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REPORT
1993 June 28

CITY OF BURNABY

COMMUNITY ISSUES AND SOCIAL PLANNING COMMITTEE

HIS WORSHIP, THE MAYOR
AND COUNCILLORS

RE: DRAFT CITY CHILD CARE POLICY

RECOMMENDATION:

1. THAT Council authorize staff to forward the draft City Child Care Policy to the Parks and Recreation Commission and Burnaby School Board for review and comment prior to Council's final consideration of the Policy.

R E P O R T

The Community Issues and Social Planning Committee, at its meeting held on 1993 June 23 received and adopted the attached staff report providing information on the review of the consultants' report, "A Child Care Policy and Implementation Plan for the City of Burnaby" and to present a revised City Child Care Policy statement for referral and subsequent adoption.

The Committee therefore submits the report to Council for endorsement.

Respectfully submitted,

Councillor E. Nikolai
Chair

Councillor J. Young
Vice Chair

Councillor C. Redman
Member

TO: COMMUNITY ISSUES & SOCIAL PLANNING COMMITTEE 1993 JUNE 09
FROM: ACTING DIRECTOR PLANNING & BUILDING OUR FILE: 17.315
SUBJECT: DRAFT CITY CHILD CARE POLICY

PURPOSE: To provide information on the review of the consultants' report, "A Child Care Policy and Implementation Plan for the Municipality of Burnaby" and to present a revised City Child Care Policy statement for referral and subsequent adoption.

RECOMMENDATION:

1. **THAT** the Committee request Council to authorize staff to forward the draft City Child Care Policy to the Parks and Recreation Commission and Burnaby School Board for review and comment prior to Council's final consideration of the Policy.

R E P O R T

1.0 BACKGROUND

At its 1992 June meeting, the Community Issues & Social Planning Committee (CISPC) received the document, "A Child Care Policy and Action Plan for the Municipality of Burnaby," prepared by Yates, Thorn & Associates Consultants. The Committee also received an accompanying staff report which provided an overview of the document and recommended appropriate follow up steps. After discussing the materials, the Committee adopted the following motion:

THAT staff be authorized to review the "Child Care Policy and Implementation Plan" document in detail, in conjunction with the Child Care Resources Group and other relevant parties, and prepare a report regarding the feasibility and resource requirements.

Staff have completed the review, as directed. This report provides background on the policy development and review, proposes an amended City Child Care Policy statement for Committee and Council consideration, and closes with conclusions and recommended next steps.

2.0 CHILD CARE POLICY DEVELOPMENT AND REVIEW

2.1 Policy Development Process

Work on the Child Care Policy development began in 1991 November. It was funded through a grant from the Federal Child Care Initiatives Fund. Yates, Thorn & Associates were retained as project consultants. The Child Care Resources Group, a subcommittee of the CISPC, served as the project steering committee.

The project involved extensive consultation with various sectors of the community. Consultation methods included key informant interviews, focus group meetings, user questionnaires, public meetings, review of written submissions, and meetings with the CISPC, City departments, and various interest groups. The consultants also did an extensive literature search, which provided a reference point for the assessment of Burnaby's child care options.

The consultants produced two background technical reports: "A Child Care Policy Study User Questionnaire Results" (1992 May) and "A Child Care Policy Study Issues Report" (1992 June). These are available for viewing in the Planning & Building Department.

As noted, the consultant's final project report, "A Child Care Policy and Implementation Plan," was submitted to the CISPC in 1992 June. The document is comprehensive, covering nine policy areas and containing 49 policy recommendations. A summary of the policy recommendations is provided to Council under separate cover and is available for viewing by the public in the Planning Department.

2.2 Policy Review Process

Staff circulated the consultant's document to members of Council, the Parks & Recreation Commission, the Burnaby School Board, and various City departments. We received several verbal comments and obtained written responses from the following:

- Burnaby School Board
- Parks & Recreation Commission
- Legal Department
- Health Department (3)
- Finance Department
- Planning & Building Department (6).

2.3 Policy Review Conclusions

Those reviewing the document were generally supportive of the thrust and intent of the proposals; however, they raised a number of questions and comments for consideration. The questions and comments tended to focus on the following themes:

- **legality** - the City lacks the legal authority to address some of the proposals (e.g. provide low interest loans to child care centres).

- **responsibility** - the appropriate roles of the City, senior governments, and others in implementing various policies was questioned.
- **practicality** - respondents felt that some proposals were impractical or too onerous (e.g. requiring child care plans to be included in all major development proposals).
- **cost implications** - while supporting the aims of the proposals, several respondents cautioned that implementation would need to occur within the realities of departmental and organizational budgets.

A summary of key comments received regarding the consultant's proposals is provided in Appendix 1, *attached*.

