

**SOCIAL PLANNING COMMITTEE**

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

**SUBJECT: BURNABY CHILD CARE ACTION PLAN – IMPLEMENTATION PLAN**

**RECOMMENDATIONS:**

1. THAT Council endorse the Phase 1 Implementation Plan of the Burnaby Child Care Action Plan, as presented in Section 4.3 of this report.
2. THAT Council approve the creation of a dedicated staff position in the City's 2023 budget to assume overall responsibility for the City's child care policy and planning portfolio.
3. THAT a copy of this report be forwarded to:
  - Burnaby's four Members of the Legislative Assembly
  - Burnaby's Members of Parliament
  - Burnaby School District 41
  - Fraser Health Community Care Licensing
  - The Burnaby Child Care Resources Group
  - The Burnaby Board of Trade

**REPORT**

The Social Planning Committee, at its meeting held on 2022 May 24, received and adopted the attached report presenting an implementation plan for the Burnaby Child Care Action Plan.

Copied to:	Chief Administrative Officer GM Corporate Services Acting Chief Financial Officer GM Parks Recreation and Cultural Services GM Planning and Development Acting GM Lands and Facilities
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Respectfully submitted,

Councillor C. Jordan  
Chair

Councillor J. Keithley  
Vice Chair

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**TO:** CHAIR AND MEMBERS  
SOCIAL PLANNING COMMITTEE

**DATE:** 2022 May 16

**FROM:** GENERAL MANAGER  
PLANNING AND DEVELOPMENT

**FILE:** 1750 20

**SUBJECT:** BURNABY CHILD CARE ACTION PLAN – IMPLEMENTATION PLAN

**PURPOSE:** To present an implementation plan for the Burnaby Child Care Action Plan.

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**RECOMMENDATIONS:**

1. **THAT** the Committee recommend that Council endorse the Phase 1 Implementation Plan of the Burnaby Child Care Action Plan, as presented in *Section 4.3* of this report.
2. **THAT** the Committee recommend that Council approve the creation of a dedicated staff position in the City's 2023 budget to assume overall responsibility for the City's child care policy and planning portfolio.
3. **THAT** a copy of this report be forwarded to:
  - Burnaby's four Members of the Legislative Assembly
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**REPORT****1.0 BACKGROUND**

In 2021 July, Council adopted the Burnaby Child Care Action Plan (CCAP). The plan provides an update on the status of child care services in Burnaby, an overview of provincial and federal policy towards the creation of a universal child care system, and an action plan to build on and enhance the City's commitment to child care including the creation of new spaces to address the community's needs over the next ten years. This report provides an update on the progress of actions in the CCAP and presents priority implementation actions for Phase 1 of the plan.

**2.0 POLICY CONTEXT**

Implementation of the CCAP and its goal of increasing the availability of quality child care services in the community aligns with the *Burnaby Child Care Action Plan (2021)*, the *Climate Action Framework*

(2020)<sup>1</sup>, the *Corporate Strategic Plan* (2017), the *Environmental Sustainability Strategy* (2016) the *Social Sustainability Strategy* (2011), the *Economic Development Strategy* (2007) and the *Child Care Policy* (2000).

### 3.0 PROVINCIAL AND FEDERAL CONTEXT

In 2018 the Provincial government published its 10-year plan to create a universal child care system in B.C. including the creation of new spaces through the Childcare BC New Spaces fund. More recently, the Federal government announced its new Early Learning and Child Care Plan (2021) to provide parents with, on average, \$10/day licensed child care spaces for children under six years old within five years, including a fifty percent reduction in average fees by the end of 2022. B.C. was the first province to sign onto the Federal-Provincial agreement (2021 July 8). Through the agreement, the Federal government will allocate \$3.2 billion to B.C. over the next five years. Both the Provincial and Federal governments' plans focus on three key elements – access to quality child care spaces, fee reductions for parents, and recruitment and retention of the child care workforce – as detailed below.

