



REPORT

Report Date: May 24, 2022
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VanRIMS No.: 08-2000-20
Meeting Date: June 8, 2022
[Submit comments to Council](#)

TO: Standing Committee on City Finance and Services

FROM: General Manager of Arts Culture and Community Services

SUBJECT: Making Strides: Vancouver's Childcare Strategy and Early Actions

RECOMMENDATIONS

- A. THAT Council approve the *Making Strides: Vancouver's Childcare Strategy* (as set out in Appendix A), including the vision, guiding principles, values, policy directions, policy goals and Early Actions.
- B. THAT Council direct staff to report back by Q2 2023 on the status of Strategy implementation through Early Actions, and to seek Council approval of a delivery and financial strategy and an initial Four-Year Action Plan, encompassing targets and goals, resource needs, policy changes, strategic partnerships, alignment with senior governments, and monitoring.
- C. THAT Council approve the framework for a Community Childcare Expansion Program (CCEP) (as set out in Appendix C) to support the creation of new childcare spaces led by non-profit organizations and public partners. Source of funding is subject to Council approval of the 2023-2026 Capital Plan.
- D. THAT Council request the Mayor write a letter to the Minister of Education and Child Care to acknowledge her new responsibilities within the newly expanded Ministry, and to improve collaboration and partnership opportunities between the Province and the City of Vancouver in order to create new childcare spaces;

FURTHER THAT the Mayor request a meeting between the Ministry of Education and Child Care and the City of Vancouver as soon as possible to discuss ways to advance policy, planning and delivery of childcare at the City of Vancouver and all its partners, including the Vancouver Board of Education (VBE) and BC Housing.

REPORT SUMMARY

This report seeks Council's approval of *Making Strides: Vancouver's Childcare Strategy*. If adopted, it will replace the 2002 *Moving Forward: The Cornerstone of Early Childhood Development Services* (RTS 2631) strategy to become the City of Vancouver's guiding Childcare Strategy.

Senior government priorities are now shifting, with welcomed new funding commitments and a realignment of Provincial ministries. This proposed strategy provides a platform that aligns policy, investment and other City tools to promote partnerships with the Province and other stakeholders and support the implementation of a senior government-led universal childcare system. Updating the City's Childcare Strategy now is an effective way for the City to respond to the shifting childcare landscape, acknowledge and align with emergent senior government leadership, take advantage of new funding commitments and opportunities, and address critical needs in Vancouver. This report identifies the need for the City's Childcare Strategy to be current, nimble and robust enough to address upcoming fundamental challenges with childcare, and to guide the City through a time of significant change and opportunity.

This is a pivotal time for childcare. With a clearly articulated and renewed Childcare Strategy, that emphasizes the importance of balanced roles for all levels of government and integrated planning for childcare, the City will be able to set favourable conditions for all manner of childcare to expand and work within, or alongside, a senior government-led universal system.

The proposed Strategy seeks to:

- Provide clear direction, roles, and responsibilities for the City;
- Address the lack of childcare space supply by integrating planning, shifting perspectives, and leveraging municipal tools to maximize opportunities for space creation;
- Embed equity in the City's approach to childcare, recognizing it as a key social determinant of health and prioritizing efforts to support the most underserved, including equity-denied groups and communities;
- Ensure that the City is fully prepared to leverage current and future senior government childcare commitments.

The proposed Strategy also addresses two current Council Motions on childcare: *Building a Family Friendly Vancouver: Affordable Child Care* (RTS: 12937); and *Childcare that Works: Extended Hour and Around-the-Clock Childcare for Working Families in Vancouver* (RTS 014364). One aim of the Strategy is to establish the necessary framework to create policies and adjust City processes in response to the Motions (as set out in Appendix D).

This report also seeks Council approval of a framework for a Community Childcare Expansion Program (CCEP) (generally as set out in Appendix C), to support the creation and development of new childcare spaces led by non-profit organizations and public partners. This proposed grant program is included as a key Early Action in the Strategy.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

In 2002 City Council approved the revised Childcare Strategy, *Moving Forward: The Cornerstone of Early Childhood Development Services* (RTS: 2631). The report recommended key directions for the City's role in childcare over the ten years following its adoption.

In 2004, City Council established the first childcare space expansion target for the City for 2004-2006. After a brief hiatus, Council established subsequent childcare space expansion targets aligned with each Capital Plan period from 2009 to present day.

In 2011, City Council first endorsed the community-led \$10-a-Day Plan, advocating for a public, universal childcare system in BC. This endorsement was reaffirmed by Council in 2021.

In 2014 City Council passed Phase I of the *Healthy City Strategy* (RTS 10493) which set out goals and target for social determinants of health, including a 'good start' for all children.

In 2018 City Council passed the Motion "*Building a Family Friendly Vancouver: Affordable Child Care*" (RTS: 12937) which calls for policy and program considerations that involve multiple City departments, Vancouver Coastal Health (VCH), and the Province.

In 2021 City Council passed the Motion "*Childcare that Works: Extended Hour and Around-the-Clock Childcare for Working Families in Vancouver*" (RTS 014364) that directs staff to consider policy to encourage 24-hour and/or extended hour childcare centres in Vancouver.

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The City Manager recommends approval of the foregoing.

REPORT

Background/Context

Childcare is primarily the responsibility of senior governments, with Provinces having the principal mandate for childcare licensing and funding. Among Provinces in Canada, only Quebec has a universal childcare system, with other provincial and territorial governments having historically underinvested in childcare.

Prior to 2018, British Columbia had no coordinated childcare space creation plan, offered limited capital support for space creation, and affordability supports for families were inadequate to allow those with low incomes to afford most licensed programs. In Vancouver, childcare space creation was made possible largely due to City investment and facilitation since the 1970s, with some space creation through private service providers. This created a "patchwork system" that left large gaps in childcare supply and failed to mitigate rising affordability challenges.