3.0 PROPOSED CITY CHILD CARE POLICY

Upon considering the comments of those consulted, staff worked with the Child Care Resources Group to develop a revised City Child Care Policy statement for Committee and Council consideration. The revised statement is in draft form presented in Appendix 2, *attached*.

The structure and aims of the revised policy statement are similar to those of the original. The changes were mainly of two types: i) clarification of wording, and ii) adjustment or deletion of policies that were not considered feasible (from a legal, financial, or practical perspective).

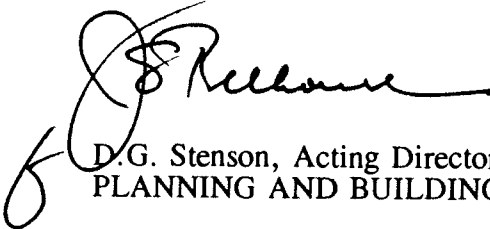
4.0 CONCLUSION AND NEXT STEPS

The revised Child Care Policy statement reflects the comments received from the Burnaby School Board, Parks & Recreation Commission, City staff, and others. With the amendments, staff and the Child Care Resources Group believe that the draft Policy is now a more practical, feasible, and appropriate statement. We believe that the revised statement will provide the City with a sound basis for addressing future child care needs. We also expect that it will place Burnaby in a leadership position with respect to municipal child care policy development in the region.

Before recommending adoption of the Policy, staff propose that Council be asked to request the Parks & Recreation Commission and the Burnaby School Board to review and comment on the draft Child Care Policy Statement. Given the key roles that these bodies will play in the Policy's implementation, staff believe their early endorsement is essential. When the Parks and Recreation Commission and the Burnaby School Board meet to consider the proposed Policy, staff will be available to give an overview of the proposals and respond to any questions that may arise.

After receiving comments from the Commission and School Board, staff will revise the draft Policy, as necessary, then forward it to Council for adoption. Staff will also seek authority to work with the Child Care Resources Group and other appropriate parties to develop a policy implementation strategy. The strategy will examine various implementation options and identify timing and resource requirements for the recommended approach.

Staff acknowledge that developing an effective, practical implementation strategy will be challenging - especially given the difficult economic situation all levels of government now find themselves in. With this in mind, staff and the Child Care Resources Group will strive to strike a balance between recommending a strategy that makes a positive impact on Burnaby's child care situation while being feasible for the City to pursue.



D.G. Stenson, Acting Director
PLANNING AND BUILDING

JF/db

Appendices (3)

cc: City Manager
Director Finance
Director Administrative & Community Services
Director Recreation & Cultural Services
Medical Health Officer
City Solicitor
Chairperson, Child Care Resources Group

APPENDIX 1

SUMMARY OF COMMENTS **ON CONSULTANT'S POLICY PROPOSALS**

The following is a summary of comments received concerning the policy recommendations in the document, "A Child Care Policy and Implementation Plan for the Municipality of Burnaby" (Yates, Thorn & Associates, June 1992). The comments were provided by the Burnaby School Board, Parks & Recreation Commission, and various City departments. Staff considered these comments when preparing the revised Child Care Policy proposal, presented in Appendix 2, *attached*.

Support Role

General agreement that City should maintain an arm's length relationship with respect to child care (i.e. rather than providing services directly, the City should facilitate the provision of child care services by other bodies).

Support for reliance on an umbrella agency to support child care programs in Burnaby, but need for clarifying agency's mandate and relationship with City.

Community Input

General support for these recommendations; only comment was questioning of whether the Child Care Resources Group was too "select" a group to be the City's advisory body on child care.

Progressive Employer

General support for these recommendations.

Suggestion that child care centre for City employees may be more appropriately located close to City Hall, rather than in the Hall.

Improving Accessibility and Affordability

Support for objective of providing appropriate opportunities for child care facility development within Zoning Bylaw and other City regulations; however, questions regarding the examples of zoning amendments suggested by the consultant (e.g. is 16 children too many for a child care centre located in a residential area?).

View that requiring child care plans in all major development proposals and residential developments is too onerous and inflexible (i.e. child care facilities may be neither appropriate nor necessary for a given development; also the consultant's proposal may limit the City's ability's to seek more suitable amenities through the rezoning process).

Support for proposals for City to encourage provision of workplace child care by Burnaby employers.

Support from Parks & Recreation Commission (subject to feasibility study) for provision of space within recreation centres and on undeveloped park land for establishment of non-profit child care centres.

Support for principal of expanding multicultural child care, but need for specifying mechanisms for such expansion.

Caution that emergency child care centres have failed in Burnaby in the past; this is because their attendance fluctuates widely and they cost as much to build and operate as other centres.

Support from Parks & Recreation Commission (subject to feasibility study) for Parks & Recreation staff to i) work with other agencies in facilitating programs for 5 - 12 year olds which fit into out-of-school programs, and ii) develop recreation programs for Burnaby youth aged 9 - 12 years, through consultation with those youth.