#### *Access to Quality Child Care Spaces*

The pandemic has demonstrated that child care is a vital part of our social infrastructure and key to economic recovery. At the beginning of the pandemic, over 1.5 million women lost their jobs in Canada. Government and business associations alike note that full economic recovery will depend on renewed participation of women in the economy. With responsibility for child care falling mainly on women, access to quality child care is key to the return and retention of women's participation in the labour force. Accordingly, the economic recovery plans of both the Provincial and Federal governments emphasize the importance of access to affordable, quality and inclusive child care. Together, the Province and the Federal government aim to fund over 50,000 new licensed child care spaces in B.C. by 2026.

Initially, when the Childcare BC New Spaces funding was first announced in 2018, private as well as public and non-profit providers were eligible to apply for the funding. In the most recent intake (2021 November), eligible organizations were restricted to public and non-profit sector organizations to align with the Province's goal of creating a universal child care program.

The City and School District's child care facilities partnership<sup>2</sup> and the City's existing operating model for its purpose-built child care centres align with this Provincial direction. In these models, the asset (child care centre) is publicly-owned while each centre is operated by a locally-base non-profit organization. Centres developed through these models will remain in the public domain for the long term. Going forward, it will be important to identify additional publicly-owned sites to create new spaces in Burnaby to meet our growing community's need for child care services.

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<sup>1</sup> Families without access to child care close to home or work are often forced to drive long distances to access child care. This can create a need for one or more cars, especially for families with more than one child with each child in a different child care centre, and thus contribute to greenhouse gas emissions.

<sup>2</sup> In the City/School District child care facilities partnership, the City provides capital contributions, the School District provides land and oversees the operations of new centres, and local non-profit organizations operate the centres.

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From: General Manager Planning and Development  
Re: Burnaby Child Care Action Plan – Implementation Plan  
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### ***Fee Reductions***

Child care fees are one of the most significant household expenses for young families. Prior to recent funding programs, the main source of operating funds for child care operators was parent fees. This situation has limited the ability of operators to attract and retain qualified child care staff through higher wages since any increases have been directly derived through parent fees.

Since 2018, the Provincial government has introduced a fee reduction initiative that has lowered the cost of infant/toddler care (by up to \$350/month in group centres) and three-to-five year old care (by up to \$100/month in group centres). With funding from the Federal government, the Province also implemented a prototype program at 50 sites across B.C. to test the funding and operational models required to move towards a universal child care program.

Since 2018, families at prototype sites have paid \$200 or less per month per child for full-time child care. Four of the first prototype sites were located in Burnaby for a total 136 licensed spaces out of a total of 2,525 spaces across B.C. In the recent Federal/Provincial funding agreement, the Province announced its intention to increase the number of \$10/day spaces to 12,500 spaces across B.C. by the end of 2022. Four Burnaby centres were included in the second round of prototype spaces announced in 2022 April for a total of 99 licensed spaces. As noted above, for the remaining, non prototype spaces, the Province aims to reduce parent fees to \$20/day for spaces for children under six years old by December 2022.

### ***Recruitment and Retention of Child Care Workforce***

A third and critical component of creating a universal child care system is the recruitment and retention of the child care workforce. The child care sector has historically depended on parent fees to fund the operating costs of child care. As such, because of the direct impact on parents, child care providers have been limited in the wages they can pay child care workers which impacts their ability to recruit and retain qualified staff. Since child care licensing requirements have strict staff-to-child ratios, this means that some licensed spaces are vacant because agencies cannot recruit enough qualified staff to meet staffing ratios.

To address this challenge the Province initiated an Early Care and Learning Recruitment and Retention Strategy in 2018. The Strategy has included bursaries for Early Childhood Education (ECE) students, the creation of new ECE spaces at post-secondary institutions and implementation of a wage enhancement of \$4 an hour for ECEs. These initiatives have helped the sector but, as members of the City's Child Care Resources Group (CCRG) note, the wage enhancement program to date has not included child care administration staff (non-floor staff), early childhood education assistants and child care staff who provide child care to school age children. In addition, the wage enhancement program does not cover vacation time or sick time so organizations are required to make up the difference in wages which creates budget and accounting challenges.

