

2010: EL2

MEMORANDUM TO: Directors of Education

FROM: Jim Grieve
Assistant Deputy Minister

DATE: January 13, 2010

SUBJECT: Early Learning Program – Extended Day Component

I am writing to provide you with further information about the extended day component of the Early Learning Program (ELP). Planning for the extended day component will build on the ongoing success of the process to identify schools for implementation of the ELP in Year One. I would once again like to express my appreciation to boards, Consolidated Municipal Service Managers/District Social Services Administration Boards and Best Start Networks for their collaborative work during the site selection process.

It is noted that legislation will be required to authorize many of the measures outlined in this memorandum. The Minister intends to seek the legislative amendments needed to fully authorize such measures.

The information in this memorandum is provided to assist boards' planning should this legislation be passed.

A. EXTENDED DAY COMPONENT – PROGRAM, STAFFING, SUPERVISION

As described in **2009: B12**, the ELP includes a core component (for example, 9:00 a.m. to 3:30 p.m.) and an extended day component (for example, 7:00 to 9:00 a.m. and 3:30 to 6:00 p.m.). Where parents wish to enrol a child in the extended day component, the child may be enrolled in one or both parts (before and after school) of the extended day. The extended day component would be funded by revenue from parent fees, with some subsidies available for families based on financial need.

This extended day component would be a board program, delivered by employees of the board. This would provide a more integrated program model than wrap-around child care, which has children moving between programs and locations. Over the phase-in period, boards will need to make the transition from wrap-around child care programs offered in partnership with community organizations to the integrated, board-delivered model. Community-based partnerships can continue to play a role in serving other age groups and in meeting the needs of children outside the regular school year. The Ministry is committed to working closely with boards and their partners as they plan for this transition and to helping boards address any issues on a case-by-case basis.

The government expects that boards will offer extended day programming to all four- and five-year-olds in schools selected to implement the ELP. When children are registered for Junior Kindergarten and Kindergarten at ELP schools, it is expected that boards would also offer parents the option of registering children for the extended day component.

Boards that have the capacity and the parent demand are called upon to provide extended services at other times of the year for children age six to twelve years old. This could include PD days, holidays, and the summer.

Where there is sufficient parent demand and board capacity, school boards are called upon to provide extended services, for a reasonable fee, at other times of the year for four and five year olds under the guidance of the school year early childhood educators. This could include summertime, PD days, and statutory holidays.

However, priority access to the extended day component must be given to four- and five-year-olds enrolled in the core component in the school.

Governing Legislation and Program Documents

As a board program led by board employees, the extended day component would not be subject to the *Day Nurseries Act* or its licensing requirements. However, it should be noted that during the phase-in period of the ELP, where third party providers continue to provide wrap-around child care to four- and five-year-olds in schools, those programs will continue to be governed by and licensed under the *Day Nurseries Act*.

The core day program, delivered by a teacher-registered early childhood educator (ECE) team, and the extended day program, led by a registered ECE, would be complementary. Both will be supported by program documents. The Ministry is revising the current *Kindergarten Program*. This review is taking into account Ontario's Early Learning Framework, *Early Learning for Every Child Today*, as well as *Every Child, Every Opportunity*, a companion document to Dr. Pascal's report, *With Our Best Future in Mind: Implementing Early Learning in Ontario*. The Ministry will consult extensively with stakeholders and expects to have a draft program document ready for regional training of board teams in late April or May 2010.

The Ministry is also developing a program guide outlining how the extended day program would complement the core day program. Additional material will be developed for parents to use at home, should they choose not to enrol their children in the

extended day. This material will provide parents with guidance about complementary learning activities that they may wish to use with their children outside of the school day.

Extended Day Staffing

The extended day component of the ELP would be led by registered ECEs. As with the core day program, the ratio of staff to students would be 2:26. Where there are more than 13 children in an extended day program, a second adult must support the registered ECE in the delivery of the extended day component. This second adult would not be required to be a registered ECE (for example, a non-ECE “program assistant”), but there may be some additional training requirements for such individuals. Boards could choose to require all adults supporting the extended day component to be registered ECEs.

As noted, extended day programs would not be governed by the *Day Nurseries Act*, but the proposed ratios and staffing flexibilities for extended day are consistent with the rules used in the child care sector for the first two hours and the last two hours of the day.

Supervision Protocols and Operations

In addition to the basic ratio and qualification criteria outlined above, school boards have raised a number of questions about extended day staffing.

The Ministry will work with boards and stakeholders, including the Council of Ontario Directors of Education (CODE), the Council of Senior Business Officials (COSBO) and the principals’ associations, to identify and share best practices and approaches to ensuring sufficient staffing during the extended day hours, earlier operation of schools, and issues relating to the exercise and delegation of principals’ responsibility for schools during extended hours. The current and past experience of boards with school-based programs or child care centres that regularly operate for extended hours will be an important resource for this initiative.

The Ministry will share these best practices and protocols with the sector to help guide the successful implementation of the extended day component.