Advice that City lacks legal authority to provide low interest loans to individuals wishing to upgrade their homes for child care purposes (or any other purpose).

Question concerning equity of City support of non-profit child care centres through lease of land or other means (i.e. families using spaces in the benefitting centres may not be those in greatest financial need).

Promotion of Quality Child Care

General support for these policy proposals.

Acknowledgement that the Health Department has retained staff with early Childhood education qualifications.

Indication that Environmental Health lacks the authority to grant temporary licenses to unlicensed family day cares that do not comply with the CCF Act Regulation.

Position that public education a better vehicle for helping parents to obtain quality child care than a quality assurance program.

Revolving Fund

General support for these proposals; however, indication that the City lacks the legal authority to issue low interest loans for child care programs and recommendation that the term 'revolving fund' be replaced with a more generic term (i.e. the Director Finance advises that establishment of an earmarked revolving fund for child care would be unnecessarily restrictive).

Municipal Departments

Agreement in principle with these proposals; however, acknowledgement that a department's ability to deploy staff on child care matters must be governed by budget realities.

School Board Liaison

The Burnaby School Board indicated that the proposals were consistent with the Board's philosophical support for child care; however, limitations of budget, taxation, and operational space hamper the Board's ability to respond.

Lobbying Other Public Agencies

Support for all these proposals.

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PROPOSED CHILD CARE POLICY FOR BURNABY

DEFINITION

"...child care is a comprehensive service to children and their families that supplements the care that children receive from their families. As a supplement to family care, professional child care is in no way a substitute for such care nor a competitor for the role of parents in the upbringing of their children. To some extent, professional child care represents a version of the extended family, one which is compatible with and adapted to the social realities of the modern world. Virtually all children are reared primarily in their own homes by their own families, and virtually all children receive some degree of supplemental care from people other than their parents".¹

CHILD CARE VISION

The City of Burnaby is committed to

- assisting with the creation, by the year 2000, of a comprehensive child care system in Burnaby which provides for and supports a range of child care options, including the option of parents staying home to care for their children;
- supporting families and children in their search for child care options which best suit their personal circumstances; and
- working with the School Board, Provincial ministries, child care providers, and others in pursuing the City's child care objectives.

POLICY ELEMENTS

1. Support Role

The City supports individuals and organizations involved with the provision of child care programs by

- a) offering information and other appropriate support to existing and prospective Burnaby child care providers; and
- b) helping the Burnaby/New Westminster Child Care Support Program to enhance its ability to provide information, resource, and referral services to Burnaby child care providers and community members.

¹ Caldwell and Hilliard, "What is Quality Child Care." Quoted in "Showing We Care", Report of the Provincial Task Force on Child Care, 1991, P. 1.

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2. Community Input

The City is committed to developing mechanisms to obtain the views of Burnaby parents and child care providers concerning the development of child care services by

- a) confirming the Child Care Resources Group's (CCRG's) mandate to serve as an advisory body to the Community Issues & Social Planning Committee and Council on child care matters;
- b) ensuring that the Child Care Resources Group contains a diverse membership, including a Community Issues & Social Planning Committee appointee, child care providers, City and Provincial staff, child care advocates, early childhood educators, School Board staff, business and union representatives, parents, and other appropriate parties;
- c) requesting the Child Care Resources Group to monitor implementation of the City Child Care Policy;
- d) requesting the Child Care Resources Group to set annual targets for the numbers of new child care spaces needed in Burnaby; and
- e) requesting the Child Care Resources Group to prepare an annual report on its activities.

3. Progressive Employer

The City is committed to acting as a progressive employer regarding child care by

- a) examining its personnel practices and, where possible, making adjustments to help employees balance their responsibilities to work and family;
- b) examining the feasibility of establishing child care facilities for City employees in and near City buildings; and
- c) exploring other options for assisting City staff in meeting their child care needs.

4. Improving Accessibility and Affordability

The City will work to improve the accessibility and affordability of child care by

- a) providing appropriate and sufficient opportunities for the establishment of child care facilities within the context of the Burnaby Zoning Bylaw and other City regulations;
- b) requesting that a 'child care plan' be provided in conjunction with major development proposals;
- c) requesting developers to establish child care facilities in proposed large scale multi-family residential projects and other large developments, as deemed appropriate;
- d) encouraging developers and employers to establish workplace child care facilities, especially in developments having employees with atypical work hours;
- e) permitting sponsors of workplace child care centres to accommodate the general public, in addition to employees, in the centres;