In the Provincial budget for 2022, the Province has announced it will extend the wage enhancement to some child care administration staff. While this addresses some concerns, child care advocates are calling for a publicly funded, competitive and equitable wage grid for Early Childhood Educators that recognizes staff qualifications and experience and provides wages that are competitive with other positions with similar education, experience and responsibilities.

#### **4.0 BURNABY CHILD CARE ACTION PLAN – PHASE ONE IMPLEMENTATION**

Access to quality, affordable child care plays a significant role in keeping young families in Burnaby. It allows family members to work, attend school and contribute to the economy. For businesses, access to child care services helps in the recruitment and retention of employees.

Age data from the 2021 Census shows that Burnaby’s median age increased from 39.8 years in 2011 to 40.4 years in 2021. In this time, the population aged 65+ grew by 42.8 percent. By contrast, the under 20 population decreased by 765 individuals, or by 1.7 percent. Further analysis of recently released age data is required but research shows that along with affordable housing, access to quality child care services is critical to attracting and keeping young families in the community.

The provision of child care services in the community requires a partnership approach. While senior governments play key roles in the provision of capital funding for new spaces, operational funding to support child care providers and reduce parent fees, and in the development and recruitment of the child care workforce, municipal governments can play an important role in the identification and provision of sites for child care programs in their communities. The Burnaby CCAP proposes a suite of actions to ensure child care services keep up with the needs of our growing population.

#### **4.1 Child Care Targets**

The City received a grant from the UBCM to assist in the development of the Child Care Action Plan. A requirement of the funding was for the City to identify child care space creation targets. While the creation of new spaces requires a partnership approach, targets are helpful in identifying the community’s needs and priorities, and measuring progress. The City sought to identify appropriate targets through its consultation process with elected officials (City Council and the Burnaby Board of Education), community partners, and parents. The resultant targets were informed by an understanding of relevant data (e.g., employment rates, projected population growth) and priority needs. The aim was to establish targets that were responsive to local needs while also being pragmatic and realistic.

The Burnaby CCAP identifies a target of 4,412 new child spaces over the next ten years (2020 to 2030) or roughly an average of 440 new spaces per year. This target represents:

- 1,287 new spaces for children under three years old or 33 spaces per 100 children under three years old;
- 1,512 new spaces for children 30 months to school age or 50 spaces per 100 children three to five years old; and
- 1,613 new spaces for school age children or 33 spaces per 100 children six to nine years old.

#### **4.2 Progress on Targets**

In 2020, there were 17.5 licensed child care spaces per 100 children aged 0-12 years. As of 2021 November, this ratio increased to 18.1 spaces, representing an increase of 4 percent or 210 new spaces.

The following table provides a breakdown of spaces by age group and quadrant:

	Spaces per 100 children under 3 years		Spaces per 100 children 3 to 5 years		Spaces per 100 children 6 to 12 years		Total spaces per 100 children 0 to 12 years	
	2020	2021	2020	2021	2020	2021	2020	2021
Northwest	14.7	16.0	34.1	36.7	7.5	6.1	15.1	15.2
Northeast	20.0	19.2	34.0	37.8	12.9	14.5	19.2	20.9
Southeast	16.1	19.6	29.2	29.2	7.8	5.9	14.8	14.6
Southwest	19.2	20.2	40.6	41.2	11.4	12.0	20.1	20.8
Burnaby	17.6	19.0	34.9	36.4	10.0	9.7	17.5	18.1

Over the period 2015 to 2020, an average of 136 new spaces were created each year. While the rate increased to 210 new spaces in the last year (in large part due to new spaces created on school sites), the number of new spaces falls short of the target of 440 spaces per year. In the period 2020 to 2021, 7 new child care centres opened with an average of 30 spaces per centre. To reach Burnaby’s target, approximately 15 child care centres would need to be opened each year. Areas requiring particular focus include new spaces for children under three years old, especially in the northwest quadrant, and new spaces for school age children, especially in the northwest and southeast quadrants.

