

TO: CITY MANAGER

1999 JULY 2

FROM: DIRECTOR PLANNING AND BUILDING

OUR FILE: 17.811

SUBJECT: NEGOTIATED CHILD CARE FACILITIES

PURPOSE: To provide Council with information on child care facilities that have been established over the years in Burnaby through negotiations with developers through the rezoning process.

RECOMMENDATION:

1. **THAT** this report be received for information purposes.

REPORT

1.0 BACKGROUND

At its meeting of 1999 June 14, Council considered a report regarding community amenity space in the proposed mixed use development at Kingsway and McKercher Avenue. Arising from the discussion, Council asked staff to prepare a report on the status of child care centres that had been established over the years in Burnaby as community amenity contributions through the rezoning process.

This report responds to that request.

2.0 POLICY CONTEXT

Before looking at the specific child care facilities that have been negotiated in Burnaby, it is useful to consider the policy context for the negotiations. Relevant policies or initiatives are as follows:

- **Social Planning in Metrotown Consultation Process:** In 1987, the City, in conjunction with the Burnaby Inter-Agency Council, initiated a series of consultation sessions to identify social planning concerns and proposals for the Metrotown area. Child care emerged as a key service need for the area. The needs were articulated in the Social Planning in Metrotown Discussion Paper (1987) and the Metrotown Core-Related Review document (1988). As indicated in Section 3.0 below, they were also specified in the Comprehensive Development plans for three major rezonings in the area.

- **Official Community Plan:** Burnaby's previous Official Community Plan (OCP), adopted in 1987, contained a range of social planning goals and principles. It also identified the City's intent to ensure that an appropriate type and level of community services are established to meet the needs of a growing and changing local population. Further, the OCP indicated that Burnaby's role with respect to services such as child care is that of a facilitator (i.e., work with other parties to ensure the provision of the services rather than providing the services directly). These directions were confirmed and strengthened in the 1998 OCP.
- **Child Care Policy:** The Burnaby Child Care Policy, adopted in 1994, identifies a vision, goals, and actions for the City to pursue with respect to child care. The document contains a series of policies for addressing child care needs in the planning and development process (e.g., seeking child care facilities through the rezoning process for large new developments, as appropriate).
- **Community Amenity Bonus Policy:** In 1993, the Provincial Government passed Bill 57, giving municipal governments additional planning tools aimed at increasing the supply of affordable housing in BC. One of these tools involved density bonusing - specifically, the ability to offer developers additional development density in exchange for affordable housing or other community amenities, such as child care. In 1997, Burnaby Council endorsed a Community Amenity Bonus Policy, and subsequent Zoning Bylaw text amendments, providing a framework for density bonusing in the city.

3.0 NEGOTIATED CHILD CARE FACILITIES

Three child care centres have been established in Burnaby through negotiations with developers through the rezoning process: Jellybean Park Day Care at Eaton Centre (1990), YMCA Metrotown Child Care Centre at Metrotown Centre (1991), and Hanna Court Children's Centre, off Southpoint Drive near the BC Hydro Headquarters Complex (1995). In total, these centres are licensed to care for 119 children (44 infant/ toddlers and 75 aged 30+ months).

Jellybean Park and the YMCA Metrotown Child Care Centre are both running at full capacity and, indeed, have waiting lists. Hanna Court has 15 vacancies. The centre had been running at full capacity earlier in the year, but lost families during the recent BCGEU job action. Enrolments are expected to return to maximum capacity by the early fall.

In addition to the centres currently in operation, the City has negotiated for the establishment of the following:

- a 40 space child care facility targeted to high need families in the Lougheed Hotel site redevelopment (Rezoning Reference #49/97)

- a 37 space child care facility to be provided in the Phase 2 expansion of the office component of the Station Square development
- a yet-to-be determined child care component to be provided by developers of the Glenlyon Business Park (i.e., the Comprehensive Development Plan for the business park calls for the developer to retain a consultant to establish plans for provision of child care services in conjunction with the development).

A matrix with summary information on the negotiated child care facilities is provided in Appendix 1, *attached*.

4.0 ASSESSMENT

It has been roughly ten years since the City began the process of seeking child care facilities through the rezoning process. The process has been challenging, involving a steep learning curve for all parties involved (e.g., satisfying Provincial Licensing requirements, ensuring that the centres can operate on a financially viable basis).

