



SUBJECT: Delivery of support services for people with disabilities participating in recreation programs

TO: Community Planning, Regulation & Mobility Cttee.

FROM: Recreation, Community and Culture

Report Number: RCC-05-23

Wards Affected: all

File Numbers: 915-01

Date to Committee: March 28, 2023

Date to Council: April 18, 2023

Recommendation:

Authorize the award of the contract for support services for people with disabilities, as a pilot program from May 1, 2023 to April 30, 2024, to Jodal Health Care Inc, 1315 Finch Avenue West, 300, Toronto, Ontario for \$125,314.18 inclusive of HST; and

Authorize the Manager of Procurement Services to issue a purchase order and/or sign any associated agreements pending the receipt of the required insurance from the bidder named above, subject to the approval of the Executive Director of Legal Services and Corporation Counsel, and approve the total cost of \$112,849.30 (net HST) to be funded as outlined in recreation, community and culture department report RCC-05-23; and

Authorize the Manager of Procurement Services to extend the contract for the term of the agreement subject to the conditions outlined in the RFP; and

Direct the Director of Recreation, Community and Culture to evaluate the success of this pilot program, for potential consideration of ongoing resourcing of support services to people with disabilities through a service provider as part of the 2024 Budget.

PURPOSE:

Vision to Focus Alignment:

- Building more citizen engagement, community health and culture

- Deliver customer centric services with a focus on efficiency and technology transformation

Background and Discussion:

Background

The Recreation, Community and Culture (RCC) department’s vision is to “enhance the quality of life for everyone, every day”. RCC is committed to providing opportunities for people with disabilities to participate in recreation and culture services. In alignment with the [Corporate Policy Recreation Services for Individuals with a Disability](#) and the [Framework for Recreation](#) we strive to reduce barriers and create an atmosphere where all residents feel safe, welcome, and are able to participate with dignity and respect. We strive to achieve this by sharing responsibility with community partners, working with external agencies, and by offering affordable program opportunities for the community to engage in.



Recreation Services Department Framework Summary

Vision	To Enhance the Quality of Life for Everyone, Every Day!					
Values	Everyone Has The Right To Play	Individual Well-Being	Sense of Belonging			
Principles	Fundamentals First	Inclusive	Shared Responsibility	Evidence Based	Complimentary	Affordability
Goals	Participation	Partnerships	Variety	Thriving Neighbourhoods	Utilization	Meaningful Engagement

Since March 2020, the Child, Youth and Family Team adjusted programming to meet COVID-19 regulations, address staffing challenges, and to accommodate community needs. In 2022, staff began a review of inclusion programs. This review entailed: gathering feedback from staff and the community, completing a SWOT analysis, doing a benchmark analysis, and looking at opportunities where we could enhance our service offerings. Based on the research and feedback, staff made some initial adjustments to diversity and inclusion programming:

- We began, and currently offer integrated camp programming for people with disabilities at a reduced ratio staff to participant ratio of 1:4. Staff will continue to offer 1:4 support in 2023.
- In the summer of 2022, based on staff availability, we provided 1:1 support to participants where it was identified that an individual may be more successful with a reduced staff to participant ratio. As a result, we were able to support 10 individuals in camp by offering them the right support to participate in a meaningful and safe way. The success of this trial model supports the need for an ongoing support model.
- In summer 2023, the program team is re-introducing full-day camps designed for people with disabilities between the ages of 10-14 and 15-21.

Furthermore, staff identified that while the City offers recreational programming that is inclusive for all residents, as recreation providers, we are not specialists in providing care to people with disabilities. In alignment with the [Framework for Recreation](#), the City would benefit from sharing responsibility with community partners that specialize in providing support to people with disabilities in a recreation and social settings. The City currently has various service delivery-partners and a good example of a successful partnership is the participant intake process led with the assistance of Community Living Burlington.

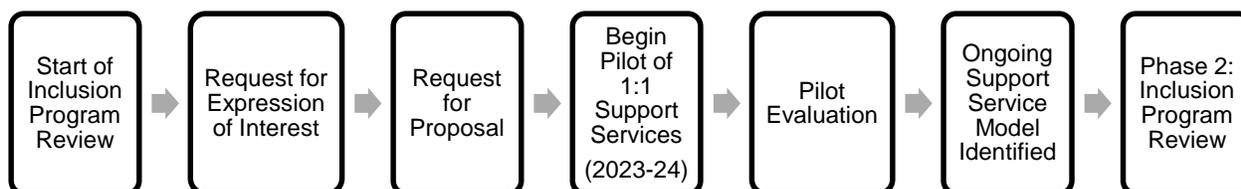
Strategy/process

Staff identified the desire to seek partnership opportunities to deliver inclusion programs. The City's objectives and goals in entering into a third-party service provider agreement are:

- Enhance the mental, physical and social wellbeing of families and the community by supporting participants in a recreation setting.
- Work with a program/service provider that specializes in working with people with disabilities to offer affordable, safe and inclusive program opportunities.
- Align with the City's Diversity, Equity and Inclusion Strategy and commitment to offer barrier free programs.