In the absence of an integrated federal or provincial childcare system, the City has been a leader in childcare policy and addressing Vancouver's childcare needs. Through investment and strategic use of civic and partner land and resources, the City has facilitated the creation of over 4,600 childcare spaces (including full-time care for children 5 and under; school age care for children aged 5-12, and part-time/part-day preschool programs for children aged 3-5) over the past five decades. While most spaces were enabled through development contributions (Community Amenity Contributions (CACs) and Development Cost Levies (DCLs)), an increasing number of spaces were created with key partners including the Province, Vancouver Board of Education (VBE), Vancouver Board of Parks and Recreation (VBPR), and a host of other non-profit organizations. Today, these City-facilitated childcare spaces represent nearly 40% of all licensed childcare capacity for full-day group care in the City. The City's greatest impact has been in securing childcare service for children younger than school age, for whom

City-facilitated spaces comprise nearly half of all licensed supply, (including 60% of all licensed group care spaces for children under 3).

Vancouver Childcare Policy: Historical Context

Vancouver's first childcare strategy was approved in 1990 with the *Civic Childcare Strategy*. The City set in motion policies and practices including financing growth tools that support new childcare space creation. The original Strategy also inscribed children's rights, further defined in the 1992 *Vancouver Children's Policy* as including "access to high quality, community-based services that are culturally appropriate, child centered, affordable, and non-stigmatizing". The City's *Childcare Design Guidelines* were approved by Council in 1993, setting basic standards for the design and construction of new licensed group childcare facilities. The Guidelines have since acted as a tool to uphold childcare facility standards that best support healthy development outcomes for children.

In 2002 the City's guiding childcare strategy was updated (*Moving Forward: The Cornerstone of Early Childhood Development Services* - RTS 2631). Policy priorities included strong public and non-profit partnerships, laying the ground-work for the creation of a Childcare Protocol, a Childcare Policy Statement, and the Joint Council on Childcare (JCC). It also set the first Council-directed target for new City-facilitated childcare spaces. *Moving Forward* has persisted as the City's key strategic policy on childcare for more than 20 years.

A detailed current state analysis of childcare and exploration of need, supply, and City impacts is set out in Appendix E.

Vancouver's Childcare Service Gap

According to the City's childcare needs assessment, the supply of licensed childcare spaces in Vancouver currently meets 44% of estimated need for children ages 12 and under. The largest gap is for the youngest children: citywide, 23% of estimated need for childcare is met for children under age 3. In contrast, approximately 70% of the estimated need is met for children ages 3 to 5. For school age children, approximately 39% of need is currently met by existing supply. To fully meet current estimated needs, Vancouver's childcare supply of licensed full day spaces would need to grow by approximately 16,000 spaces; this figure would be over 21,000 without Vancouver's historic role in childcare. Of the 16,000 spaces needed, 7,500 are for children younger than school age and approximately 8,500 spaces are needed for school aged children.

Reconciliation and Equity Considerations

Impact on Urban Indigenous Families in Vancouver

Urban Indigenous peoples continue to face greater health disparities and added barriers to accessing childcare that is culturally safe due to the legacy of colonization and the residential school system. Based on the 2016 census, there were approximately 2,000 Indigenous children aged 0-12 in Vancouver (which is widely considered to be an undercount), and in general, the Indigenous population is growing more than other population groups. Although data on the childcare service gaps for urban Indigenous children in Vancouver have been difficult to assess, the number of Indigenous-led and Indigenous-centred childcare spaces in Vancouver, across all types of childcare, is very low (less than 100 licensed spaces), which speaks to the need for greater and more deliberate action.

Equity, Cultural Safety and Humility in Childcare

Vancouver's families continue to experience significant and growing spatial, social and economic inequities, which are further exacerbated by insufficient access to the spaces, services and programs needed for overall well-being. Access to quality childcare not only supports the well-being of children and families, but also enables greater workforce participation and supports the development of a thriving economy. Along with access to housing, finding quality, affordable and inclusive childcare is often a key struggle that many families in Vancouver identify as a barrier to meeting their daily needs. For many equity-denied families and communities, access to adequate and culturally safe childcare for their children is an even greater challenge.

Cultural safety and humility in childcare refers to early learning environments that allow children and families from Indigenous and other diverse cultures, backgrounds, and identities to feel safe and supported in their cultural identities. In addition to the need for expanded Indigenous-led and culturally anchored childcare programs, considerations of how cultural safety and humility can be applied more broadly to support intercultural awareness and a shared understanding of Indigenous cultures and histories for all children is needed.

The City's Current Roles in Childcare

The roles that the City plays in childcare delivery include: (1) Investment; (2) Regulation and Planning; and (3) Partnerships and Advocacy.

1) Investment

Civic investments have had tremendous impacts in expanding Vancouver's childcare infrastructure. Secured largely through land and property development, the City leverages and facilitates the creation of new childcare facilities through development contributions and levies (principally CACs and DCLS). Where childcare can be accommodated through in-kind delivery, the City actively seeks to acquire space through development. These tools combined have been particularly effective in expanding childcare services in higher-growth areas. Over \$260 million of development contributions (CACs and DCLs) were dedicated to childcare over the last 10 years.

Current City-owned childcare assets include 69 facilities and 3,045 spaces (2,323 spaces for 0-5 years and 722 spaces for school age). The City selects non-profit childcare operators through a public process to operate licensed programs in City-owned facilities at nominal lease rates, and helps support childcare operators in City-owned and non-City owned facilities with small capital grants, typically \$5K or less, to maintain existing childcare spaces. The City also provides modest but impactful operating grants, \$1.7M per year, to eligible non-profit operators to enhance affordability and accessibility and to build capacity within the sector.

2) Regulation and Planning

The City regulates childcare through land use and development, most directly through application of the City's *Childcare Design Guidelines* (1993) to new group childcare centres. In addition, the City's *Childcare Technical Guidelines* (2019) are applied to City-owned facilities.

Other regulatory tools applied to childcare development include the Vancouver Building Bylaw, and Zoning and Development By-law. Group childcare is permitted in most zones in the City as a conditional use. The City also works with Vancouver Coastal Health to mutually support and align regulatory reviews and licensing of new childcare proposals.