While not discounting the challenges, it is believed that they are more than offset by the following benefits:

- **Addressing Community Plan Objectives and Human Needs:** Through the negotiation efforts, Burnaby has secured child care facilities, which have been made available to operators on a rent-free basis, in high growth areas of the city (i.e., Metrotown, Edmonds, and Brentwood). Further, the facilities have included an infant/ toddler component - the type of care in greatest demand and, given the high staff:child ratio requirements, the most expensive for operators to provide. By securing child care facilities, the City has thus fulfilled its community plan objectives and helped to address key social needs of people living and working in the subject areas.
- **Acquisition of Knowledge:** With the experience gained through the successive child care facilities, the City has developed increasing expertise in the area of child care. Specifically, Burnaby employees have learned “what works and what doesn’t work” in the facilities, enabling them to negotiate better “child care packages” over time.

5.0 CONCLUSION

This report has provided information on the status of child care centres that had been established over the years in Burnaby as community amenity contributions through the rezoning process. In summary, the report has indicated the following:

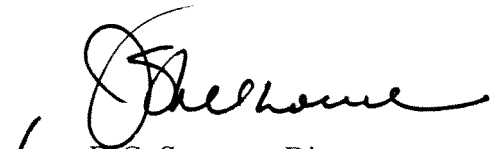
- the policy basis for the negotiation of child care facilities comes from a variety of sources (e.g., OCP, Burnaby Child Care Policy)
- the City's role with respect to child care planning is that of a facilitator rather than a direct provider
- three child care centres, with a total licensed capacity of 119 spaces, have been established in Burnaby through the negotiation process for major rezoning applications
- two additional centres are planned: a 40 space child care facility in the Brentwood Town Centre area and a 37 space centre in the future expansion of the office component of the Station Square development
- a yet-to-be determined child care component will be provided in conjunction with the Glenlyon Business Park development
- despite challenges faced in the planning process, efforts to negotiate child care facilities through the rezoning process have yielded key benefits - specifically, in terms of addressing community plan objectives, meeting human needs, and increasing staff's understanding of the intricacies of child care planning.

Child care is an important service. It offers social and economic benefits not only to the families using it, but also to the broader community. While these benefits have been well documented, the fact remains that child care is very expensive to provide - especially for infants and toddlers, which have the largest staff:child ratios amongst categories of care. Further, senior government funding for child care is limited and parent fees are already at or near the breaking point (e.g., \$900 per month for infant care in some group day care facilities).

Given these factors, and uncertainties about future senior government funding and policies concerning child care, the environment for planning and delivering child care is clearly challenging. While the City cannot (and should not) try to meet the challenges on its own, it can and has played a key facilitator role by negotiating inclusion of child care facilities in major develop projects in Burnaby. It is believed that with the experience gained over the

past ten or so years, the City should be in a good position to continue its facilitator role in addressing future child care needs.

This report is provided for the information of Council.


D.G. Stenson, Director
PLANNING AND BUILDING


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cc: Director Finance
Director Parks, Recreation & Cultural Services

APPENDIX 1

SUMMARY OF NEGOTIATED CHILD CARE FACILITIES

1999 July 7

	Jellybean Park Day Care	YMCA Metrotown Child Care Centre	Hanna Court Children's Centre	Brentwood Town Centre Child Care Centre	Station Square Child Care Centre	Glenlyon Business Park
Location	Eaton Centre	Metrotown Centre	7500 Hanna Court	Buchanan St (between Madison & Rosser Aves - part of RZ#49/97)	Station Square	Glenlyon Business Park, Big Bend area
Date opened	1990	1991	1995	Expected for early 2001	Not yet constructed (to be included in Phase 2 expansion of Station Square office component)	To be determined.
Licensed Capacity	12 ≤36 months 25 30+ mos	12 ≤36 months 25 30+ mos	20 ≤36 months 25 30+ mos	24 ≤36 months 16 30+ mos	12 ≤36 months 25 30+ mos	To be determined
Vacancies	None; has waiting list.	None; has waiting list.	15 (note: this is an anomaly due to the recent BCGEU job action)	N/A	N/A	N/A
Operator	Jellybean Park (private operator)	YMCA	Burnaby Children's Centres Society	Lower Mainland Purpose Society for Youth & Families	To be determined	To be determined.
Owner	Cambridge Shopping Centres Ltd	Manulife	City of Burnaby	City of Burnaby	Wesbild	Likely Canada Lands
Policy foundation	Social Planning in Metrotown Program; Metrotown Development Plan	Social Planning in Metrotown Program; Metrotown Development Plan	Edmonds Town Centre Plan	Brentwood Town Centre Plan; Community Amenity Bonus Policy	Social Planning in Metrotown Program; Metrotown Development Plan	Burnaby Child Care Policy