

COMMUNITY ISSUES AND SOCIAL PLANNING COMMITTEE

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

RE: REVISED BURNABY CHILD CARE POLICY

RECOMMENDATIONS:

1. **THAT** Council adopt the revised Burnaby Child Care Policy, presented in Appendix 2, attached.
2. **THAT** a copy of this report be sent to the Burnaby School Board, Simon Fraser Health Region Board, Parks and Recreation Commission, Child Care Resources Group, and Regional Executive Director of the Simon Fraser Office of the Ministry for Children & Families.

REPORT

The Community Issues and Social Planning Committee at its meeting held on 2000 January 26, received and adopted the attached report recommending adoption of a revised Child Care Policy for the City of Burnaby.

The Committee has requested that the resolution on Child Care Development Cost charges as stated in Section 6, be resubmitted to the UBCM.

Staff were also requested to work with the school board and other agencies on the advisability of using portables as they become available.

Respectfully submitted,

Councillor D. Johnston  
Chair

Councillor N. Harris  
Vice Chair

:COPY - CITY MANAGER  
- DIRECTOR PLANNING & BUILDING  
- DIRECTOR FINANCE  
- DIRECTOR PARKS, RECREATION &  
CULTURAL SERVICES

**TO:** CHAIR & MEMBERS 2000 January 12  
COMMUNITY ISSUES AND SOCIAL  
PLANNING COMMITTEE

**FROM:** DIRECTOR PLANNING AND BUILDING Our File: 17.811

**SUBJECT: REVISED BURNABY CHILD CARE POLICY**

**PURPOSE:** To recommend adoption of a revised Child Care Policy for the City of Burnaby.

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**RECOMMENDATION:**

1. **THAT** Council be asked to adopt the revised Burnaby Child Care Policy, presented in Appendix 2, *attached*.
2. **THAT** a copy of this report be sent to the Burnaby School Board, Simon Fraser Health Region Board, Parks & Recreation Commission, Child Care Resources Group, and Regional Executive Director of the Simon Fraser Office of the Ministry for Children & Families.

**REPORT**

**1.0 BACKGROUND**

At its meeting of 1993 November 1, City Council adopted the Burnaby Child Care Policy (see Appendix 1, *attached*). The Policy presented a comprehensive vision for child care in Burnaby, and identified a range of actions for the City to pursue in achieving that vision.

The Child Care Policy has been a valuable tool to assist the City in addressing child care needs over the years. Since the Policy's adoption roughly seven years ago, however, several changes have occurred in the child care "environment." For example, the Burnaby Health Department, whose duties included child care licensing, was transferred from the City to the Simon Fraser Health Region. Also, the Province created two new ministries with child care responsibilities: the Ministry for Children & Families and Ministry of Social Development and Economic Security. Given these and other changes, it was considered timely to review and update the Policy. The Child Care Resources Group (CCRG), as part of its 1999 work program, undertook the Policy review.

This report summarizes the key conclusions and proposed changes resulting from the review.

## 2.0 POLICY REVIEW

The chief conclusion from the review is that the essence of the Child Care Policy remains sound. It was also concluded, however, that some statements were “out of date” and needed revision.

A revised draft of the Policy is presented in Appendix 2, *attached*. Rather than offering new policy directions, the proposed revisions primarily involve making the statements reflect the current realities of Burnaby’s child care situation.

A summary of the proposed changes is provided below.

*Definition:* The revised definition is an abbreviated version of the one contained in the original Policy.

*Child Care Vision:* The revised vision statement is similar to the original, but omits reference to a specific time frame for realization of the vision.

