



REPORT TO

**CORPORATE SERVICES, STRATEGIC  
PLANNING AND PROPERTY  
COMMITTEE**

**FEASIBILITY OF BOARD-OPERATED EXTENDED  
DAY/ BEFORE AND AFTER SCHOOL PROGRAMS**

*"All your children will be taught by the Lord, and great will be their peace." Isaiah 54:13*

Created, Draft	First Tabling	Review
March 26, 2018	April 12, 2018	Click here to enter a date.

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**RECOMMENDATION REPORT**

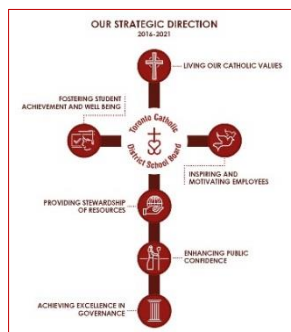
**Vision:**

*At Toronto Catholic we transform the world through witness, faith, innovation and action.*

**Mission:**

*The Toronto Catholic District School Board is an inclusive learning community uniting home, parish and school and rooted in the love of Christ.*

*We educate students to grow in grace and knowledge to lead lives of faith, hope and charity.*



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## **A. EXECUTIVE SUMMARY**

This report recommends the continuation of existing practices in securing third party agencies to operate Extended Day/Before and/or After School Programs (EDP/BASP) within the Toronto Catholic District School Board.

This report also recommends consideration of various Board operated Extended Day/Before and /or After School Program models and options for possible future implementation.

*The cumulative staff time required to prepare this report was 20 hours*

## **B. PURPOSE**

1. On January 18, 2018 Trustees requested that staff submit a report on the “feasibility of providing before and after school programs on an extended day using the TDSB model”.

## **C. BACKGROUND**

1. On April 27, 2010, Bill 242, “The Full Day Early Learning Statute Law Amendment Act, 2010” was passed. In Memorandum 2010: EL6: it states that:  
*“At full implementation, full day early learning will be a seamless and integrated program delivered by school boards. With school boards directly operating extended day programs for four and five year olds, current relationships with third party providers serving that age group will need to change.” (p.2)*  
*“The legislation permits boards to operate extended day programs for children ages six to 12...(albeit) The new section 259 of the Education Act confirms that school boards may enter into agreements with third party service providers to operate programs for this age group.”(p. 3)*
2. In 2010, the GTA School Boards, including TCDSB, met to discuss the above and unanimously recommended that EDP/BASPs for children from the ages of 4 – 12 be contracted to qualified non-profit, licensed, third party child care agencies. The Ministry of Education, Early Learning Division was provided with this decision.

3. After extensive review, GTA School Boards determined that there did not exist an adequate board infrastructure to manage EDP/BASP fee collection, wait lists, registrations, supervision, and program planning. Licensed child care agencies had this expertise and were already providing the services successfully.
4. Third Party Licensed Child Care Agencies also submitted their concerns to the Ministry of Education and requested to continue to offer and expand their EDP/BASP services for children from the ages of 4 – 12 in schools.
5. As a result of the comprehensive input from Ontario school boards, Bill 173, Schedule 10, of “The Better Tomorrow for Ontario Act (Budget Measures) 2011, amended the Education Act to permit school boards to enter into agreements with third party operators to operate EDP/BASP for JK/SK at Full Day Early Learning Kindergarten schools. At this time, 4% of Ontario school boards decided to directly operate the EDP/BASP. These included Waterloo Catholic DSB, Waterloo Region DSB, Ottawa Catholic DSB, and Ottawa Carleton DSB.
6. In December 2014, the Child Care Modernization Act, 2014 was enacted to replace the outdated Day Nurseries Act with the “**Child Care and Early Years Act, 2014 (CCEYA)**” as the new legislative framework governing child care and early years in Ontario.
7. In May 2016, The Education Act was amended to Regulation 221/11: Extended Day and Third Party Programs to establish a framework to support an integrated approach for the provision of before and after school programs for 4 – 12 year olds.

Section 259 (1) 2.(1) states that every board shall, in every elementary school of the board operate an extended day program or ensure the operation of a third party program for pupils of the board enrolled in junior or kindergarten.

Section 259 (1) 2.(1.1) states that every board shall, beginning in the 2017-2018 school year in every elementary school of the board, operate an extended day program or ensure the operation of a third party program for pupils who are enrolled in grades 1 to 6.

