City of Kingston
Information Report to Council
Report Number 20-114

To: Mayor and Members of Council
From: Lanie Hurdle, Chief Administrative Officer
Resource Staff: None
Date of Meeting: April 21, 2020
Subject: COVID-19 Response Update

Council Strategic Plan Alignment:

Theme: Corporate business
Goal: See above

Executive Summary:

At the March 24 City Council meeting, Council enacted By-Law Number 2016-189, “A By-Law to Consolidate the Delegation of Powers and Duties”, to delegate certain authority and powers to the Chief Administrative Officer, or their delegate, in order to expediently implement decisions for the protective measures required to manage the COVID-19 outbreak.

The purpose of this report is to outline the action taken by the City of Kingston to continue essential operations during the COVID-19 pandemic, while minimizing the risk to residents and staff.

Recommendation:

This report is for information only.
Consultation with the following Members of the Corporate Management Team:

Paige Agnew, Commissioner, Community Services

Peter Huigenbos, Commissioner, Business, Environment & Projects

Brad Joyce, Acting Commissioner, Corporate Services

Jim Keech, President & CEO, Utilities Kingston

Desirée Kennedy, Chief Financial Officer & City Treasurer

Sheila Kidd, Commissioner, Transportation & Public Works
Options/Discussion:

Background

In January 2020, a new coronavirus (COVID-19) was identified as the cause of an outbreak of pneumonia originating in Wuhan, China. The situation has evolved rapidly and on March 11, 2020, the World Health Organization (WHO) classified COVID-19 as a global pandemic. The number of cases is changing quickly and the provincial and federal governments have rapidly put precautionary measures in place to minimize the risk of exposure and spread. The City of Kingston’s Emergency Management Office began working closely with Kingston, Frontenac, Lennox & Addington Public Health (KFL&A), who is continually monitoring the COVID-19 situation, in collaboration with provincial and national health stakeholders, and providing updates to the community as information becomes available.

KFL&A Public Health (Public Health) is mandated through the Health Protection and Promotion Act of Ontario to track and control the spread of infectious diseases in the KFL&A area. Therefore it is important to note that Public Health is the lead agency on the COVID-19 pandemic and the City’s decisions are made in close consultation with Public Health. As much as possible, the City directs residents to Public Health for advice.

During the first week following the March 11 WHO announcement, the City focused on measures to reduce public exposure to the virus. This report outlines actions taken over time and also by service area.

City staff increased sanitizing practices on all common touch points and public spaces at City facilities and Kingston Transit buses. Kingston Fire & Rescue and Rideaucrest Long Term Care Home ensured their emergency protocols were in place and took inventory of supply levels. At Rideaucrest Long Term Care Home, signage asking visitors to stay away if they were sick, was placed at all entry doors and all visitors were screened as they entered the Home. A centralized approach for purchasing cleaning and sanitization supplies was adopted to prioritize allocation across the corporation.

On March 16, the Corporate Management Team assembled as the Municipal Emergency Control Group to implement strong measures to minimize the risk to City of Kingston residents and staff.

On March 17, the Province declared a state of emergency which included a mandated closure of restaurants, bars, nightclubs, theatres and child care centres. Delivery and pick-up services for restaurants were able to continue to operate. Grocery stores, pharmacies, transit and other businesses continued to remain open. The City advised the city-funded child care centres of this mandated closure. City staff worked with partner agencies (Downtown BIA, Kingston EcDev, Tourism Kingston, Kingston Accommodation Partners and Chamber of Commerce) to ensure they sent this messaging to the business community. The City closed all recreation facilities, and suspended programming and facility bookings. City staff were directed to work from home wherever possible while still maintaining service levels for residents. Where facilities and
counter services were closed to the public, signage was posted to indicate how residents can continue to access services (i.e. by phone, email, online).

At the March 24 City Council meeting, Council enacted By-Law Number 2016-189, “A By-Law to Consolidate the Delegation of Powers and Duties”, to delegate certain authority and powers to the Chief Administrative Officer, or their delegate, in order to expediently implement decisions for the protective measures required to manage the COVID-19 outbreak.