A reduced Development Cost Levy rate of \$10 per building permit is applied to all childcare development applications, and a modest floor-space ratio (FSR) exemptions may also apply in some District Schedules for the inclusion of childcare.

The City's practice has been to incorporate childcare delivery in Public Benefit Strategies, documents which provide strategic direction for capital investments in plan areas over the long term. While this approach has ensured that childcare needs are considered in active planning areas, it has also had the unintended impact of concentrating childcare services in areas of high development and growth, leaving other areas of the City underserved. An integrated city-wide approach to childcare delivery is needed to address city-wide needs, including growth areas and areas with existing deficiencies.

3) *Partnerships and Advocacy*

The City plays a key role as a convener, and has established strong partnerships with key players in the childcare sector. Working with local partners, the City has advocated for senior government support for children and families in Vancouver through a coordinated universal public childcare system.

Key partnerships have included local public partners and the non-profit sector. The City has collaborated with local public partners to deliver affordable childcare secured for long-term use on public land, including on land and in facilities owned and stewarded by the City, Vancouver Board of Parks and Recreation (VBPR), and VBE. Non-profit Community Centre Associations (CCAs) operate licensed childcare in, or adjacent to, the majority of VBPR community centres in the city, providing 1,400 licensed spaces (84% of which are part-time preschool and School Age Care).

In partnership with the VBE, the City has co-located group childcare centres with new and seismic-replacement elementary schools, a program that has delivered over 250 spaces of licensed, full-day childcare to families since 2018, with another 233 licensed spaces now underway. This partnership between VBE and the City has also been instrumental for the creation of new spaces for school-age children. Since 2011, through its School-Age Care Expansion Grant program, the City has facilitated the creation of over 600 school age care spaces, with the vast majority landing in schools.

Opportunities for school age care are expected to expand as the transition of childcare into the newly created Ministry of Education and Child Care takes hold; as a result of this transition, the City is expecting to have a reduced role in supporting school age care moving forward.

Changing Senior Government Contexts

Senior government childcare commitments and priorities have shifted significantly since 2018. *The Childcare BC Plan* (2018) first set the goal of universal childcare in BC, and launched modest but important capital investments and affordability supports. In 2020, when the COVID-19 pandemic highlighted the important role childcare plays in supporting families and economic

recovery, the Province declared childcare an essential service. In April 2022, a shift in responsibility for childcare from the Ministry of Children and Family Development (MCFD) to the newly established Ministry of Education and Child Care (MECC) helped to position childcare as a universal core service in BC and opened the door to new possibilities for integrating early learning within education infrastructure.

Federal and provincial commitments aligned for the first time in 2021 on the shared goal of universal childcare for children under the age of six. The historic *Canada-British Columbia Canada-Wide Early Learning and Child Care Agreement* (2021) identified steps toward an equitable system, setting affordability objectives for families at \$10/day by 2026, and focusing on not-for-profit service delivery. Ambitious BC-wide space creation targets equate to a proportional share (based on population) of approximately 4,000 new spaces in Vancouver for children younger than school age by 2028.

While the details of senior government plans to build a new universal childcare system are still unfolding, it is encouraging that senior governments seek to share the costs and responsibility for creating childcare spaces with partners. Capital funding commitments identified in the *Canada-Wide ELCC Agreement* (2021) surpass all previous senior government investments, but still fall well short of capital construction costs for new facilities, particularly in urban contexts. Roles and investments in creation of new childcare supply and the maintenance/retention of existing spaces will likely continue to evolve as a new system emerges.

Childcare efforts made by the City and other local partners may one day focus more directly on maintaining and renewing service levels, addressing needs in priority areas, and supporting ongoing equity for children and families. However, a fully functioning system will take years to build out and implement and, should senior government commitments be maintained, the City's involvement is expected to evolve over time. Current senior government commitments and targets are expected to be fulfilled within the next five to seven years. Given the scope and scale, it could realistically take a decade or more, to achieve a new childcare equilibrium.

Council Motions on Childcare

Staff have been concurrently working to respond to two current Council Motions on childcare:

“Building a Family Friendly Vancouver: Affordable Child Care” (RTS 12937) - This Motion speaks broadly to the need for new and improved tools and policies to support creating a wide range of childcare opportunities. Staff response to the Motion is underway and requires significant cross-departmental coordination. The Strategy is a policy springboard that will mobilize the necessary cross-departmental support, as well as the resources necessary to effectively develop and implement new policies, options and tools. Several of the Strategy's Early Actions (*Appendix A*) respond to this Motion, including the following (identified by Policy Direction, Policy Goal. Early Action Component Number, e.g. 1X.i):

- Launch a capital grant program to invest in, and secure community-led, non-City owned childcare. (1C.i)
- Explore, test, and monitor potential options or requirements for delivery of secured childcare in active planning areas with early policy alignments. (1C.ii)
- Identify and adopt approaches to optimize, streamline, and align development approvals for childcare, through engaging with provincial licensing and other partners. (1D.i)

If approved by Council, a delivery and financial strategy, including a Four-Year Action Plan, will also aim to identify, scope and operationalize specific new policies and tools in order to implement the Strategy's policy goals.

“Childcare that Works: Extended Hour and Around-the-Clock Childcare for Working Families in Vancouver” (RTS 014364) - Staff have prepared a research report entitled *Childcare That Works: Extended Hour & 24 Hour Childcare in Vancouver* (Appendix F). This report includes a literature review, jurisdictional analysis, and a broad survey of local childcare operators and interviews with key sectoral experts and professionals. Future considerations and recommended next steps are identified. Additionally, the Strategy and Early Actions (Appendix A) incorporates some key aspects of the Motion and findings from the research report, including the following (identified by Policy Direction / Policy Goal / Early Action Number):

- Research, engage and explore opportunities to support flexible, responsive childcare services. (3B.i)
- Advocate to senior levels of government to provide operational funding that enables flexible and extended hour services within a universal system. (3B.i)

As with the other Motion, if approved by Council, a delivery and financial strategy, including a Four-Year Action Plan, will also aim to identify, scope, resource and operationalize specific Actions that can further advance the intent of the Motion, while aligning with future senior government-led actions and policy.

