIBILITY	MUNICIPAL - MANAGEMENT RESPONSIBILITY
• Information and Education re: child care	X	X
• Delivery of Family Resource Centres	X	
• Delivery of child care programs	X	X
• Services to children with special needs		X
• Capital development and funding	X	
• Operating Grants (Wage Enhancement)	X	
• Informal Child Care Network	X	X

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MANAGEMENT RESPONSIBILITY FOR CHILD CARE SERVICES
REVISED

FUNCTION	PROVINCIAL - MANAGEMENT RESPONSIBILITY	MUNICIPAL - MANAGEMENT RESPONSIBILITY
• Overall Legislation and Regulations		
• Regulations & Policies - Licensing - Needs Testing		
• Establishment of Level of Need for Child Care		
• Facilitating Community Planning for Child Care - include full spectrum		
• Facilitating the development of Child Care Implementation Plan		
• Facilitating coordination of child care services with other relevant areas\social services, health, education, recreation		
• Ensuring child care planning is incorporated into Human Services Planning and linked to Economic Development and Land Use Planning		
• Facilitating the development of Local Community Based Programs - to include a child care centre		
• Facilitating the development of more child care programs and options		
• Promoting quality child care		
• Coordination of service sector/service planning		
• Administration of the subsidy system		
• Supports to operators - licensing and inspection - purchasing/monitoring child care spaces - training and education		
• Supports to families - case coordination and supports for families and children		

FUNCTION	PROVINCIAL - MANAGEMENT RESPONSIBILITY	MUNICIPAL - MANAGEMENT RESPONSIBILITY
• Information and Education re: child care		
• Delivery of Family Resource Centres		
• Delivery of child care programs		
• Services to children with special needs		
• Capital development and funding		
• Operating Grants (Wage Enhancement)		
• Informal Child Care Network		

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CATEGORICAL GROUPING FOR ROLE FUNCTIONS

Legislation

- Allocates Jurisdictional Responsibility

- Development of Legislation

- Development of Policies

- Development of Programs

- Setting Strategic Directions/Objectives

- Standards for Service/Provincial

Planning and Development

- Works within Legislative Framework

- Integrates Physical Services with Social, Cultural, Recreational and Economic Objectives

- Co-ordinated and Linked to Related Services

- Develop Strategic and Implementation Plan

- Facilitates Development Consistent with Plan

Delivery

- Accountable to Service Manager

- Day to Day Provision of Specific Services to Clients

w:\append.3

RESPONSIBILITY FUNCTIONS

Management

- Works within Legislative Framework

- Decision Making Authority
  - quality services
  - quantity services

- Setting Goals, Objectives and Priorities for Service

- Developing Local Policy and Program Design

- Determining Means of Service Delivery

- Planning for Operations and Resources - Setting Priorities - making Allocations

- Establishment, Control, Monitoring Operating Standards

- Ensuring Efficient Effective Delivery

Funding

- Funding Either in Part or Full the Particular Function

- Allocation of Funding Related to a Particular Function.

- Funding Priorization Related to Areas of Responsibility and the Overall Goal of a Healthy Community.

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MANAGEMENT/FUNDING RESPONSIBILITY FOR CHILD CARE SERVICES
CURRENT

ROLE -FUNCTION	RESPONSIBILITY FUNCTIONS	
	PROVINCIAL - RESPONSIBILITY	MUNICIPAL - RESPONSIBILITY
● Overall Legislation and Regulations - - Global Policy Direction - Minimum Standards - Jurisdiction	X	
● Regulations & Policies - Licensing - Needs Testing	X	X
● Establishment of Level of Need for Child Care	X	X
● Facilitating Community Planning for Child Care - include full spectrum	X	X
● Facilitating the development of Child Care Implementation Plan	X	X
● Facilitating coordination of child care services with other relevant areas\social services, health, education, recreation	X	X
● Ensuring child care planning is incorporated into Human Services Planning and linked to Economic Development and Land Use Planning	X	X
● Facilitating the development of Local Community Based Programs - to include a child care centre	X	X
● Facilitating the development of more child care programs and options	X	X
● Promoting quality child care	X	X
● Coordination of service sector/service planning	X	X
● Administration of the subsidy system		X
● Supports to providers of service - licensing - monitoring and support to centres - training and education	X X	 X X

| | RESPONSIBILITY FUNCTIONS | |
ROLE -FUNCTION	PROVINCIAL - • RESPONSIBILITY	MUNICIPAL - • RESPONSIBILITY
• Supports to families - case coordination and supports for families and children		X
• Information and Education re: child care	X	X
• Family Resource Centres	X	
• Services to children with special needs		X
• Capital development and funding	X	X
• Operating Grants (Wage Enhancement)	X	
• Informal Child Care	X	X

• Management and Funding Responsibilities

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MANAGEMENT/FUNDING RESPONSIBILITY FOR CHILD CARE SERVICES
CURRENT

ROLE -FUNCTION (SERVICES)	PROVINCIAL - RESPONSIBILITY	MUNICIPAL - RESPONSIBILITY
	RESPONSIBILITY FUNCTIONS	
• Overall Legislation and Regulations - - Global Policy Direction - Minimum Standards - Jurisdiction	X	
• Regulations & Policies - Licensing - Needs Testing	X	
• Establishment of Level of Need for Child Care		X
• Facilitating Community Planning for Child Care - include full spectrum		X
• Facilitating the development of Child Care Implementation Plan		X
• Facilitating coordination of child care services with other relevant areas\social services, health, education, recreation		X
• Ensuring child care planning is incorporated into Human Services Planning and linked to Economic Development and Land Use Planning		X
• Facilitating the development of Local Community Based Programs - to include a child care centre		X
• Facilitating the development of more child care programs and options		X
• Promoting quality child care		X
• Coordination of service sector/service planning		X
• Administration of the subsidy system	X	
• Supports to providers of service - licensing - monitoring and support to centres - training and education	X	X X

		RESPONSIBILITY FUNCTIONS	
•	Supports to families - case coordination and supports for families and children		X
•	Information and Education re: child care		X
•	Family Resource Centres		X
•	Services to children with special needs		X
•	Capital development and funding	X	
•	Operating Grants (Wage Enhancement)	X	
•	Informal Child Care		X

∘ Management and Funding Responsibilities