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- f) working with the Federal and Provincial governments, School Board, and other public bodies with Burnaby offices to create an inventory of potential public sector child care sites, assessing all public buildings and lands in the city for their suitability for child care;
- g) considering the allocation of space within future recreation centres and park developments, as feasible and appropriate, for the establishment of non-profit child care centres and programs;
- h) assisting community groups to conduct their own local planning for child care, through the provision of staff support and preparation of a 'how to' planning guide by the Child Care Resources Group;
- i) supporting child care providers in developing services which are accessible and welcoming to an ethnically diverse population;
- j) encouraging child care providers to operate emergency child care programs, offering staff support as appropriate;
- k) in conjunction with appropriate Provincial ministries, establishing a plan for the provision of child care for children with special needs (including those with exceptional health needs);
- l) requesting the Parks and Recreation Department, in consultation with Burnaby youths and out-of-school child care providers, to explore development of recreation programs which are accessible to 5-12 year olds attending out-of-school care programs;
- m) considering the granting of permissive exemptions from property taxation to non-profit child care facilities, as authorized under the Municipal Act;
- n) identifying appropriate City-owned sites which could be considered for lease for non-profit child care operations;
- o) working with the Provincial and Federal governments, child care providers, and others to identify innovative ways to reduce the capital costs of child care development.

5. Promotion of Quality Child Care

The City is committed to promoting quality child care services by

- a) continuing to employ and assign sufficient numbers of appropriately trained Health Department staff, including some with Early Childhood Education and related backgrounds, to
 - i) monitor child care facilities in accordance with the Provincial Child Care Regulation; and
 - ii) provide information and support to Burnaby child care providers and families;

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- b) in conjunction with the Burnaby/New Westminster Child Care Support Program, developing a strategy to
 - i) assist 'license not required'² day care providers who are so interested in establishing licensed family day care centres, as appropriate and
 - ii) assist unlicensed family day care centres caring for more than three children to become licensed, as appropriate;
- c) cooperating with the Burnaby/New Westminster Child Care Support Program in planning and delivering professional development programs for child care personnel;
- d) in conjunction with the Burnaby/New Westminster Child Care Support Program, developing workshops and informational materials aimed at assisting parents in selecting quality child care services; and
- e) supporting the Burnaby/New Westminster Child Care Support Program in its efforts to provide licence not required child care operators with information on, and assistance with, adequate liability insurance coverage.

6. Child Care Development Funds

The City is committed to seeking to secure funds to assist with the capital costs of future child care developments by

- a) providing developers with the option of contributing money to the City for child care facility development as part of their child care plans; and
- b) depositing the child care portion of future development cost charge receipts into a dedicated Child Care Development Fund, when appropriate enabling legislation is enacted (see Policy 9c).

7. City Departments

The City is committed to establishing clear roles and sufficient resources to enable appropriate City departments to implement and monitor the Child Care Strategy by

- a) confirming the mandate and responsibilities of the Health, Planning, and Parks & Recreation Departments in addressing child care issues;
- b) attempting to allocate sufficient staff resources in all departments to ensure that the Strategy is effectively implemented; and
- c) including child care policy goals and strategies in future revisions of the Official Community Plan.

² 'License-not required' is the term used for home-based child care centres that care for two or fewer children. Centres that care for two or more children need to be licensed under the Community Care Facility Act Child Care Regulation, unless they have been designated as foster homes under the Family and Child Services Act.

It should be noted that with the exception of family day care centres, commercial child care centres require both business licenses and CCF licenses. Unless otherwise stated, in this document, the term 'license' refers to CCF licenses.

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8. School Board Liaison

The City commends the School Board for its support of child care in Burnaby over the past decade and encourages the Board to be an equal partner in the implementation of the Child Care Policy by

- a) sharing its 5 year projections for the use of school space with the Child Care Resources Group and appropriate City staff;
- b) providing space in school facilities or on school grounds for out-of-school programs at minimal cost to the program operator;
- c) allowing students to attend schools in catchment areas in which they or their siblings are enrolled in recognized family, group, license not required, or out-of-school child care programs; and
- d) supporting the inclusion of child care facilities in community schools in Burnaby, as funding allows.

9. Recommending to Other Public Agencies

The City will, on an ongoing basis, make recommendations to other levels of government and public agencies to improve child care services and programs by

- a) continuing to request the Federal Government to strengthen the fiscal incentives and support for families and child care providers, and to introduce a National Child Care Strategy;
- b) monitoring implementation of the B.C. Child Care Strategy and other Provincial child care initiatives, providing comments and assistance to the Provincial Government, as appropriate;
- c) requesting the Ministry of Municipal Affairs, Recreation and Housing to act upon the 1991 UBCM resolution to amend the Municipal Act to extend the application of Development Cost Charges to child care and other social amenities;
- d) requesting the Province to prepare its informational materials for child care providers and parents in several languages, using Plain Language principles;
- e) in conjunction with the Burnaby School Board, seeking approval from the Ministry of Education to construct child care space as part of the shareable cost of new schools; and
- f) supporting and participating in regional initiatives which are compatible with the City Child Care Policy.

