

**Town of Drumheller
COMMITTEE OF THE WHOLE MEETING
AGENDA**

Tuesday, April 23, 2019 at 4:30 PM
Council Chambers, Town Hall
224 Centre Street, Drumheller, Alberta



Page

1. **CALL TO ORDER**
- 2 1.1 Proclamation - National Day of Mourning April 28, 2019
 [National Day of Mourning April 28, 2019](#)
2. **REVIEW OF STRATEGIC PLAN WORK PRIORITIES**
3. **DELEGATIONS**
- 3.1 Drumheller and District Seniors Foundation - Introduction of Glenda Youngberg - CAO and
 Presentation of 2019 Budget
- 3 - 9 3.2 FCSS - Recreation Assistance Program - April Harrison, FCSS Coordinator
 [RFD\(Direction\) - Amendments to Recreation Fee Assistance Policy & Other Support Services](#)
4. **REPORTS FROM ADMINISTRATION**
- 4.1 **CAO'S REPORT**
- 4.2 **DEPUTY CAO/DIRECTOR OF CORPORATE SERVICES' REPORT**
- 4.3 **DIRECTOR OF INFRASTRUCTURE SERVICES' REPORT**
- 4.4 **DIRECTOR OF EMERGENCY / PROTECTIVE SERVICES' REPORT**
- 4.5 **MANAGER OF ECONOMIC DEVELOPMENT**
- 4.6 **COMMUNICATION OFFICER**
5. **ANNUAL BUDGET REVIEW**
6. **COUNCIL MEMBERS REPORTS AND ROUND TABLE DISCUSSION**
7. **IN-CAMERA MATTERS**
- 7.1 Land Matter Plan 9210370; 2 (*FOIPP Act Section 23 Local Public Body Confidences*)



DRUMHELLER

OFFICE OF THE MAYOR



"National Day of Mourning"

April 28, 2019

- WHEREAS:** This annual Day of Mourning commemorates the sacrifices made by workers who have died or who have been injured or disabled on the job during the past year; and
- WHEREAS:** In 2018, 162 Alberta workers died from workplace injury or disease – leaving many families to mourn.
- WHEREAS:** This annual National Day of Mourning is an opportunity to rededicate ourselves to the goal of making our workplace safer, which is something we can only achieve by working together.

NOW,

THEREFORE: I, Mayor Heather Colberg, on behalf of The Town of Drumheller do hereby proclaim **April 28, 2019 as "National Day of Mourning"** in the Town of Drumheller. On Sunday, April 28th our flags will be lowered in remembrance of those workers who have been killed, injured or disabled at their place of work.



Town of Drumheller
Town Hall
224 Centre Street
Drumheller, AB T0J 0Y4

Proclamation - National Day of Mourning April 28, 2019

Telephone: (403) 823-0811
Fax: (403) 823-8006
E-mail: mayor@dinosaurvalley.com
Page 2 of 9



**Town of Drumheller
REQUEST FOR DIRECTION**

TITLE:	Amendments to the Recreation Fee Assistance Policy & other support services
DATE:	23 April, 2019
PRESENTED BY:	April Harrison, FCSS Coordinator
ATTACHMENT:	LIM/LICO/MBM explained

SUMMARY

Administration is seeking direction regarding the updating of Policy No. C-01-16 known as the Recreation Fee assistance Policy, following discussions raised during numerous Poverty Reduction Action Group sub-committee meetings and in response to the needs identified in the Community Social Needs Assessment (2017), Housing Needs Assessment (2015), Census data (2015) and other relevant sources.

BACKGROUND

Policy No. C-01-16 Recreation Fee Assistance Program (RFAP) provides both the guidance and authority for administration to process applications and where eligible, afford residents access the Arena, The Aquaplex and the Badlands Community Facility at a reduced rate.

Currently eligibility is based on residency and the applicant receiving specified programs or benefits. There is also a caveat stating 'if you are not a recipient of any of the above programs or benefits listed above you may still qualify'. However, there is no clarification as to 'how' one would satisfy this criterion, which has led to some confusion and could result in concerns about transparency.