At 1 p.m. on March 26, Mayor Bryan Paterson declared a State of Emergency for Kingston to help contain the spread of COVID-19. This decision was aligned with steps the Province of Ontario was taking in response to the pandemic as well as the recommendation of KFL&A Public Health. The declaration of an emergency, under Section 4 (1) of the Emergency Management and Civil Protection Act, allows the City to use all available options to protect the health, safety and welfare of its residents. With evidence of community spread of COVID-19 in the KFL&A region, it was determined that an emergency exists that places residents at risk.

Communications

On March 12, the City published a dedicated public facing COVID-19 webpage which communicates service changes and links to KFL&A Public Health information.

Communications staff continue with regular education efforts about physical distancing and ‘Stay Home, Stay Safe’ messaging throughout the community, including social media messaging, radio, signs in City parks and other public signage.

The City also launched a ‘Together, at Home’ page on the Get Involved Kingston platform to help residents stay connected with each other online during COVID-19. The purpose of Together, at Home is to:

- Share positive stories about how residents are helping others while being physically apart;
- Contribute creative ideas for making the most of staying at home;
- Provide accurate information, links and videos on available COVID-19 resources; and
- Ask for help with essential needs.

Secondary Assessment Centre

Early in March, KFL&A Public Health identified a need for a secondary COVID-19 assessment centre within the community. The City worked with community partners to identify The Memorial Centre as the only suitable site based on location requirements as provided by Public Health. The Centre began testing residents on Saturday, March 21, 2020.

The assessment centre is set up to assess returning travellers and those experiencing symptoms of COVID-19. The assessment centre operates seven days a week from 10 a.m. to 8 p.m.
Homelessness

Public health and safety is a priority for Kingston and staff recognized an immediate need for the homeless population to have access to a place which enables safe physical distancing, and support to cope with the effects of this pandemic. Staff worked diligently with community partners to find options for individuals in shelters.

City staff secured a temporary lease for 113 Lower Union St. and effective March 23, the Kingston Youth Shelter relocated its operations from 234 Brock St. The new space at 113 Lower Union St. provides residents of the shelter with the space to practice better physical distancing and has 19 rooms with individual washrooms.

Staff also worked diligently with community partners to secure a lease for 805 Ridley St. and operationalize the facility as the Kingston Self-Isolation Centre (KSIC) for homeless individuals that have symptoms or that have tested positive for COVID-19. This facility has 33 bedrooms with individual washrooms. Maintenance work was completed expeditiously, and in less than one week from initiating the planning of this Centre, it was ready to take referrals from the Public Health Unit’s COVID-19 Assessment Centre on March 25. City staff also worked to ensure that Personal Protective Equipment was available for staff of Addiction and Mental Health Services - Kingston, Frontenac, Lennox and Addington (AMHS-KFLA) - the lead agency responsible for coordinating staffing and ongoing operational oversight of the Centre. In addition to AMHS-KFLA, a number of other community partners and service providers collaborated to help open the Self-Isolation Centre, including Kingston Health Science Centre (KHSC), KFL&A Public Health, Street Health - Kingston Community Health Centres, Kingston Fire & Rescue, Police Services, United Way KFL&A, Providence Care and Frontenac Paramedics.

As 805 Ridley St. is a specialized isolation centre, not a shelter open to the public, a second location was secured to relocate the In From The Cold shelter, operated by Home Base Housing, to the east end at 670 MacLean Court. On April 3, this shelter opened to provide people who are currently experiencing homelessness with a safe place to go where they can practice physical distancing. Clients at the shelter have a private room with a self-contained washroom. The shelter is staffed by Home Base Housing 24 hours per day, seven days per week. Clients are screened for COVID-19 prior to entry, based on direction from KFL&A Public Health. If they are symptomatic, they are referred to the COVID-19 Assessment Centre and then to the Kingston Self-Isolation Centre in the west end. Protocol is in place to limit client trips out of the shelter to essential trips only and staff members work with clients to help them get to and from appointments. Home Base Housing has also increased its Street Outreach Services across the city to support homeless individuals and encourage them to consider shelter and other options.