Strategic Analysis

Engagement

The proposed Strategy has been informed by people, groups and organizations experienced in and knowledgeable of the childcare sector. An outline of organizations, senior government agencies, childcare sector and community partners engaged in this work, including a dedicated Community Advisory Panel, can be found in *Appendix H: Research, Data, Engagement Summaries and Glossary*.

Shifting Perspectives on Childcare

Perspectives are shifting across the sector and all levels of government regarding how childcare is considered in policies and planning. The updated Strategy operationalizes three necessary shifts in perspective:

- From the historical “patchwork system” of childcare (without clear coordination from senior governments), to more clearly defined roles for senior governments and local governments within a coordinated universal system.
- From considering childcare as a service to be delivered through the private market or as an amenity to be leveraged from development to support growth, towards characterizing childcare as a public good (like schools or health services) that should be universally accessible, intentionally planned and integrated as an essential component of complete neighbourhoods.

- From considering childcare as a social program that benefits only a few, to recognizing childcare as an essential service for all: a necessity for labour market access for parents and caregivers; and linked inextricably with education.

Anticipated Childcare Strategy Impacts

Previous childcare strategies were instrumental in laying the groundwork for a number of successful and necessary childcare initiatives in Vancouver. These successes were achieved with minimal senior government support, and without full integration of childcare planning into broader spatial and strategic planning at the City. Now that senior governments are committed to implementing a universal childcare system, there is both an opportunity to calibrate the City's role and an increased urgency to seize the opportunity for universal childcare in Vancouver.

The proposed Strategy builds on previous strategies by emphasizing a range of new policy directions intended to fully leverage current senior government commitments to childcare. The overall intention of the Strategy is to lay a path for integrated planning across the City's service groups, as well as with local public partners (i.e. VBE and BC Housing), local equity denied partners and communities, and senior governments.

Intended impacts of integrated childcare planning include:

- Greater opportunities to secure affordable, quality, inclusive and culturally safe childcare through integration of childcare into the City's spatial and strategic planning practices, streamlined development processes, and new and expanded municipal tools.
- Diversified investments in childcare through strengthened partnerships, joint capital planning, and expanded support for the delivery of new childcare spaces led by community partners.
- Prioritized City support, informed by the City's response to Reconciliation and other equity commitments, for the most underserved (including equity-denied groups and communities), through work that addresses spatial equity, cultural safety and humility, as well as Indigenous self-determination.

Scope of Proposed Strategy

The proposed Strategy will help to calibrate the City's role in the implementation of a new, senior government-led universal system of childcare. Specifically, the Strategy highlights the continued need to advocate for municipalities to have the proper tools, resources and support required to help implement provincial policies, plans and initiatives. The Strategy focuses on the significant impact that the City can make to help expand childcare space supply through land use regulation and deployment of the municipal toolkit.

The Strategy will align with and support senior government policies, plans and agreements, including the *Canada-British Columbia Early Learning and Child Care Agreement* (2021), *Canada-British Columbia Canada-Wide Early Learning and Child Care Agreement 2021-2026*, *ChildCare BC* (2021), *Indigenous Early Learning and Child Care Framework* (2018) and BC's *Declaration Act Action Plan* (2022). As such, the Strategy is focused on long-term community investments in public and non-profit-operated childcare, including a range of program types. City efforts will also be focused on support for full-day childcare for 0-5 year olds, and infant and

toddler (0-3 years old) needs in particular. In this respect, allocation of City resources will prioritize cost-effective childcare spaces and facilities that can help to address the greatest immediate needs, equity considerations, partnership opportunities and long-term sustainability.

What's not in scope/ Limited scope:

- Considerations for *direct operations* or other gaps in the childcare system where the City has no jurisdiction and/or has limited legislated authority (*i.e.* wages, labour shortage, operating decisions, parent fees)
- *Commercial childcare*: The Vancouver Charter, with limited exceptions, does not permit the City to grant to, nor offer direct financial support to commercial businesses, including childcare; in this respect, commercial childcare is also out of scope. However, the ambition is for the Strategy to create and set favourable conditions for all manner of childcare to fit within, or alongside, a senior government-led universal system.
- *Part-time/part-day programs*: Programs such as part-day Preschool and Occasional Care fall lower in priority for City support, in favour of full-day care options. However, the City will continue to prioritize situations in which these part-time programs help to fill significant equity gaps and meet underserved community needs.
- *School-age care*: City support for school age care (for ages 5-12) has been significant over the last decade, however the recent move to bring childcare into a newly established Ministry of Education and Child Care signals a reduced role for the City in school age care space expansion.

Strategy Elements

Making Strides: Vancouver's Childcare Strategy is comprised of two components:

- a) a Strategy, with associated Early Actions; and
- b) a Delivery and Financial Strategy, including a Four-Year Action Plan, to be presented to Council in spring 2023.

a) Strategy and Early Actions

This report presents part (a), the proposed Strategy and Early Actions for Council consideration.

The Strategy includes a vision, values, guiding principles, five policy directions and subsequent policy goals, and five broad Early Actions. The entire proposed Strategy, including Early Actions, is in Appendix A.

Five broad Early Actions are identified in the Strategy. Each Early Action further consists of a number of specific and detailed components (Appendix A). The Early Actions are tied to work that is already underway or planned, without the need for additional resources or significantly impacted work plans. The intention is to report back to Council on the Early Actions and their components, within the next year.

Key Early Action: Community Childcare Expansion Program (CCEP)

This report seeks Council approval of a framework for a Community Childcare Expansion Program (CCEP), generally as set out in Appendix C. The CCEP framework comprises a significant component of an Early Action identified in the Strategy's Early Action Number 3C.i.

If approved, the CCEP will deliver a mechanism or program for Council to consider providing capital grants towards the creation of new childcare spaces led by non-profit organizations and public partners.