#### 4.3 Phase 1 Priority Actions

In the interest of creating a long-term, universal child care system, the Province has signalled that funding for new spaces will be targeted to public and/or non-profit organizations. In this regard, the City and School District’s child care facilities partnership has played an important role in the creation of new quality, long-term child care spaces. Since 2020, 124 spaces for children five and under have opened under the partnership and 123 new spaces will be opening within the next two years.<sup>3</sup> In addition, through its Project Definition Report for Before and After School Care (2019), the School District has opened or will open 564 new school aged spaces in the next two years. However, once these spaces are built, the School District has signaled it has limited capacity to create more spaces.

Going forward, it will be important to identify additional publicly-owned (including City-owned) sites for new child care spaces to meet Burnaby’s targets. In line with this direction, Council approved text amendments to the Burnaby Zoning Bylaw to a permit child care facilities as an outright permitted use in the P2 Administrative and Assembly District, the P3 Park and Public Use District and the P6 Regional Institutional District. As such, rezoning is not required for any child care facilities proposed in these Districts. Since these text amendments were made, the City has received \$2,280,000 in Provincial funding for new child care spaces at the Christine Sinclair Community Centre. As detailed below, the identification of additional City/public/non-profit child care sites is a priority action of the Phase 1 implementation of the CCAP.

<sup>3</sup> Since the Childcare BC New Spaces fund was first announced in 2018, the City has received \$3,000,000 in funding to create new child care centres for children under six years old at the Montecito, Capitol Hill and Stride school sites. These centres were developed in partnership with Burnaby School District.

The proposed priority actions for Phase 1 have been identified as directions the City can take to advance the City’s child care targets in the next two to three years. In addition, there are a number of actions in the CCAP that are ongoing or will be acted upon as opportunities arise (e.g., continued implementation of the City/School District partnership on child care facilities; ongoing efforts to work with partners to develop after-school programs that support children aged 10 to 12 years; initiatives to engage with First Nations in Burnaby to help address the needs of Indigenous families and children).

Progress on Phase 1 actions will be monitored and reported on through regular reports to the Social Planning Committee, other appropriate committees, and Council. The actions presented below are organized by four key child care challenges: accessibility, affordability, quality, and partnerships.

### **Increasing Accessibility**

**Action:** *Amend the Community Benefit Bonus Policy and Official Community Plan to include more specific provisions for securing child care as an amenity through the rezoning process.*

Comment: The Burnaby Zoning Bylaw Section 6.22 identifies child care facilities as an eligible amenity under the Community Benefit Bonus Policy. To achieve Burnaby’s child care targets, the City’s Community Benefit Bonus Policy could be used more directly to ensure new development includes child care facilities to meet the needs of residents and/or employees (e.g., applicants would be required to build new centres rather than provide a cash-in-lieu contribution). This action would also align with the work underway to prepare for an update of the Official Community Plan.

**Action:** *Pursue opportunities for new child care spaces in future development proposals initiated by the City and others, including new non-market housing developments.*

Comment: Work on this action is already underway. As noted above, Zoning Bylaw text amendments were made in 2019 to permit child care facilities as an outright use in the P2, P3 and P6 Districts. These amendments facilitated the creation of the new child care centre in Stride Avenue Park<sup>4</sup> and a child care facility in the Christine Sinclair Community Centre. Child care facilities will also be included in new non-market housing developments at 3802 Hastings Street, 7388 Southwynde Avenue, and 4803 Canada Way. Going forward, new City-initiated development should include child care facilities where feasible to assist in meeting the City’s child care targets.

**Action:** *Create an inventory of existing sites and facilities in Burnaby that could potentially be used for child care including City-owned and other public sector sites.*

In line with the actions above, this action would assist in identifying potential sites for new child care facilities. Quality child care requires attached outdoor play areas. Identifying sites that meet the space requirements for licensed child care is an important step in the planning process.