Residents of Lily’s Place Emergency Shelter for Families have been accommodated at various hotel suites with kitchenettes to enable families to also self-isolate.
Food Security

City staff have been working with a number of partners to help coordinate food programs for vulnerable populations. The following is a list of programs that are being delivered in the community:

- Partners in Mission Food Bank: 140 Hickson Ave. | Open 8:30 a.m. -12 p.m. & 1 – 4 p.m. Call 613-384-4534 for appointment. No walk-in service.
- Martha’s Table: 629 Princess St. | 11 a.m. -1 p.m. 7 Days a Week. Providing take-away hot meals.
- Lionhearts Skeleton Park: 30 Alma St. | Every day 6 - 7 p.m. Providing take-away hot meals.
- Lunch by George: 129 Wellington St. | Providing bag lunches 11 – 11:30 a.m.
- Salvation Army: 342 Patrick St.| Mon - Fri 11 a.m. – 4 p.m. Take-away prepared food baskets provided.
- St. Mary’s Cathedral: 260 Brock St. Mon - Fri 1 -4 p.m. Providing Light food/snacks.
- St Vincent de Paul: 85 Stephen St. | Providing bag lunches 10:30 a.m. – 12 p.m. Mon-Fri & Food Pantry available by appointment.

Financial Assistance

The Province committed additional financial assistance to people who have been impacted by COVID-19. The emergency assistance program is available to support people who are waiting to receive Employment Insurance. Additional one-time funding is also available at $100 per individual and $200 per family for all individuals in need, including Ontario Works and Ontario Disability Support Program clients. This support is being administered through Housing & Social Services.

On March 22, the Province announced free emergency child care for essential workers. The City of Kingston in partnership with Licensed Child Care Operators has opened licensed spaces for emergency child care services. The service is provided at no costs to families, funded by the Province of Ontario, for children from birth to age 12.

The City announced a Tax Relief Program to assist residents experiencing financial pressures. The City automatically waived the April 1 and May 1 monthly penalty and interest on all 2020 interim tax arrears. Taxpayers on the pre-authorized 10-month payment plan (PAP) were able to request a deferral of April 1 and May 1 installments to November 1 and December 1.

The City’s commercial tenants were also able to defer April 1 and May 1 rent payments based on need. For residential landlords and tenants, the City created an online resource page to help navigate rent payments and find recent relevant announcements from the Province of Ontario.

Utilities Kingston has suspended any non-critical programs and services, while continuing to provide reliable water, wastewater, natural gas, electricity and broadband networking services for residents. Utilities Kingston is also working with customers who may be experiencing
financial hardship. If residents have concerns about paying their bill, they are encouraged to call customer service to discuss extended bill payment options and financial assistance programs.

Transit Services

Beginning March 17, Kingston Transit reduced to a Saturday service schedule six days per week from Monday to Saturday, and continued to operate on a Sunday service schedule on Sundays. The most significant change was a reduction in the frequency of trips on Express routes on weekdays, with buses running every 30 minutes. These service changes were made as a result of a decline in ridership, due to the cancellation of public and post-secondary classes as well as those working from home, and to provide redundancy in the bus operator workforce, to enable continuous operations, over the course of time.

Effective March 19, transit passengers were asked to board and exit buses using the back doors. Passengers with accessibility issues continue to use the front doors for boarding and exiting, but are asked to limit their interactions with bus operators. Transit is not accepting cash fares or paper transfers and pass holders are not required to tap their transit passes at this time.

A further reduction in transit service occurred on March 26, operating on a Sunday service schedule seven days per week with the exception of some routes. These service level changes were made due to the continued decline in ridership, with some routes down as much as 80 per cent, and to further protect bus operators and passengers. Residents are being encouraged to use transit for essential trips only. Seats have been cordoned off to ensure passengers have safe physical distance, limiting passengers per bus to 12-15 depending on the bus model.

A dedicated hospital transit shuttle service was implemented to accommodate essential health care workers and a bus was modified for designated use to transport homeless people, at the request of the assessment centre.

Parking Services

The City has waived hourly parking payments in an effort to better support the essential travel needs of residents and commuters. This applies to: on-street parking spaces, surface parking lots and City parking garages. Parking regulations are still being enforced for safety and transportation-related concerns such as fire routes, accessible parking, transit stops, and no parking or stopping areas.

Parking under normal circumstances is in high demand around the City’s hospital areas. City staff is continually monitoring the parking supply to ensure it remains available and accessible for health care workers. In addition to George Street, the Richardson Beach parking lot has been dedicated to clients accessing the Cancer Treatment Centre.
Cultural Services and Recreation & Leisure Services

On March 13, the City suspended all scheduled events in the Regina Rosen Auditorium at the Grand Theatre based on the recommendation at that time by Ontario’s Chief Medical Officer of Health to immediately suspend all large events and public gatherings of more than 250 people.