CCEP mirrors the Community Housing Incentive Program (CHIP), which provides contributions towards the construction of non-profit or co-op housing projects. The CCEP is intended to enable the City to leverage the "municipal toolkit" to expand childcare creation through financial contributions to local non profits and public institutions to take the lead and responsibility in developing, maintaining and operating new childcare facilities. The proposed CCEP aims to help orient the City's keen focus on delivery of affordable and accessible childcare rather than on asset ownership or management.

The proposed framework for the CCEP has the following objectives:

- To leverage non-City owned land, assets, and capital;
- To leverage funding from other levels of government;
- To advance Reconciliation, equity, and access;
- To encourage co-location of childcare facilities with housing, health care, and other community services led by community partners;
- To support much-needed public and non-profit run childcare spaces, while limiting the growth of the City's asset management responsibility; and
- To create transparent opportunities for organizations seeking capital funding to create childcare on/in their own assets.

b) Delivery & Financial Strategy, including a Four-Year Action Plan

A delivery and financial strategy, including a Four-Year Action Plan, will scope actions and identify resources needed to advance implementation of directions and policy goals, subject to Council approval of the proposed Strategy. Forthcoming childcare space expansion targets and goals will balance the City's dual roles of direct investment in childcare, and support for space creation led by community partners (such as through policy, enabling regulations, and requirements). In particular, childcare targets and goals set through the Four-Year Action Plan must be attainable and financially viable for the City and its prospective partners, and priorities must be in alignment with senior government directions. A clear monitoring and accountability framework will also be established.

If approved by Council, a delivery and financial strategy, including a Four-Year Action Plan, will be developed concurrently with implementation planning for the proposed Vancouver Plan, and will align with other City policy and regulatory review processes. Ongoing involvement of local, provincial, and Indigenous-led partners will support coordination of efforts. The Plan will also respond to the need for continued relationship building, information sharing and advocacy with senior government partners, as well as ongoing public and advisory body engagement.

The delivery and financial strategy, including a Four-Year Action Plan, will identify needed resources for all Actions across City departments, in alignment with the City's mid to long-term capital and financial planning processes, and the soon to be developed Vancouver Plan Public Investment Framework. The Strategy and Four-Year Action Plan will be reviewed and refined periodically as the landscape changes and as plans for a universal childcare system unfold. This will ensure that City's role remains relevant and aligned with the goal of supporting senior governments to best meet the needs of children and families in Vancouver.

Civic Agency Input

The Joint Council on Childcare (JCC) supports and advises on childcare directions and implementation across the City of Vancouver, VBPR, and VBE. With membership comprising elected and staff representation of these three founding local public partners as well as other local public, non-profit, and Indigenous-led agencies, the JCC has advised on early Childcare Strategy development and emerging directions since 2004. The JCC were actively involved in the creation of this proposed draft strategy and engagement with this group, which will be known as the Vancouver Childcare Council starting in 2023, will be ongoing throughout implementation, if approved.

As well, a new sub-committee of the Women's Advisory Committee has been informed of the Childcare Strategy work and has indicated interest in City efforts relating to childcare planning and policy development. Ongoing engagement will continue with this group.

Financial Implications

Childcare is primarily the responsibility of senior governments. Prior to 2018, British Columbia had no coordinated childcare space creation plan, offered limited capital support for space creation, and affordability support for low incomes families were inadequate. In the absence of an integrated Federal or Provincial childcare system, childcare space creation in Vancouver was made possible due to the significant City investment. Over \$260 million of development contributions (CACs and DCLs) were dedicated to childcare over the last 10 years. Childcare development is also eligible for a substantially reduced rate of \$10 per building permit.

COMMUNITY COMMENTS

Drafted jointly by the Joint Childcare Council & Childcare Community Advisory Panel

This is an exciting and unprecedented time for the future of childcare in Vancouver as the City positions itself for significant new funding investments created by senior levels of government, the increasing demand of residents for access to quality affordable childcare, and the urgent need to better support Urban Indigenous children and their families. Building on the bold leadership of successive Vancouver City Councils - who over many decades have recognized the importance of childcare for a healthy city - now is the time to update the City's childcare strategy for the changed context.

Along with new recognition of childcare as essential community infrastructure, we see popular and widespread support for \$10aDay childcare expansion across the province and the country. Vancouver's longstanding commitment to childcare is now converging with significant long-term investments from the provincial and federal governments, including a commitment to Indigenous-led childcare, all of which support and complement City planning for the future of childcare and culturally safe spaces.

We have valued opportunities to provide input to the City's planning, and we support the overall policy framework outlined in *Making Strides: Vancouver's Childcare Strategy*. This Strategy positions the City to address and leverage emerging opportunities and challenges, while navigating the transformations ahead.

However, senior government priorities are now shifting. Federal and Provincial commitments are aligning for the first time on the shared goal of universal childcare for children under the age of six. While the implementation plan for a new universal childcare system is still unfolding, it is encouraging that senior governments are making new funding commitments to share the costs and responsibility for creating childcare spaces at affordable rates, with partners.

Recognizing a renewed commitment from senior government, complex inter-jurisdictional governance, and limited financial capacity of the City, the next few years will be pivotal for the City to calibrate its role in childcare and optimize available levers to best support the implementation of a senior government-led universal childcare system.

With Council's approval, the next stage of work involves implementation of Early Actions and development of a delivery and financial strategy, including a Four-Year Action Plan. The Action Plan will identify implementation actions stemming from the Strategy (Appendix A). Scoping and delivery of the Actions will be approached pragmatically, taking into consideration three major factors: (1) staff resources required to achieve each of the policy goals; (2) balancing the roles of the City with other governmental jurisdictions and community partners; and (3) maintaining fiscal prudence while centering the needs of children and families in Vancouver.

Funding for the proposed CCEP (Appendix C) is subject to Council approval of the 2023-26 Capital Plan. Conversations with prospective applicants to the Program will commence subject to Council approval of the Program Framework, the 2023-26 Capital Plan and the 2023 Capital Budget. An official launch of the proposed Program would likely occur in early 2023.

CONCLUSION

Making Strides: Vancouver's Childcare Strategy builds on a long history of leadership and forward-thinking childcare policy in Vancouver. The Strategy also reflects changing political and economic realities, presents new perspectives and policy directions, and incorporates the outcomes of decades of advocacy, evidence-based research, capital investment, regulation, and conversations between key partners across sectors and levels of government.