### *Policy Elements*

1. *Support Role:* The revised statement is a more concise version of the one contained in the original Policy.
2. *Child Care Resources Group and Community Consultation:* The heading for this section now makes reference to the CCRG, which had been omitted from the original version. Also, the section has been tightened, with the first part referring to the broad mandate of the CCRG, and the second part referring to specific actions to be undertaken by the group. The two content changes in the section are a) indicating that the CCRG will seek broader community views on child care issues, if so requested by the CISPC or Council and b) indicating that the group will provide periodic update reports, rather than annual reports, on its key activities and work program proposals.
3. *Progressive Employer:* In addition to tightening the wording of the existing document, the revised Policy section has added a statement regarding the City’s role in encouraging other major employers in Burnaby to adopt “family friendly” policies.
4. *Improving Availability, Accessibility, and Affordability:* The heading of this section has been expanded from the existing version to include “availability”. Four other changes have also been made: a) some statements have been reworded for clarity; b) some statements have been consolidated, reducing the total in the section from 15 to

11; c) the statement regarding preparation of an inventory of public lands suitable for future child care development has been deleted (Policy 4.f in the original document); and d) a statement has been added concerning the ongoing maintenance and updating of the Child Care Planning Resource Package.

5. *Promotion of Quality Care:* In the existing Policy, this section identifies the roles of the Burnaby Health Department and Burnaby/ New Westminster Child Care Support Program (now called Burnaby/ New Westminster Child Care Resource & Referral). The revised section focuses more specifically on how the City can support those bodies in performing their child care duties.
6. *Child Care Development Funds:* In the revised section, the statement concerning proposed expansion of Development Cost Charge legislation has been relocated from another section of the existing document (Section 9: Recommending to Other Public Agencies). Also, the option of accepting financial contributions from developers for child care facility construction has been deleted, given questions about the City's authority in that regard. The other changes involve only minor adjustments in wording.
7. *School Board Liaison:* In the revised section, the statement regarding the sharing of five year population projections has been deleted, and a statement regarding planning for services for young parents has been added. The other statements are similar to those in the existing Policy.
8. *Recommending to Other Public Agencies:* The revised section omits the statement pertaining to the preparation of multi-lingual child care materials by the Province. It also omits two statements that, in a revised form, have been relocated to other sections of the Policy: (i.e., statements concerning capital funding for child care facilities in new school construction and the pursuit of authority to collect Development Cost Charges for child care facilities). Further, the revised section includes a new statement which urges the Province to establish and implement a comprehensive, long term plan for child care in BC.

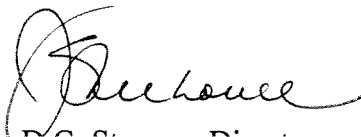
In addition to the revisions noted above, the revised Policy omits a section from the existing document: Section 7, which identified the roles of various City departments in implementing the Policy. The reason for the deletion was twofold: a) the Health Department has been transferred to the Simon Fraser Health Region, leaving Planning and Parks, Recreation & Cultural Services as the two remaining departments with a direct role concerning child care, and b) the Policy element relating to the Official Community Plan has been retained and relocated to another section of the Policy (Section 4: Improving Availability, Accessibility & Affordability).

### 3.0 CONCLUSION AND RECOMMENDATIONS

This report has summarized the conclusions and proposed changes resulting from the review of the Burnaby Child Care Policy. The key conclusion from the review was that the existing Policy is sound and has provided a valuable foundation for Burnaby's child care activities over the past seven years. Given various changes that have occurred since the Policy's adoption, however, it was acknowledged that the Policy needed to be revised and updated.

In general, the substance of the revised Policy is consistent with the existing document. Most of the proposed changes involve rewording for clarity, or for bringing the statements in line with the current child care "environment" in Burnaby. As necessary, obsolete Policy statements have been deleted from the revised document, and new statements have been added to reflect emerging priority issues.

Given the foregoing, it is recommended that Council be asked to adopt the revised Burnaby Child Care Policy, presented in Appendix 2, *attached*. It is also recommended that a copy of this report be sent to the Burnaby School Board, Simon Fraser Health Region Board, Parks & Recreation Commission, Child Care Resources Group, and Regional Executive Director of the Simon Fraser Office of the Ministry for Children & Families.