Poverty reduction is a strategic priority for this Council and administration was directed to develop a Poverty Reduction Strategy. It is clear that poverty reduction is achieved only through a comprehensive, two-pronged approach that address both the multi-faceted causes of poverty and provides support for those currently experiencing poverty (poverty alleviation). Administration established a Poverty Reduction Action Group and a number of specific sub-committees which are working hard to do just that. The Social Inclusion sub-committee has identified a revised RFAP as a priority for improving social inclusion in our community. This concurs with the findings of the Community Social Needs Assessment (2017), Housing Needs Assessment (2015), Census data (2015) and other relevant sources.

It is administration's determination that the current RFAP inadequately addresses the 'needs' within the community. Further, it is administration's experience that a number of unintended consequences have resulted from determining eligibility based on a list of benefits/programs, rather than using specific income thresholds. For example:

1. Person A may not be in receipt of the listed benefits/programs and therefore be determined ineligible despite having a household income that amounts to less than person B who is in receipt of, for example, Alberta Seniors Benefit.
2. The current policy does not take into account the impact of household makeup (e.g. single parent, number of children).
3. Even with a 50% discount there are residents that cannot afford membership and must seek support from elsewhere to fund the remaining 50%. This means that their personal

Request for Decision

information must be disclosed to another organization, or they may still be unable to access the facilities.

4. The current policy only applies to memberships and does not include programs such as Camp BCF, classes or swimming lessons.
5. The current policy is not aligned with other Town policies/thresholds for programs/services, such as the Handyman Program, the Income Tax Program and the Community Counselling Program and there is no communication between departments, which makes a 'one-stop-shop' for support to residents impossible.
6. There is currently no condition allowing non-residents to access the program where there is a reciprocal agreement in place with their municipality.

Today administration is presenting the following recommendations to council for consideration and direction.

The final step in the process would be for administration to update the policy based on the recommendations received and/or any other changes council feels appropriate, and bring back an amended policy for adoption.

DISCUSSION (OPTIONS / BENEFITS / DISADVANTAGES):

BENEFITS

Review and updating of policy C-01-16 (as amended) ensures that the issues identified above are addressed. Further, by providing 'income bands' and a sliding scale for eligibility, it is anticipated that ALL residents will be able to access the Town's recreation facilities, regardless of their financial circumstances, which was the intent of this policy.

Having a fairer approach to determining eligibility and meeting residents (and eligible non-residents) 'where they're at' will ensure that the Town's community facilities are just that, a place where 'community' happens and will foster a sense of dignity and belonging for all residents.

By including a clause for non-residents, the revised policy would enable surrounding municipalities to provide similar support their low income residents and would align the policy with the Inter-municipal Collaboration Framework (ICF).

Bringing eligibility determination under the Social Planning Department will allow for a more comprehensive assessment of 'needs' and provision of a 'one-stop-shop' for Town (and, in the future, wider community) support services. This is a priority of the Poverty Reduction Action Group.

Administration has determined the thresholds identified based on an analysis of poverty in Drumheller as identified by the Stats Canada Census data (2015), the Community Social Needs Assessment (2017), the Housing Needs Assessment (2015) and other available data. The minimum wage, LIM, LICO and MBM were also reviewed as were thresholds in other communities.

Administration suggests excluding Alberta Child Benefit and Canada Child Benefit from the income assessment, as they are tax free amounts paid to families and are not classed as income when determining eligibility for other provincial and federal benefit programs.

The 'Band A' threshold for a single person is based on them earning minimum wage and is similar to the threshold for LIM-BT. Thereafter each band increases household income by 25%.

Request for Decision

The 'Band A' threshold for a Couple is based on 50% more than a single person, to reflect the fact that while household expenses are more for a couple than a single person, these costs are not typically double. Thereafter each band increases household income by 25%.

Under this system, each additional child will result in an increase of \$5,000 to the 'Band A' threshold. This is the practice used in other communities and reflects some of the additional costs associated with having children. Thereafter each band increases household income by 25%.

A single parent household is given a \$5,000 increase to the 'Band A' threshold over a Couple to reflect the reduced income and likely increased expenditures incurred. Thereafter each band increases household income by 25%.