The Strategy will better enable the City to set favourable conditions for childcare to work within, or alongside, a senior government-led universal system. The Strategy sets out a more intentional approach to integrated planning for childcare in Vancouver, resulting in investments that will help to shape a more diverse and equitable childcare landscape in Vancouver, expanded policies and regulatory tools, and strengthened partnerships, alongside the City's continued efforts to advocate senior governments for a universal system of childcare that can benefit and support all families who need or want it.

If approved, the Strategy, along with a forthcoming proposed Four-Year Action Plan, will work together to ensure the City has a coherent and well-considered roadmap to inform and guide integrated planning, investment, policy decisions, equity considerations and strategic alignment with senior government during this unique time of opportunity.

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Appendix A: Policy Framework with Early Actions

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Land Acknowledgement

The City of Vancouver humbly acknowledges that the lands to which the City of Vancouver and Vancouver's childcare strategy applies, occupy the unceded and ancestral territories of the xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səlilwətał (Tsleil-Waututh) Nations. The Nations have raised children on these lands and waters since time immemorial, and have upheld traditional teachings and ways of knowing, including stewardship of these lands.

Recognizing the lives, cultures, languages, and Peoples of this land, *Making Strides: Vancouver's Childcare Strategy* will continue to build on the City's commitment as a City of Reconciliation and will seek to meaningfully implement UNDRIP and Truth and Reconciliation calls to justice as they relate to children and childcare.

Introduction: Towards the Future of Childcare in Vancouver

*Making Strides towards a Good Start for All*¹

Access to quality childcare supports the well-being of children and families, equitable participation in the labour force, and a thriving economy. The struggle to find suitable childcare is a common experience for many families in Vancouver – and across Canada – who may already be grappling with the challenge of meeting all their essential needs, including access to housing and food security. According to estimates from the City’s childcare needs calculator, less than half of families seeking licensed care in Vancouver today can find a full-time spot; meanwhile, the sometimes-prohibitive cost of childcare fees may prevent families from starting their search in the first place.

Childcare is an essential service and primarily a senior government responsibility. A decades-long history of senior government underinvestment in planning, coordination and funding has resulted in large service gaps; recognizing this and the tools available to local government, the City has led the way in supporting childcare and non-profit sector delivery partners. City-facilitated spaces now comprise the majority (60%) of licensed full-day group care in Vancouver for children under three, and make up nearly half (46%) of all full-day group care spaces for children younger than school age.

Right now, senior governments are developing strategies to implement transformative new childcare commitments that promise to make positive changes to the childcare landscape in the decades ahead. However, there is much to be done before all families will be able reliably gain access to licensed childcare, –in the same way that they can currently rely on gaining access to public education. The City is in a unique position to help foster this transformation through its breadth of experience, partnerships, and tools to help accelerate the expansion of childcare facility infrastructure in Vancouver.

Making Strides: Vancouver’s Childcare Strategy builds on Vancouver’s history of setting forward-thinking direction in childcare policy that helps to address local needs of children and families, from the *Civic Childcare Strategy* (1990), to the *Vancouver Children’s Policy* (1992) and *Moving Forward – Childcare: A Cornerstone of Child Development Services* (2002). The Strategy builds on current research and engagement, provides an updated policy framework to guide City involvement in supporting childcare, and identifies early actions to move the work forward, while aligning with senior government leadership towards building a universal childcare system. Its vision is to work towards a future where all Vancouver families can access affordable, quality and inclusive childcare to work, learn, or meet daily needs as part of a universal, public system that lifts up all families. Five supporting policy directions are explored in this document:

1. Plan for Expanded Childcare in Complete Neighbourhoods
2. Support Indigenous Children and Families

¹ Vancouver’s Healthy City Strategy (2014) policy framework identified A Good Start, including access to childcare and school readiness, as one of the key building blocks of a healthy city for all.

3. Expand Equity and Accessibility of Quality Early Learning and Childcare
4. Build Partnerships towards a Universal System
5. Support Renewal and Resilience of Essential Childcare Infrastructure

Achieving the vision, directions and aligned policy goals in this Strategy will require coordinated efforts across City departments and agencies, with partners across sectors and levels of government. The Strategy harmonizes with the upcoming proposed *Vancouver Plan* and *Accessibility Strategy*, and aligns with key City Strategies or City-affiliated plans including: the *Healthy City Strategy* (2014); *City of Reconciliation* (2016); *Community and Economic Development Strategy* (2016); *Women's Equity Strategy* (2018); *Climate Emergency Action Plan* (2020); *Equity Framework* (2021); *Spaces to Thrive* (2022), *Broadway Plan* (2022) and the Vancouver Board of Parks and Recreation's *Community Centre Strategy* (2022). The Childcare Strategy is also intended to work alongside and support senior government policies and agreements, including the *Canada-British Columbia Canada-Wide Early Learning and Child Care Agreement 2021-2026* (*Canada-Wide ELCC Agreement*), *Childcare BC* (2018), and BC's Declaration on the Rights of Indigenous Peoples Act Action Plan (2022).

Why Childcare Matters

The term "Early Learning and Child Care" (ELCC) refers to the dual purpose of all licensed childcare:

- i) To provide early learning opportunities to children prior to school age (and to elementary-school children outside school hours); and
- ii) To provide care for children, enabling families to participate in the labour force, pursue education and training, *etc.*

Access to quality childcare can support healthy outcomes for Vancouver's youngest residents and help build resilience in children throughout their lives. Participation in high-quality early care and learning programs has been shown to support children's cognitive, social, emotional and physical development and they age, improving school readiness, and preventing future vulnerability. Working towards universal childcare access is critical to a more equitable future. While there are clear benefits for all children, the greatest benefits of quality childcare are felt by children who face additional challenges, reducing the "achievement gap" between these children and their peers.