In addition, the Ministry will work with stakeholders to offer training for teachers, registered ECEs and administrators on best practices in the ELP at spring and summer institutes in 2010.

Transportation

Transportation related to extended day programs would be a parental responsibility.

B. FEES

An important aspect of the extended day would be the recovery of program costs through parent fees.

The charging and collection of fees for the extended day would be a board responsibility. Boards would be free to establish a service agreement or contract with another party or establish consortia or a similar mechanism for the purposes of fee collection and administration.

Boards would be responsible for setting extended day fees on a board-wide basis in accord with provincial policies, guidelines and requirements. The following general principles would apply to the setting of fees for the extended day program:

- Fees are intended to recover incremental costs associated with the extended day program;
- Fees must reflect a reasonable connection to the overall operating costs of the program;
- Extended day fees are not to be subsidized by other board revenues;
- Fees are not to be designed to raise additional resources to supplement other board revenues or offset school day costs;
- Fee setting is to be transparent.

The following key process requirements would apply to the setting of fees:

- Boards would be required to set fees annually and approve them through a regular, open meeting of the board;
- Boards would be required to publish fees for extended day programs on the board website;
- Prior to final approval, boards would be required to disclose proposed daily fees and fee calculations to the Ministry and their coterminous boards;

Boards would have the discretion to determine whether to charge a single fee for the extended day component or whether to set fee schedules for different sections (before school, after school or both) of the extended day.

While the Ministry does not plan to approve proposed board fees, the Ministry will review the fees proposed and collect data on them. If there are ongoing concerns with how fees have been set at the board level, the Ministry may recommend to the government that specific directions on fees be established in regulation.

Calculation of Daily Fees

It is proposed that boards would be required to calculate certain daily fee components in accordance with provincially-set guidelines and benchmarks. These would include:

- Benefits for ECEs – as 24.32 percent of salary, consistent with benchmarks under the 2009-10 Grants for Student Needs (GSN);

- Vacation and Statutory Holidays for ECEs – based on compensating ECEs for three week vacation and eleven statutory holidays during the school year, the provision for vacation and statutory holidays is set at 13.4 percent of salary and benefits;
- Professional Development for ECEs and staff related to extended day – as 2 percent of salary;
- ECE Supply Allowance for extended day – as 5 percent of salary to provide coverage when an ECE is sick;
- School Operations – as a per pupil amount derived from the GSN benchmark to cover cost of utilities and custodial expenses associated with operating for extended hours;
- Vacancy Allowance – up to 10 percent of the fee to address potential revenue fluctuations associated with children leaving classes over the course of a year (due to normal turnover in school enrolments)

Certain other components of the proposed daily fee calculation would be determined at the board level. These would include:

- Staff (ECE) wage levels– an hourly rate to cover ECEs who lead extended day programs and any non-ECE program assistants if boards choose to use them
- Program costs – an amount to address basic extended day program needs (for example, \$1-3 per day per child)
- Snacks – an amount to cover daily snack costs for extended day, if provided (for example, \$2 per day per child)
- Fee collection and administration costs based on arrangements made by Boards to collect and administer the fees (for example, internal administration costs, costs of fee collection contract)

Capital costs would not be recoverable through extended day fees.

A detailed example illustrating potential daily fee calculations appears in Appendix 1, which is attached to this memorandum. Once calculated on a daily basis, fees would be able to be converted to monthly or annual amounts.

The Ministry expects that these line items would constitute most of the costs of offering the extended day programs. The direction contained in this memo will assist boards in developing a draft daily fee schedule for their extended day program. Additional detail regarding fee calculation line items would appear in Ministry policies and guidelines, or regulations approved by the government.

Consistent with best practices and modern, efficient principles of controllership, boards would be encouraged to promote the use of electronic transactions to support payment of extended day fees, such as electronic funds transfers / pre-authorized debits and the use of pre-authorized credit card transactions.

Fee Subsidies

Currently, the subsidy system and wait lists for child care are administered by the 47 Consolidated Municipal Service Managers and District Social Services Administration Boards in Ontario. The subsidy administrator for extended day subsidies has not yet been determined. Final arrangement for subsidy administration for Fall 2010 will be the subject of discussions with the municipal sector, school boards and other community partners. The Ministry will provide additional information regarding subsidy administration as soon as possible.

With regard to subsidies eligibility and subsidy levels, the government's intent is to apply the current subsidy eligibility rules and income test to subsidies for extended day:

Eligibility Requirements

- Under the current requirements, parents in families in receipt of subsidy must be in training, working or an identified family or individual at risk.

Income Test

- Under the current income test, the amount a family pays for child care is a function of both the cost of care and a family's net income. For the purposes of extended day fee subsidies, extended day fees would be considered costs of care.
- Families with net incomes under \$20,000 annually are not expected to contribute to their child care costs and are eligible for full fee subsidy.
- Families with net incomes above \$20,000 but less than \$40,000 are expected to contribute 10 percent of net income to child care costs.
- Families with net incomes over \$40,000 are expected to contribute \$2,000, plus 30 percent of their net incomes over \$40,000.