Part III (3) states that consultation shall be for the purpose of assisting the board in determining the demand and viability in each school for the programs or portions of programs and the projected enrolment.

Part IX (260.1) states that in accordance with the regulations, every school board shall charge fees to parents of students enrolled in school board operated programs to recover costs incurred by the school board. These fees are to also incorporate costs associated with accommodating students with special needs.

8. In 2017, TDSB conducted an environmental scan of BASP. Based on the results, their recommendation was approved for a “phased-in implementation of a mixed model of before- and after- school care programs comprised of the following components to be implemented: Authorized Recreation, existing third-party operators of licensed child care and board-operated Extended Day Programs (EDP). EDPs will not voluntarily displace third party operators from their current locations.” TDSB: Results of Environmental Scan Regarding Models of Before-and After-School Programs (pg. 59/60).
9. A board-operated Extended Day Program (EDP) is a fee based program for children from JK to Grade 6 that provides a seamless day, integrating the before- and after- school child care and the core school day programs. EDPs take place in classrooms staffed by the school employees, such as Early Childhood Educators (ECEs) responsible for school programming throughout the school day.
10. The sample Extended Day model proposed by TDSB is based on two ECEs sharing a per day schedule. The schedule would be comprised of ECE #1 from 6:45 a.m. to 1:15 p.m. and ECE #2 from 11:00 a.m. to 6:15 p.m.

## **D. EVIDENCE/RESEARCH/ANALYSIS**

1. Each year since 2010, aligned with the introduction of Full Day Kindergarten, Extended Day Before and After School Program surveys have been made available to TCDSB parents of Kindergarten children. (Appendix A)
2. In January 2016, an online survey was introduced and imbedded within the Student On-Line Application for Registration (SOAR) for all JK registrants. Paper surveys were also made available.

3. In January 2017, the online and paper EDP/BASP Kindergarten Surveys were available to families. In addition, an online and paper survey was made available to parents of 6 – 12 year olds to indicate interest in BASPs, as well as, their preference for after school recreation programs as an alternative to licensed BASPs. (Appendix B)
4. In 2005, TCDSB had 42 licensed BASPs. In 2018, in 123 Elementary Schools there are:
  - 159 licensed EDP and BASP programs (Kindergarten and School Age);
  - 16 After School Recreation Care (ARC) programs; and
  - 19 Recreation After School programs (Appendix C)
5. Approximately 75% of our TCDSB elementary schools have some form of before and/or after school program available. Programs have been opened in all schools that have shown sufficient demand via the TCDSB Before and After School surveys.
6. In some schools, unlicensed recreation programs have opened to serve the needs of families. These programs operate after school and on instructional days only. Licensed before and after school programs normally operate 12 months of the year, including PD days, breaks and the summer.
7. The 42 TCDSB elementary schools without any type of before and after school programs have been surveyed along with all other schools over the past 8 years but have not shown sufficient demand for a viable before- and after-school program to open.
8. A viable licensed before- and after- school Kindergarten program requires a minimum of 20 children registered for both before and after school; a viable before and after school School-Age program requires a minimum of 25 children registered for both before and after school. These programs operate on a cost-recovery basis. Thus, incoming fees pay for all costs including staff compensation, operational costs, materials, toys and equipment.
9. To date TCDSB has been successful in securing third party operators to operate EDP/BASPs in every school where there has been sufficient registrants. We have also been successful in expanding existing programs to accommodate increased enrolment.