Effective March 17, City recreation facilities were closed until further notice and programming has been suspended. During this period of closure, staff has performed essential maintenance and deep cleaning of facilities. Details of the closures have been communicated on the City’s website and social media. Program and facility bookings for this period have been refunded and a review and adjustment of fitness memberships will be undertaken upon re-opening.

Initially, signage was installed at parks reminding residents of the risks of using non-sanitized equipment and recommending against social gatherings in parks. On March 27, in response to KFL&A Public Health recommendations, all park amenities were closed until further notice, signage was updated and caution tape was placed around playground equipment. Residents can still walk or jog through City parks to remain active, but amenities such as playgrounds, sports courts and fields, community gardens and off leash dog parks are closed as per the provincial emergency orders extended until April 23rd.

Solid Waste Services

Solid Waste Services released safe waste-disposal guidelines for residents to help protect collectors and the wider public from the risk of spreading COVID-19. Counter services at the Kingston Area Recycling Centre were closed. The truck scale, recycling depot and yard waste depot remain open with reduced hours. The number of garbage bags allowed per household was increased from one to four per week without requiring bag tags. This eliminated the need for residents to travel to purchase bag tags. Residents are still urged to continue to comply with the one bag limit if possible but the City recognizes that many residents staying home are producing more waste as many workplaces are currently closed. The spring opening of the Hazardous Waste Depot was delayed and changes have been implemented at the Leaf and Yard Waste Depot to manage the volume of visitors.

Rideaucrest Long-Term Care

As of March 10, the Ministry of Health mandated screening of all people coming into Rideaucrest long-term care home (the Home), 24 hours a day. This includes all contracted services as well. Each individual, including staff, is screened with a questionnaire related to COVID-19 symptoms, travel etc. If the answer is ‘yes’ to any screening criteria, no admittance is permitted to the Home.

An inventory of supplies was conducted, resulting in a sufficient supply of N95 masks which were checked and properly fitted for all staff in 2019. Other inventory in good supply includes: surgical masks, gowns and sanitizer.
The Ministry of Health was made aware of the Home’s supply levels, which was reported via a mandatory survey. The Ministry is monitoring and controlling the supply of medical supplies provincially.

**Planning & Building Services**

The initial provincially declared state of emergency allowed for construction to continue in Ontario. In order to protect residents and staff, City of Kingston building officials and enforcement officers discontinued inspections within occupied dwellings for building permits or property standards, but building permit plan reviews continue during this time. On April 3, the province announced further business closures which affected a number of construction projects.

- All commercial and industrial, with a few exceptions, construction projects were closed.

- Residential construction – Sites that obtained a building permit by April 4 can continue with construction. The City can still continue to issue permits to residential construction but any permits after April 4 will not be able to proceed to construction. City staff worked with developers to communicate changes.

- Provincial Infrastructure – Projects related to health care, transportation, transit and critical infrastructure continue. Institutional projects such as schools have been suspended.

- Municipal Infrastructure – Projects related to transportation and transit have been reviewed and some of them will continue based on stage of construction and safety. All other projects are being suspended unless they are deemed critical to support facilities needed for health care purpose (i.e. Memorial Centre Assessment Centre).

**Enforcement of Orders**

On March 25, the federal government issued an order under the Quarantine Act that requires any person entering Canada by air, sea or land to self-isolate for 14 days whether or not they have symptoms of COVID-19.

Current orders issued by the province under the Emergency Management & Civil Protection Act (EMCPA) declared emergency, would be enforceable by all police forces within Ontario. On March 27, the provincial government issued a ministerial designation that provides all municipal by-law enforcement officers with the authority to enforce all provincial orders made under the EMCPA. City of Kingston staff is working with the Kingston Police Force who at this time, continue to be the lead at the municipal level for enforcement of the orders including the following:

- Closure of all non-essential businesses.
• Restriction of social gatherings of greater than 5 people including those held at private dwellings. Exemptions include for funerals (10 people allowed), single households, child care for essential workers (50 people allowed).

• Prohibited use of a playground and park amenities in Kingston. This is not related to City by-laws and enforced primarily by Kingston Police with some support from by-law enforcement.