  
D.G. Stenson, Director  
PLANNING AND BUILDING

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Attachments(2)

cc: City Manager  
Director Parks, Recreation & Cultural Services  
Director Finance  
City Solicitor

## Child Care Policy for Burnaby

Adopted by Burnaby Council 1993 November

### 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.”<sup>1</sup>

### 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.

#### 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 mandate to serve as an advisory body to the Community Issues & Social Planning Committee 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;
- 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 and those over 12 years of age);
- 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; and
- 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

- 75 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;
- b) in conjunction with the Burnaby/New Westminister Child Care Support Program, developing a strategy to
  - i) assist 'license not required <sup>2</sup>' day care providers who are so interested in establishing licensed family day care centres, as appropriate and
  - ii) assist unlicensed family day care centre caring for more than three children to become licensed, as appropriate;
- c) cooperating with the Burnaby/New Westminister Child Care Support Program in planning and delivering professional development programs for child care personnel;
- d) in conjunction with the Burnaby/New Westminister Child Care Support Program, developing workshops and informational materials aimed as assisting parents in selecting quality child care services; and
- e) supporting the Burnaby/New Westminister 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 9d).

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<sup>2</sup>'License-not-required' is the term used for home-based child care centres that care for two or fewer children. Centres that care for three 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.

**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 Policy 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 Policy is effectively implemented; and
- c) including child care policy goals and strategies in future revisions of the Official Community Plan.

**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) working with the City in identifying Burnaby neighbourhoods which require child care facilities;
- c) providing space in school facilities or on school grounds for out-of-school programs at minimal cost to the program operator;
- d) allowing students to attend school 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
- e) 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) seeking funding from senior governments and other sources to address Burnaby's child care needs;

- b) 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;
- c) 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;
- d) 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;
- e) requesting the Province to prepare its informational materials for child care providers and parents in several languages, using plain language principals;
- f) supporting the Burnaby School Board in applying for school based child care program funding from the Ministry of Education; and
- g) supporting and participating in regional initiatives which are compatible with the City Child Care Policy.

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## DRAFT

## Revised Burnaby Child Care Policy

2000 January 12

## 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.”<sup>1</sup>

## CHILD CARE VISION

The City of Burnaby is committed to

- a) assisting with the creation of a comprehensive and inclusive child care system in Burnaby which offers a range of child care options and responds to the diverse groups within the community, including parents staying home to care for their children;
- b) supporting families and children in their search for child care options which best suit their personal circumstances; and
- c) working with the School Board, government ministries, child care providers, community service providers, and others in pursuing the City’s child care objectives.

## POLICY ELEMENTS

## 1. Support Role

Through provision of information and other appropriate assistance, the City supports existing and prospective Burnaby child care providers, the Simon Fraser Health Region, Burnaby/New Westminster Child Care Resource and Referral and other individuals and organizations involved with the planning or provision of child care in Burnaby.

## 2. Child Care Resources Group and Community Consultation

The City is committed to obtaining the views of Burnaby parents, child care providers, and the broader community concerning child care issues and needs by

- a) maintaining the Child Care Resources Group as a subcommittee of the Community Issues & Social Planning Committee, confirming its mandate to
  - i) serve as an advisory body to the Community Issues & Social Planning Committee on child care matters,
  - ii) assist with development of child care policies, services, and programs, and
  - iii) act as an advocate for child care in the city; and
- b) requesting the Child Care Resources Group to assist with implementation of the Burnaby Child Care Policy by
  - i) monitoring implementation of the Policy,
  - ii) monitoring supply and demand for child care in Burnaby,
  - iii) helping the City to obtain the views of child care providers, parents, and the broader community on child care issues, upon request of the Community Issues & Social Planning Committee or Council, and
  - iv) informing the Community Issues & Social Planning Committee of emerging child care needs and issues, and providing the Committee with periodic update reports on the group's key activities and work program proposals.

### 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) exploring other options for assisting City employees in meeting their child care needs, including the possible future establishment of child care facilities for use by staff; and
- c) encouraging other major employers in Burnaby to help address their employees' child care needs through such means as establishment of workplace child care facilities or introduction of 'family-friendly' policies.