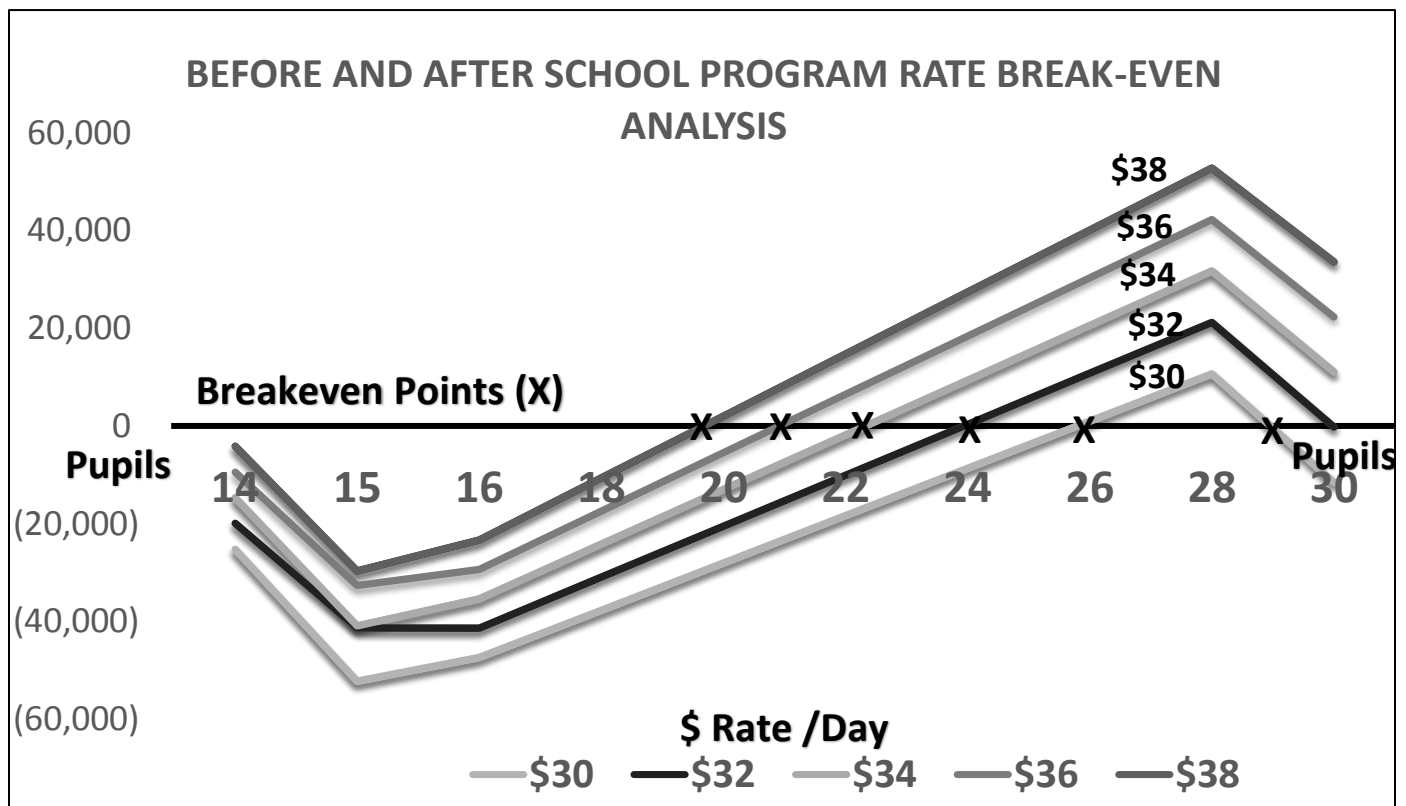
10. Insufficient demand to open EDP/BASP programs at the 42 elementary schools may be attributed to:

- School enrolment is low thus not enough children to generate a program.
- Parents prefer care from extended family, friends or neighbours.
- A community child care is available in the vicinity of the school.
- Children may be bussed to a child care in the area.
- Children are in licensed or unlicensed home child care.
- Children are involved in private/community based sports or arts programs.
- Parents do not qualify for income based fee subsidies and cannot pay the full fee licensed child care rates.

## **E. METRICS AND ACCOUNTABILITY**

1. TCDSB Early Years staff is in the process of reviewing the EDP/BASP survey results which were collected centrally by Information Technology (online surveys) and by Child Care Services (paper surveys). The survey completion deadline was February 16, 2018.
2. At school sites where surveys indicate sufficient demand based on the Board minimums, third party agencies will be contacted and registration nights will be held to confirm commitment in order for programs to open.
3. To date, the existing third party model has been effective in meeting parent demand based on viability. Third party non-profit child care agencies have also contacted TCDSB to indicate their interest to start a new EDP/BASP program or to expand their existing program. In conjunction with this, TCDSB will continue to evaluate board-operated EDP/BASP models for future consideration.
4. As per the Education Act and its regulation (Part IX.1:260.1.1) every school board shall charge fees to parents of students enrolled in school board-operated EDP/BASPs to recover operating costs incurred by the board. Part of Regulation 221/11 requires that every Board determine a base daily fee and a base non-instructional fee for the next school year for a board operated EDP/BASP. The current TCDSB fee was calculated based upon requirements of Ontario Regulations 221/11 Part IV, Calculation of Fees.