The thresholds identified herein reflect an unrounded 25% increase in each band for illustration purposes. Administration proposes that these would be rounded for ease of program administration. E.g. \$37,501-\$46,900 rather than \$37,501-\$46,875.

Administration respectfully suggests that the reduction in costs/fees should apply to both memberships and registered programs. This could be managed by allocating a specified number of subsidized places for each program. Camp BCF is an example of a program that is currently unsubsidized and therefore, inaccessible for those on low/limited income. At the same time, it is low income families, and particularly single-parent families, that likely most need to work during school holidays and as such they are in most need of affordable, accessible out of school programming for their children.

Under the existing RFAP, funds are not transferred to the BCF or Aquaplex budget to 'make-up' the 50% 'loss' of revenue. As such, if this system continues, there would be no 'cost' to introducing these proposed revisions to the RFAP.

Ultimately it is administration's position that this policy would likely lead to more residents and families accessing the program and more residents and families paying *something* to access the Town's facilities and programs where currently they are unable to attend/register at all.

Administration proposes that the 'Band A' threshold is used as the eligibility threshold for income assessed Town programs as follows:

- The Volunteer Income Tax program – this may require more staff/trained volunteers to support the program IF it results in increased uptake.
- Handyman Program (where residents also meet the age/disability criteria) – Existing funds would be allocated on a first-come-first-served bases and IF there is an increase in uptake, more funding may be required either from the operating budget or other sources.
- Community Counselling Program.

DISADVANTAGES

Despite being based on significant research, data/input gleaned from various sources, and after much consideration was given to all relevant information; changes made to any policy that will impact residents can be politically charged and as is often the case with meaningful change, decisions can come with criticism.

It is possible that some residents that are currently paying full membership fees would be eligible to pay less under the revised RFAP 'band' system. That said, administration proposes that the application form will include a check box which would allow residents to identify if they feel they are able to contribute more. This option is currently included in the City of Brooks RFAP application form.

Request for Decision

It is possible that the administration of this revised RFAP to be more 'involved', however by bringing this under the Social Planning Department there are opportunities to avoid duplication.

If the revised RFAP is approved, a system would be implemented to determine/assess when 'cost recovery' is met for recreation programs. Where these programs do not have enough full (or partial) fee paying registrants to meet the 'cost recovery' threshold, Council would need to determine how administration would proceed based on the following:

1. Do not run the program unless there are sufficient registrants/fees paid to meet the 'cost recovery' threshold.
2. TOD accepts the loss in revenue and runs the program.
3. TOD transfers the funds to meet the shortfall – this is the circumstance under which there would be a net 'cost' to the Town.

ALTERNATIVES:

Council can opt to accept or amend all, some or none of the recommendations made.

FINANCIAL IMPACT:

Any change in policy that will result in a financial impact on the organization will be factored into the 2019-2021 budget proposals. Revisions may also be required to the 2019 Operating Budget.

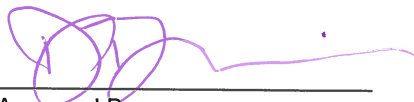
STRATEGIC POLICY ALIGNMENT:

Good governance

signature

Prepared By:
April Harrison
FCSS Coordinator

Reviewed By:



Approved By:
Darryl Drohomerski, CET
Chief Administrative Officer

LIM, LICO and MBM explained

Low Income Measure (LIM)

Used for international comparison, and increasingly being adopted by the Canadian anti-poverty community, the LIM is a purely relative measure of low income, set at 50 per cent of adjusted median household income. The LIM is categorized according to the number of persons present in the household. The LIM has been criticized for defining poverty in relative rather than absolute terms.

Low Income Cut-Off (LICO)

The oldest and most commonly used measure, the after-tax LICO is the level at which a family spends 63.6 per cent or more of its income on food, shelter, and clothing. Statistics Canada calculates 35 different LICOs, according to community and family size for both before- and after-tax incomes. The LICO has been criticized for its lack of sensitivity to regional differences and the fact that it hasn't been adjusted to reflect changing spending patterns since 1992.