C. PLANNING FOR YEAR TWO

While recognizing the efforts by boards and their partners during Year One implementation, it is also important to consider planning for Year Two. The Ministry acknowledges that many boards took steps toward identifying Year Two sites as part of the initial Year One site selection process.

With this in mind, boards are encouraged to begin a comprehensive review of their potential Year Two sites. Board plans for selecting Year Two sites should focus first on schools with sufficient and suitable space to offer the program before looking at schools that would require capital investments. The review should include identifying schools where the availability of space is limited, or non-existent and developing plans to create appropriate spaces for Early Learning at these schools. In areas where space is not available, the Ministry is committed to working with boards to identify the extent of the capital investment required to deliver the ELP in suitable classrooms.

The Ministry is aware that there are a number of boards throughout the province that may require capital investments to implement the second year of Early Learning due to

the lack of suitable space in schools. The Ministry recognizes that these boards require adequate time to plan, design and construct new spaces to meet Year Two targets.

The Ministry will provide further details over the coming weeks on the process that will be introduced for the formal Year Two site selection process as well as identifying schools that require capital funding investments to meet Year Two Early Learning implementation targets.

D. INFORMATION RESOURCES

Early Learning Education Officers are available in each Regional Office to assist you (see Appendix 2). They should be your first contact for further information about the ELP, including the extended day.

Inquiries by email may also be addressed at ELP_AJE@ontario.ca.

If you require further information, you may also contact:

ELP Policy and Program: Jill Vienneau
Director
Early Learning Policy and Program Branch
416-314-2190
jill.vienneau@ontario.ca

ELP Implementation: Pam Musson
Director
Early Learning Implementation Branch
416-314-8192
pam.musson@ontario.ca

The Ministry is grateful to you and all partners for your ongoing commitment to this important initiative. Implementing the extended day component to achieve an integrated Early Learning Program will continue to demand our shared focus on building capacity and working in partnership. The Ministry recognizes that provincial support is an essential part of this partnership, and we look forward to working with you in the coming year. Together, we will ensure that the Early Learning Program moves forward in ways that deliver the maximum benefits to Ontario's youngest students.

Jim Grieve
Assistant Deputy Minister

Copy: Consolidated Municipal Service Managers/District Social Services Administration
Boards Chief Administrative Officers
Early Learning Implementation Advisory Group
Ministry of Education, Executive Team
Darryl Sturtevant, Assistant Deputy Minister, Strategic Policy and Planning,
Ministry of Children and Youth Services
Nancy Matthews, Assistant Deputy Minister, Service Delivery, Ministry of
Children and Youth Services

APPENDIX 1: SAMPLE DAILY FEE CALCULATION

TABLE 1: Example of Fee Calculation

		DAILY FEE		
		Before School	After School	BEFORE + AFTER
		7:00 am - 9:00 am	3:00 pm - 6:00 pm	TOTAL
Benchmark	# Hours / day ->	2	3	5
	ECE / STAFF COSTS			
\$ 19.48	(a) Wage compensation	\$ 3.00	\$ 4.50	\$ 7.50
24.32%	(b) Benefits (including Pension contributions)	\$ 0.73	\$ 1.09	\$ 1.82
13.40%	(c) Vacation + Statutory Holidays	\$ 0.50	\$ 0.75	\$ 1.25
2.00%	(d) Professional Development	\$ 0.07	\$ 0.11	\$ 0.18
5.00%	(e) Supply ECEs for Extended day	\$ 0.22	\$ 0.32	\$ 0.54
	(1) ECE / STAFF COSTS (a+b+c+d+e)	\$ 4.52	\$ 6.77	\$ 11.29
\$ 0.60	(2) School Operations (Utilities, Custodial)	\$ 1.20	\$ 1.80	\$ 3.00
\$ 1.00	(3) Materials for Extended day	\$ 0.40	\$ 0.60	\$ 1.00
\$ 2.00	(4) Food / Snacks	\$ 0.80	\$ 1.20	\$ 2.00
	(A) ESTIMATED COST (1+2+3+4)	\$ 6.92	\$ 10.37	\$ 17.29
10.0%	(B) Vacancy Allowance (10% allowance)	\$ 0.69	\$ 1.04	\$ 1.73
2.0%	(C) Administration (Fee collection, etc)	\$ 0.14	\$ 0.21	\$ 0.35
	ESTIMATED FEE (A+B+C)	\$ 7.75	\$ 11.62	\$ 19.37

APPENDIX 2: REGIONAL EARLY LEARNING EDUCATION OFFICERS

Name	Contact Number	Location
Debra Hyland	705-725-7632	Barrie Regional Office
Carol-Lynne Oldale	807-474-2990	Thunder Bay Regional Office
Rod Peturson	519-667-2042.	London Regional Office
Moiria Sinclair	416-325-4149	Toronto & Area Regional Office
Jacques Torjman	613-225-9210 ext. 136	Ottawa Regional Office
Carmen Turcot	705-497-6897	Sudbury/North Bay Regional Office