**Action:** *Update and strengthen the Burnaby Child Care Policy to align with the CCAP.*

Comment: Burnaby was one of the first B.C. municipalities to develop a child care policy. It was first adopted in 1993 and revised in 2000. While the policy remains relevant, this action would serve to update the City’s direction on child care matters and ensure the policy aligns with the CCAP.

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<sup>4</sup> The Stride centre was developed in partnership with Burnaby School District.

### **Improving Affordability**

**Action:** *Establish a Child Care Grant Program targeted to non-profit operators, e.g. to support smaller capital improvements, equipment purchases or professional development opportunities for child care staff.*

This action would facilitate the ongoing operations of Burnaby-based child care providers and also serve to enhance the quality of child care services in Burnaby.

### **Enhancing Quality**

**Action:** *Confirm a set of principles, values, criteria, and design guidelines that will assist the City in the development of child care spaces in civic spaces.*

Comment: The Province’s Child Care Licensing Regulation provides for minimum requirements for the safe operation of child care centres. City-developed child care guidelines would provide enhanced requirements to promote healthy, secure and inspiring environments for children while addressing the needs of early childhood educators, parents and caregivers. Child care design guidelines for child care facilities that are owned or supported by the City would provide clarity for developers, architects and child care operators of the City’s expectations for the design and finish of these spaces.

### **Strengthening Partnerships**

**Action:** Review the role, mandate, and governance /reporting structure of the Child Care Resources Group (CCRG).

The CCRG was established in 1990 as an advisory body to the City on child care matters. It is comprised of representatives from non-profit child care societies, as well as Fraser Health, the School District, the YMCA Child Care Resource and Referral and the City’s Planning and Development and Parks, Recreation and Cultural Services departments. The CCRG was instrumental in guiding the development of the Child Care Action Plan and will play an important role in its implementation. It is timely to review the CCRG Terms of Reference to ensure it is positioned to support the Plan’s implementation.

## **4.4 Staff Resources**

The adopted Child Care Action Plan and the Phase 1 Priority Actions proposed in this report represent an ambitious but doable work program. To meet Burnaby’s child care space creation targets and the needs of our growing community, it is recommended that a dedicated staff position be created to assume overall responsibility for the City’s child care policy and planning portfolio. The position would include responsibility for the implementation of the CCAP and serving as a facilitator/point person to act as a liaison between City departments and applicants of child care proposals. It is therefore proposed that this position be included in the City’s 2023 budget.



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From: General Manager Planning and Development  
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## 5.0 CONCLUSION

Access to quality, affordable child care plays a significant role in keeping young families in Burnaby. It allows family members to work, attend school and contribute to the economy. For businesses, access to child care services helps in the recruitment and retention of employees.

This report provides an update on the progress of actions in the Burnaby Child Care Action Plan (2021). As detailed in *Section 4.2*, Burnaby is falling short of its child care targets to meet the needs of our growing population. In line with Provincial policy direction, the priority actions identified for phase one implementation include actions to support the creation of new spaces on City and other public sector sites.

It is recommended that the Committee recommend that Council endorse the Phase I Implementation Plan as presented in *Section 4.3* of this report.

It is further recommended that the Committee recommend that Council approve the creation of a dedicated staff position in the City's 2023 budget to assume overall responsibility for the City's child care policy and planning portfolio.

Lastly, it is recommended that a copy of this report be forwarded to:

- Burnaby's four Members of the Legislature
- Burnaby's Members of Parliament
- Burnaby School District 41
- Fraser Health Community Care Licensing
- The Burnaby Child Care Resources Group
- The Burnaby Board of Trade



E.W. Kozak, General Manager  
PLANNING AND DEVELOPMENT

MM:sa

Copied to: Chief Administrative Officer  
Deputy Chief Administrative Officer and Chief Financial Officer  
General Manager Parks, Recreation and Cultural Services  
Acting General Manager, Lands and Facilities  
City Clerk