Key commitments from the *Canada-BC Canada-Wide ELCC Agreement, 2021-2026*

Canada-BC/Canada-Wide Vision

All families in Canada have access to high-quality, affordable, flexible and inclusive childcare no matter where they live, primarily through non-profit and public care providers as the core focus

- **Affordability**
Reduce BC parent fees by 50% by the end of 2022 for regulated licensed childcare for under 6; and \$10 a day childcare for all regulated 0-5 spaces by the end of the 5-year agreement
- **Quality**
Develop a wage grid for ECEs in BC, and develop evidence-based frameworks, standards and tools for childcare
- **Inclusion**
Combine funding to expand supports for Indigenous-led childcare and for children with support needs through developed plans and collaboration with identified groups most in need (vulnerable and diverse populations; those that need culturally appropriate care; culturally safe childcare for Indigenous children; and official language minority communities)
- **Accessibility**
Create 30,000 new spaces in BC for children under 6 by 2025; and 40,000 spaces by 2027-2028

For families today, access to affordable quality childcare enables entry (or re-entry) to the workforce or educational pursuits, which can help lift families and children out of poverty and advance intergenerational well-being. An inability to access childcare - whether due to lack of supply, high fees, unsuitable options, or other reasons - disproportionately affects women, with the greatest effects felt by lone parents and women from equity-denied communities who are over-represented in low wage and precarious work. In a universal system of care, access to childcare will not be dependent on labour force participation, but will be readily available to all children and families.

Access to quality childcare also supports the economy as a whole, enabling a strong and supported workforce. Research consistently shows that public investment in childcare returns its value many times over through higher employment earnings and taxes paid by working parents, and reduced social welfare use in the short and long terms.

Supply, Need, Service and Equity Gaps

In BC, licensed childcare is regulated by the Provincial government, and offers service to children up to age twelve. In the absence of a universal childcare system, The City models existing childcare needs and shortfalls to inform planning and policy development. The City, using a conservative methodology that considers child population by age, women's workforce participation², and projected enrollment trends by age group, and supply of licenced spaces. Based on assumptions of demand and uptake, the City's childcare estimates indicate that to meet current needs, Vancouver's childcare supply would need to grow by approximately 16,000 spaces: 7,500 full-day spaces for children between 0-5 years, and 8,500 spaces for school-age children. By contrast, a universal public childcare system will operate similarly to public education, where a childcare space will be available to any child; in a universal system, we would expect childcare demand to increase substantially.

Supply of full-day licensed childcare care falls short of estimated need in every age group. This gap is greatest for children under age three, and for school-age children. Reflecting changing employment patterns for parents of young children, the only category of care with an estimated oversupply is part-time, part-day "preschool" serving ages three to five.

Table 1: Estimated Licensed Childcare Supply, Needs Met and Shortfall (December, 2021)

Age Group	# of Licensed Spaces	Estimated Spaces Needed	Estimated % of Need Met	Estimated Shortfall of Spaces
Full-Day Care (ages 0 to 5 year)	5,968	13,134	45%	7,166
Part-Day Pre-School (ages 3-4 years)	2,463	1,276	193%	-1,187
School Age Care (ages 5-12 years)	5,640	14,079	40%	8,439

Access to childcare is not equitable for all families. Supply gaps are generally widest on the east side of Vancouver, including low availability of childcare spaces in neighbourhoods where

² A StatsCan study on gender and work shows that the total work burden for men and women in Canada were approximately equal at the time of writing in 2018. However, while men have taken on more unpaid work than before, including childcare, the study found that women continue to take on a disproportionately large share of all unpaid work, including child care, domestic tasks and elder care. (Moyser, M. and Burlock, A. 2018. "Time use: Total work burden, unpaid work, and leisure", in [Women in Canada: A Gender-based Statistical Report](#), Statistics Canada Catalogue no. 89-503-X).

families earn on average lower household incomes than in the City as a whole, and where more residents are visible minorities, Indigenous or newcomers. For families who need childcare to meet daily needs, issues of the barriers to accessing safe and suitable, including availability, high fees, and ongoing challenges for families wishing to access additional supports, steady care compound other challenges and may contribute to decisions to leave Vancouver. Housing affordability affects families as well as the childcare workforce, which faces a critical shortage of qualified workers in Vancouver, whose wages on average cannot keep up with rising housing costs.

For many Indigenous families, finding culturally safe childcare that supports strong cultural identity can be a barrier to access. The National Indigenous Early Learning and Child Care Framework (2018) recognizes the importance of culturally-safe ELCC for connecting urban Indigenous children to their languages and cultures as outlined by UNDRIP and Truth and Reconciliation Calls to Action. While many Indigenous families report preferring Indigenous-led childcare services, supply is very limited.

City Role in Childcare to date

Since the 1970s, in the absence of senior government leadership, the City of Vancouver has set forward-thinking childcare directions for Vancouver, recognizing the local needs of children, families, and the economy. As outlined in the Vancouver's *Children's Policy* (1992), "despite traditional mandates, municipal governments [recognize] that their cities will not flourish if children's needs are not met".

During the decades of limited senior government coordination and grant funding for childcare, the City stepped forward to facilitate the development of a core supply of stable, secured licensed group childcare facilities, supporting access to quality childcare for local families, capacity-building of the non-profit sector, and advocating greater involvement of senior governments in childcare. In order to maintain a consistent standard across childcare facilities, Council adopted the *Childcare Design Guidelines* in the 1990's, an evidence-based design document that links physical design elements to key child development outcomes.

Process quality, fundamentally linked to staff qualifications and training, morale, as well as pedagogically sound and culturally safe curricula, and healthy food provisions in programs, is supported by City grants and nominal leases, which promote stable, resilient and inclusive non-profit childcare operations. While City impacts have been significant, there is much more to be done to support access to quality care, particularly for children with additional support needs, and for children and families from equity-denied groups.

Investment in Quality Childcare Infrastructure

Since the late 1970s, City investments and partnerships have facilitated the creation of more than 4,500 licensed non-profit childcare spaces in Vancouver, with a focus on purpose-built full-day care serving children younger than school age. These spaces have offered quality and inclusive care at fees that fall generally below the citywide average, made possible through non-profit operation, the offer of stable tenure in facilities that are secured for childcare use over the long-term and, in most cases, affordable leases at nominal rates. These include over 1,300 childcare spaces now operating in City-facilitated amenity spaces, delivered through development partnerships, mostly in areas of high density and high growth areas. 300+ additional spaces in developer-led projects are currently under construction.