- Establishing a relationship with a partner that demonstrates commitment to the Halton Equity, Diversity and Inclusion Charter.
- The City of Burlington is a [HIGH FIVE®](#) Accredited Organization. HIGH FIVE® is a quality standard that is committed to assisting children along the path of healthy child development. As an accredited organization, it is essential that the City establishes a relationship with a partner that demonstrates commitment to the [HIGH FIVE® Principles and Design Guidelines](#).

To begin the process of finding the right program provider; a Request for Expression of Interest (RFEI-22-603) was conducted in the Spring of 2022. Through the RFEI, the City was seeking an organization that had interest in delivering dedicated services and programming and/or providing 1:1 support services for people with disabilities participating in City recreation and culture programs. Three companies responded but were unable to meet the City’s requirement of maintaining existing levels of service required when providing 1:1 support. This led the City to issue a Request for Proposal (RFP-22-231) seeking an organization willing to enter into a delivery agreement to provide 1:1 support services for people with disabilities.



Procurement Information

Details:

Advertised / Issue Date:	December 6, 2022
Advertised Methods(s):	Bid & Tenders
Closing Date:	January 17, 2023
Number of Bids Received:	2
Total Number of Compliant Bids:	2

RFP Results:

The contract is awarded to the highest scoring compliant bidder (named first below) along with their Total Price. The names of the other Bidders are disclosed below, no pricing.

No.	Name of Company	Total Bid including HST
Recommended Bidder		
1.	Jodal Health Care Inc.	\$ 139,747.10
Other Bidders		
2.	Tamec Care Staffing Services Ltd.	

Please note that bid amount above is different than the award amount requested on page 1 due to budget restraints. The quantity (number of staff provided by the bidder) has been reduced based on available budget.

Term of Contract:

The contract will be for a First Term of one (1) year with two (2) optional extensions of one (1) year each based on the same terms and conditions and upon mutual agreement between the Vendor and City and contingent upon a sufficient budget and/or Council approval if applicable.

Service Offering Details:

If approved by Council, in Summer 2023, the Child, Youth and Family team plans to enter into a pilot one-year service agreement with Jodal Health Care, Inc. from May 1, 2023 to April 30, 2024 to deliver support services for people with disabilities as specified in the RFP. Jodal Health Care Inc would then provide support to people with disabilities at various City of Burlington facilities where recreation programming and camps are delivered. 1:1 support for people with disabilities may include support in a 1 on 1 ratio for services including, but not limited to; personal care including personal hygiene (i.e., changing), lifts and transfers, feeding, mobility support, communication barriers (i.e., sign language or a picture exchange communication system) supporting individuals that frequently wander away from the group, supporting individuals that require breaks from their program/group outside of the programming space.

Due to the timing of the pilot and to ensure fairness in the process for Summer 2023, spaces in the 1:1 program will first be made available to participants that are currently registered to attend City of Burlington summer camp in the 1:4 ratio model this summer and any remaining spaces will then be made available to the public. Effective Fall 2023, 1:1 spaces for Fall, Winter and Spring Child, Youth and Family programs will be available to the public through typical program registration processes. The service agreement will include a range of 4-7 spaces per week during Summer Camps, a range of 4-6 spaces during March Break Camps, up to 4 spaces during Winter Break camps, and up to 2 spaces each session to attend Fall, Winter and Spring programs.

Options Considered

The Child, Youth and Family Team considered the following options when determining the best way to support services to people with disabilities. With the main goal of delivering recreation and culture programs that are inclusive for all residents. We recognize that as recreation providers, we are not specialists in providing care to people with disabilities, and that we have existing participants that require 1:1 support to participate in a meaningful way. It was determined that the City would benefit from sharing responsibility with a service provider that specializes in providing support to people with disabilities. This option demonstrates our commitment to “enhance the quality of life for everyone, everyday”, and the [Framework for Recreation](#) values. By enhancing service levels we aim to increase participation, attract new customers and improve the overall experience for customers participating in City of Burlington recreation and culture programs.