Council & Committee Meetings

Municipalities are governed by by-laws which may only be passed at a meeting open to the public. On March 24, a special meeting of Council was held virtually and the public was provided with the link to view the live streaming of the special meeting. At this meeting, Council amended the Council Procedural By-Law to allow for “Electronic Meetings” (including, but not limited to, audio teleconference, video teleconference, or via means of the internet), and with or without in-person attendance. Items requiring public input were deferred to a future meeting to provide the public with the ability to comment.

In addition, the City implemented a virtual meeting format for committee meetings that allows for public participation.

Financial Impacts and Future Planning

Changes to City services and response to community needs within the context of COVID-19 have put significant pressures on the City’s finances. A number of departments such as Recreation & Leisure, Cultural Services, Transit and Parking have experienced significant revenue loss. Staff continue to compile and update estimates related to loss of revenues, additional costs, cost savings and provincial funding. Projections by department are provided in Exhibit A of this report. The analysis provides for loss of revenues and incremental expenses from mid-March to the end of April. It is important to note that the amounts included in Exhibit A are based on decisions made to date with respect to service levels and other operational adjustments.

Exhibit A shows a loss of revenues to the end of April of approximately $2.7M which combined with incremental costs related to COVID-19 totals approximately $3.75M. Cost savings combined with provincial funding already received and transfers of $895K from the Parking Reserve Fund total approximately $3M leaving a financial gap of approximately $750K. The $895K transferred from the Parking Reserve Fund is in relation to the loss of parking revenues and is in accordance with policy; the remaining gap of approximately $750K to the end of April will be covered by additional provincial funding and other reserve and reserve fund sources.

Staff have been reassigned and redeployed to different tasks in order to cover essential functions to respond to essential corporate and community needs.

Staff is currently modelling the ongoing financial impact related to COVID-19 as the situation evolves. Staff are reviewing operational options and will be proceeding with additional operational changes in order to address some of the cost impact related to COVID-19. Staff
continues to review work plans, reduce discretionary spending across operating and capital budgets, defer new hirings, review reserve funds that could mitigate the fiscal impact and continue to explore all opportunities for financial assistance from senior levels of government. Staff will provide further information on updated projections from May to September in a future report.

Staff has been monitoring cash flow to ensure sufficient liquidity to provide for ongoing operations. In addition to the loss of user fee revenues, tax relief programs will also affect cash flow. While the cash flow implications of the tax relief program to date are relatively small, staff is currently modeling the effects of various options for property tax relief with respect to the upcoming June billing, including options for deferred payment dates and alternative payment plans. Offsetting the above cash flow pressures, the Province has also deferred the quarterly remittances of education property tax to school boards by 90 days.

The reduction in cash flow is also having a direct effect on the City’s operating budget projections for investment income as is the Bank of Canada’s decision to lower interest rates three times since the first of March in order to cushion the economic shocks from COVID-19 and the sharp drop in oil prices.

While there are no immediate concerns, staff will continue to monitor cash flow position; the ongoing review of work plans and deferred spending across operating and capital budgets will also help to offset cash flow pressures. The duration of the current circumstances is unknown as are the longer term impacts on the global, national and local economy. Response strategies will continue to be developed as the situation unfolds.

**Existing Policy/By-Law:**

By-Law Number 2016-189, “A By-Law to Consolidate the Delegation of Powers and Duties”

**Notice Provisions:**

None

**Accessibility Considerations:**

None

**Financial Considerations:**

None

**Contacts:**

Lanie Hurdle, Chief Administrative Officer 613-546-4291 extension 1231
Other City of Kingston Staff Consulted:

Members of the Incident Management Team

Exhibits Attached:

Exhibit A – Financial Analysis
<table>
<thead>
<tr>
<th>Service Area</th>
<th>Anticipated Revenue Loss</th>
<th>Direct Cost Estimates</th>
<th>Cost Saving Estimates</th>
<th>Provincial &amp; Other Funding</th>
<th>Total Projected Net Deficit (Surplus)</th>
<th>Comments</th>
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<tbody>
<tr>
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<td>895,000</td>
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<td>(11,600)</td>
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<td>(9,500)</td>
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## Mid-March - April 30, 2020 Projections

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<tr>
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<th>Anticipated Revenue Loss</th>
<th>Direct Cost Estimates</th>
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<th>Comments</th>
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<td><strong>Finance &amp; Administration</strong></td>
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<td>(85,000)</td>
<td>$1,430,900 received One-time funding Tax P&amp;I and investment income</td>
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