Market Basket Measure (MBM)

An absolute measure, the MBM is the level at which a household does not have the income to purchase a specific basket of essential goods and services, including a nutritious diet, clothing, shelter, transportation, personal care items, and household supplies. The MBM takes local conditions into account in costing the basket; accordingly, it is calculated for 19 specific communities and another 29 community sizes across the 10 provinces. The MBM has only been calculated since 2002 and has been criticized for not accurately reflecting the cost of living in some regions.



DRUMHELLER

COUNCIL POLICY



COUNCIL POLICY #C-01-16

RECREATION FEE ASSISTANCE PROGRAM

A. THE PURPOSE OF THIS POLICY IS TO:

The Town of Drumheller believes that the well being and quality of life for its residents are important. Upon approval of an application process, the program allows eligible residents access into the following recreation facility at **no cost** or a reduced rate: **The Arena**, **The Aquaplex** and **The Badlands Community Facility**.

Suggestion:

B. PROGRAM DETAILS

1. Applications for recreation fee assistance are accepted throughout the year and forms are available on the Town’s website **and** can be picked up at each of the facilities.
2. The program is available to all residents of Drumheller upon proof of residency.
3. **The program is also available to residents from surrounding municipalities where a reciprocal agreement has been made with the relevant municipality.**
4. The applicant must submit **evidence of their household income**, ~~a qualifying document to support low income~~, proof of identification, **proof of residency**, and current contact information and **other information included in the application form**.
5. All requests will be reviewed by **Social Planning Manager** ~~the Director of Community Services~~ or his / her delegate and applicants will be notified of approval **the outcome of their application within 14 days of receipt**.
6. ~~Fee assistance will be based on 50% of the facility entrance costs for the current year.~~
7. Eligibility criteria is based on the qualifications as outlined in the attached Schedule A.

C. EFFECTIVE DATE

The Town of Drumheller offers this **revised** recreation subsidy program to its residents effective ~~February 1, 2016~~ **May 1, 2019**.

Adopted by Council

Date: _____

Mayor of Drumheller

Chief Administrative Officer

SCHEDULE A

QUALIFICATION FOR RECREATION FEE ASSISTANCE PROGRAM

Qualification is automatic if you are a current resident of the Town of Drumheller and **you meet the household income criteria listed below. If you reside outside of the Town of Drumheller, eligibility is also dependent on your municipality having signed a reciprocal agreement with the Town of Drumheller.**

~~a. one of the following applies to you:~~

~~a. You are on AISH (Assured Income for the Severely Handicapped):~~

~~Please bring a copy of your Health Benefits Card or a direct deposit statement.~~

~~b. You are on Income Support or another Alberta Works program:~~

~~Please provide a copy of your letter stating the expiry date along with either Adult/Child Benefit Card or direct deposit statement.~~

~~c. You are a Drumheller Housing Authority Tenant:~~

~~Please provide a copy of your most recent receipt.~~

~~d. You are on Guaranteed Income Supplement:~~

~~Please provide a copy of your Guaranteed Income approval letter or direct deposit statement.~~

~~e. You have Refugee Status:~~

~~Please provide a copy of your Protected Person Status document. For Refugee Claimants, provide a copy of your Refugee Protection Claimant document.~~

~~f. If you are not a recipient of any of the above programs or benefits listed above you may still qualify.~~

Gross (before tax) Household income based on the following:

Size of Family	Band A – 100% discount	Band B – 75% discount**	Band C – 50% discount**	Band D – 25% discount**	Full price
1 Adult	\$0 - \$30,000	\$30,001- \$37,500	\$37,501- \$46,875	\$46,876- \$58,594	\$58,595+
Couple	\$0 - \$45,000	\$45,001- \$56,250	\$56,251- \$70,313	\$70,314- \$87,892	\$87,893+
Couple + 1 child*	\$0 - \$50,000	\$50,001- \$62,500	\$62,501- \$78,125	\$78,126- \$97,656	\$97,657+
Single parent + 1 child*	\$0 - \$55,000	\$55,001- \$68,750	\$68,751 - \$85,938	\$85,939- \$107,423	\$107,424+

*For each additional child add \$5,000 to the base amount.

**Each band reflects a 25% increase in income threshold.

Note: Alberta Child Benefit and Canada Child Benefit are not included in household income.