Continue with Existing Program Model (no 1:1 support)	Offer 1:1 Support Services with City Staff	Offer 1:1 Support Services with Service Provider
<ul style="list-style-type: none"> • Our current 1:4 ratio is not meeting the needs of all participants. • Anticipate negative feedback from the community based on the success of providing 1:1 support where feasible during summer camps 2022. • This option does not align with organizational and department values as we are dedicated to including people of all abilities. 	<ul style="list-style-type: none"> • We currently offer services in house, including providing specialized staff to participant ratio of 1:4. • For City Staff to offer 1:1 support services, costs would be approx. \$105K just in staff wages and training. • To ensure we were providing the best level of service for people with disabilities the City, at our expense, would need to work with a service provider that is willing to facilitate training in areas such as; personal hygiene, feeding, lifts and transfers, and mobility support. • Staffing remains a challenge in 2023, especially when filling specific positions like this 	<ul style="list-style-type: none"> • Trained in personal hygiene, feeding, lifts and transfers and mobility support. • Expert in the industry to provide support to people with disabilities. • Offering 1:1 support demonstrates the City's commitment to inclusion and meaningful engagement. • Provides the customer with the best service. • Service provider has a comprehensive staffing pool to meet City needs. • Allows RCC staff to focus on its expertise of delivering recreational programs.

	one. It is anticipated that challenges would exist in staffing this role.	
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Financial Matters:

Total Financial Impact

The cost of the pilot one-year contract with Jodal Health Care Inc. will be \$112,849.30 (net HST) for the term of May 1, 2023 to April 30, 2024. The third-party service agreement will be funded through an \$75,000 one-time draw of from the Youth Initiatives Reserve Fund and existing operating budget funding within Inclusivity Programming. The current balance in the Youth Initiatives Reserve Fund is \$86,202.

There will be no additional revenue obtained by providing this service. In alignment with the [Framework for Recreation](#) and [Corporate Policy – Recreation Services for Individuals with a Disability](#) everyone should have access to affordable recreation and that recreation and culture services should be provided at a cost which is consistent with that of the corresponding general interest program. As a result, individuals accessing 1:1 support can do so at no additional cost beyond program costs.

Should the pilot be successful in 2023, a business case will be developed for Council's consideration as part of the 2024 budget process. The draft service agreement currently outlines the opportunity to extend for two additional one-year periods. The anticipated cost of the agreement in future years will be approximately \$140,000 per year inclusive of HST.

Climate Implications

Not applicable.

Engagement Matters:

More formally, program surveys are conducted upon the completion of programs, and between June 1, 2022 and August 2, 2022 an Inclusion Survey was available for community members to participate in, through Get Involved. The survey gained 94 responses, 79 of the respondents were Burlington residents. In the survey, 41 residents indicated that they would benefit from 1:1 support. Both program survey and Inclusion Survey results clearly identified that the City is offering an essential service that the community needs.

Evolutions to inclusion programming are based on regular internal and external feedback. Customers consistently express that our current support levels do not meet the needs of all participants. Based on the limited 1:1 support offered in 2022 and the overwhelming positive feedback received from families; it is evident that this contract and pilot support model will meet a true need in the community. In addition, the 2022 Inclusion Survey validated the need for the City to offer 1:1 support service.

In alignment with the Recreation Direct Delivered Program Update, staff will continue to engage with internal and external stakeholders through regular engagement opportunities and through additional opportunities such as via Direct Delivered Program Review ([RCC-01-23](#)) and the Parks and Recreation, Cultural Assets Master Plan. Staff will continue to engage on needs, current service offerings, and continuous improvement initiatives. While this report focuses on Child, Youth and Family programming the goal is to roll out varying levels of support services that can be accessed in all recreation and culture services.

Conclusion:

Through the diversity and inclusion review, and in consultation with internal and external stakeholders we continue to seek ways to increase access to recreation programming. We have heard from families and staff the importance of providing service levels that meet resident's needs. In alignment with the Framework for Recreation, staff identified an opportunity to share responsibility with a service provider that specializes in providing support to people with disabilities. Upon consultation with finance, we have determined we have the funds to support the one-year pilot through operating budget, and reserve fund. This pilot aligns with our commitment to diversity, equity, and inclusion, as we recognize that it is a service the community needs and wants. While we recognize improving service delivery in this manner doesn't generate any additional revenue, it is essential that the City provides opportunities for people with disabilities to participate safely and in a meaningful way.

After Summer 2023, staff will begin reviewing and evaluating the success of the one-year pilot program to inform future decisions on diversity and inclusion service delivery.

If successful, RCC will submit a Business Case for 2024 budget to support the ongoing offering of support services to people with disabilities through a service provider.

Respectfully submitted,

Shannon McVittie

Page 9 of Report Number: RCC-05-23

Supervisor of Recreation – Child, Youth and Family

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Report Approval:

All reports are reviewed and/or approved by Department Director, the Chief Financial Officer and the Executive Director of Legal Services & Corporation Counsel.