### 4. **Improving Availability, Accessibility, and Affordability**

The City will work to improve the availability, 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 Official Community Plan, community plans, Burnaby Zoning bylaw, and other City regulations;

- b) in the rezoning process for selected major residential, commercial, industrial, or mixed use developments, requesting the applicants to help to address the child care needs generated by the proposed developments by
  - i) constructing child care facilities on or near the developments, or
  - ii) submitting alternative plans for addressing child care needs generated from their developments;
- c) for qualifying projects in Burnaby's town centre areas, and in accordance with Section 6.22 of the Zoning Bylaw, offering developers additional or 'bonused' density in exchange for child care facilities or other appropriate amenities to be planned in conjunction with their developments;
- c) for child care facilities to which the City gains title through Policies 4.b and c, facilitating affordable, high quality, and accessible care by
  - i) seeking experienced and qualified non-profit operators who have the ability and desire to provide services to a diverse clientele (including those with additional needs and English as a second language),
  - ii) working closely with the developers, project architects, and operators in planning and designing the facilities, and
  - iii) making the space available to operators on a rent-free basis;
- d) permitting sponsors of workplace child care centres to accommodate the general public, in addition to employees, in their centres;
- e) 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;
- f) maintaining and updating the Child Care Planning Resource Package, an information resource geared to helping groups and individuals in planning child care facilities in Burnaby;
- h) through the Parks & Recreation Department, and in consultation with Burnaby youths, families, school-age child care providers, and other agencies, exploring development of recreation programs which are accessible to children enrolled in school-age child care programs;
- i) granting permissive exemptions from property taxation to eligible non-profit child care facilities, as authorized under the Municipal Act;
- j) considering the lease of appropriate City-owned facilities and sites for non-profit child care operations; and
- k) working with the Provincial and Federal governments, child care providers, the business

community, and others to identify innovative ways to reduce the costs of child care development and operation.

## **5. Promotion of Quality Child Care**

The City is committed to promoting quality child care services by

- a) maintaining a close working relationship with the Community Care Facilities Licensing Section of the Simon Fraser Health Region, involving such activities as
  - i) providing Zoning and other pertinent information related to child care licensing applications,
  - ii) consulting on child care policy and regulatory issues of mutual concern, and
  - iii) participating in joint planning efforts on child care matters; and
- b) supporting efforts of Burnaby/New Westminster Child Care Resource and Referral through such means as
  - i) providing a lease grant and making space available to the agency at the Burnaby Heights Community Resource Centre,
  - ii) providing the agency with information and other assistance, as appropriate, and
  - iii) collaborating on matters of mutual concern.

## **6. Child Care Development Funds**

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

- a) continuing to urge the Ministry of Municipal Affairs, through the Union of BC Municipalities, to amend the Municipal Act to extend the application of Development Cost Charges to child care facilities and other social amenities; and
- b) establishing a dedicated Child Care Development Fund for depositing the child care portion of future development cost charge receipts, upon the Province expanding the Development Cost Charge legislation.

## **7. School Board Liaison**

The City acknowledges the School Board for its long standing support of child care in Burnaby and encourages the Board to continue serving as an equal partner in the implementation of the Child Care Policy by

- a) working with the City in identifying Burnaby neighbourhoods which require child care facilities;
- b) providing space in school facilities or on school grounds for child care programs, as need dictates and space and funding allow;

- c) working with the Province, in conjunction with the City, to secure dedicated child care space in new school construction or major renovations to existing schools;
- d) allowing students to attend school in catchment areas in which they are enrolled in school-age child care programs, provided that sufficient space is available and the school can accommodate the student's educational program needs; and
- e) seeking ways and means to provide child care services for young parents who wish to complete their secondary school education.

## **8. 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, programs, and policies by

- a) seeking funding from senior governments and other sources to address Burnaby's child care needs;
- b) 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;
- c) monitoring implementation of Provincial child care initiatives, providing comments and assistance to the Provincial Government, as appropriate;
- d) supporting and participating with the GVRD or other Lower Mainland municipalities in initiatives which are compatible with the City Child Care Policy; and
- e) requesting the Provincial Government to establish and implement a comprehensive, long term plan for child care in BC.

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