5. Based upon the above, the fees determined by the Board for 2018/2019 are \$38.00/day for both Before and After School Programs; \$15.50/day for before school only program; \$22.50/day for the after school only program and \$71.00/day for non-instructional days.
6. For the 2018/2019 school year the range of fees for third party operators is: \$30.00 to \$38.00 for FDK BASP and \$22.50 to \$28.00 for Grade 1 to 6 BASP.
7. Business Services staff completed a break-even analysis considering the impact of varying class sizes in the range of 14 to 30, and its impact upon delivering the Before and After Extended Day Program in a cost recovery basis using varying daily fee rates. The below chart illustrates that each scenario considered in the break-even analysis will generate an operating loss, profit or break-even at varying class sizes. The daily rate that achieves the break-even point to the greatest extent and minimizes the risk of an operating loss is \$38/day.





The break-even analysis is based upon the following assumptions:

- An additional Designated Early Childhood Educator (DECE) is required for each increment of 15 students
- Each Before & After (B&A) Program is limited to 30 students
- DECE to Student ratio is 1:15
- Minimum of 2 staff are required to implement the program of which one must be a DECE
- B&A Extended Day Programs will operate from 7-9AM and 3-6PM
- B&A Programs must operate on a cost recovery basis pursuant to legislation

8. If the TCDSB were to directly operate EDP/BASPs the following factors would require in-depth investigation:

- Analysis of various models for Board-operated EDP/BASPs. The model would vary based on the age group and the program request. Staffing and fees would be directly impacted if the program were to run after school only versus before and after school. Factors to consider would include the adequate uptake of students to operate on break-even point and the risk of operating loss if students withdraw from the program mid-stream.
- Operational aspect of Non-instructional Days which includes PD days, breaks and summer. Sufficient administration and qualified supply staff would be needed to operate programs during these times. Based on demand there may be a need to amalgamate sites in order to make the programs viable.
- Under the provisions of the current ETFO local collective agreement governing Designated Early Childhood Educators, Human Resources is required to consult with the ETFO local executive to discuss the possibility of a Board-operated EDP/BASP.

This consultation would review various collective agreement articles that would affect their members' current working conditions with the introduction of new work shifts. As well, discussions would include the introduction of a **new job classification**; Early Childhood Assistant, into the collective agreement. TDSB had previously identified and included this job classification as part of their



bargaining unit.

The Board would need to prepare a draft job description/posting that describes the duties and expectations of the new role. Once EFTO accepts the new job, consultation would follow for pay scale considerations in conjunction with the current Designated Early Childhood Educator job role.

Increased recruitment opportunities would be required to attract a higher number of qualified Catholic Designated Early Childhood Educators, as current occasional staffing levels do not always support the daily fill rates for the current Early Learning program. Also, a new pool will need to be staffed to cover absences of the new classification.

***Currently the number of permanent DECEs is 422. There are 136 DECEs on the supply list with 56 in an LTO assignment. The average daily fill rate for DECE absences from September 5, 2017 to March 9, 2018 is 74%, meaning that an average of 26% of DECE absences are not filled on a daily basis. Given this data, the TCDSB would be challenged to provide additional DECEs to operate before and after school programs.***

- Allocation of central and local administration/management responsibilities and policies need to be determined in regards to program implementation such as registration, fee collection including NSF and reimbursement for withdrawal, emergency contingency plans, supply staff and custodial considerations.
- Union and Association consultations pertaining to adherence/variances to various collective agreement articles.
- In order for families, who qualify, to have their fee subsidy applied TCDSB must enter into a Purchase of Service Agreement with Toronto Children's Services. The final budget for a board operated EDP/BASP is subject to review and approval by Toronto Children's Services.
- Additional insurance coverage for board-operated programs.
- Any other factors which may arise.

## **F. STAFF RECOMMENDATION**

That the Board approve continuing the existing practice of securing third party agencies to operate Extended Day Before and/or After School programs within the Toronto Catholic District School Board and investigate Board-operated models for future consideration.