City and partner investments have also successfully leveraged civic and other public lands to deliver essential childcare infrastructure in neighbourhoods across the city. Over 1600 licensed childcare spaces are located in or adjacent to Community Centres owned by Vancouver's Board of Parks and Recreation. Through partnership with the Vancouver Board of Education (VBE), colocation of new childcare centres with new and seismic-replacement elementary and secondary schools has delivered over 250 full-day licensed childcare spaces since 2018, with another 233 full-day childcare spaces currently under development in school projects.

Planning and Regulation

The City first established a citywide childcare space expansion target to guide City investment in childcare creation as part of the 2004-2007 capital plan. Targets were re-established in 2010, and continue to the present day. Since 2010, local community plans and area plans have typically included planning considerations for childcare needs, and in some cases, neighbourhood-level childcare targets.

Facility design standards are applied to newly constructed, purpose-built group childcare centres, through the City's *Childcare Design Guidelines* (2021), to support children's healthy development. *Childcare Technical Guidelines* (last updated in 2019) apply to childcare facilities secured by the City as a capital asset, to ensure standards of sustainability, functionality, and efficient maintenance. Group childcare is permitted in most zones in the City as a conditional use. As Vancouver Coastal Health (VCH) is responsible for licensing childcare facilities according to Provincial health and safety regulations, the City works with VCH to mutually support and align regulatory reviews of new childcare proposals.

Local Partnerships and Advocacy

Building on the *Civic Childcare Strategy* (1990), the City has convened partners across sectors to support childcare creation, equitable access, and a strong non-profit sector. Key partnerships have included the following:

Local public partners - namely the Vancouver Board of Education (VBE), and Vancouver Board of Parks and Recreation (VBPR) - have convened joint efforts to deliver secured affordable childcare on public land, including on land and facilities owned and stewarded by the City, the VBE, and VBPR. The policy framework *Moving Forward - Childcare: A Cornerstone of Child Development Services* (2002) led to foundation of the Joint Council on Childcare (JCC) in 2004 by the City of Vancouver, VBE, and VBPR.³ The JCC was mandated to lead planning, development, and coordination of childcare with a focus on publicly owned facilities or land. Most recently, the City has engaged in new partnerships in the public health sector and with BC Housing to explore joint planning opportunities.

The development industry has been a key partner in childcare infrastructure expansion. The 1990 *Civic Childcare Strategy and Action Plan* established a process for

³ The Joint Council on Childcare (JCC) was established in 2004 through the Joint Civic Childcare protocol. Following a hiatus from 2006-2008, the JCC was reinstated by City Council in 2009. The JCC continues to provide leadership in seeking resources, planning, development, and coordination of childcare, and to advise the City, VBE and VBPR.

the City's use of Community Amenity Contributions (CACs) and Development Cost Levies (DCLs) to fund childcare capital.

The non-profit sector has been a key partner in childcare service delivery and coordination since the 1970s. The City's childcare funding supports (including operational and capital grants, and leases offered at nominal rates in City-owned facilities) have helped to build capacity within the non-profit childcare sector in Vancouver, and have enabled operators to offer inclusive programs at more affordable fees to meet diverse community needs. Since 1990, the City of Vancouver has provided grants to non-profit operators increase the affordability, accessibility, quality and resilience of neighbourhood-based, non-profit childcare programs. In 2021, the City's total childcare grants budget was approximately \$1.7 million, and the City offered nominal leases to non-profit operators of childcare facilities representing over 2,000 licensed spaces, as well as a number of nominal land leases where non-profit-owned childcare facilities are located on public land.

Since the 1990s, the City and its partners have engaged in ongoing advocacy for senior government to lead the development of a coordinated universal public childcare system. City Council has endorsed the community-led Community Plan for a Public System of Early Care and Learning (\$10aDay Plan) twice - in 2011 and 2021.

Looking Ahead to the Future of Childcare

Canada has historically underinvested in childcare relative to other OECD countries, including the USA. Provincial governments are responsible for licensing and funding childcare.

Before 2018, British Columbia did not have a coordinated childcare creation plan in place, and offered modest affordability supports to families. Childcare space creation was left to the market, where the role of facility building has been taken up by municipalities, neighbourhood houses and other non-profit facilities, as well as by for-profit businesses. A market-based "patchwork system" left large gaps in childcare supply and accessibility relative to families' needs.

Senior Government Commitments and Priorities since 2018

Senior government childcare commitments and priorities have shifted significantly since 2018. The ChildCare BC Plan (2018) first set a Provincial goal of universal, \$10-per-day childcare in BC, and launched modest capital investments and affordability measures which helped to support the creation of over 26,700 new licensed spaces in the province between 2018 and 2021.⁴

The COVID-19 pandemic forced widespread disruptions to lifestyle, workplace and school arrangements, highlighting the critical importance of childcare; as a result, the Province declared childcare an essential service in 2020. Shifting responsibility for childcare from the Ministry of Children and Family Development to the Ministry of Education and Child Care in 2022 positioned childcare as a universal core service in BC, and opened the door to new possibilities for integrating early learning within education infrastructure.

⁴ Ministry of Children and Family Development, 2021. "New child care legislation will build stronger B.C. for families". <https://news.gov.bc.ca/25630>.

Federal and provincial commitments aligned for the first time in 2021 on the shared goal of universal childcare for children under age six. The historic *Canada-Wide ELCC Agreement* (2021-2026) identified steps towards an equitable system, setting affordability objectives for families at \$10 per day by 2026, and committing to a focus on expansion of public and not-for-profit service delivery. Based on population, Vancouver's portion of the new BC-wide space creation target will be approximately 4,000 spaces for children younger than school age, by 2028.

While many details of senior government approaches to building a childcare system are still unfolding, it is clear that senior governments seek to share costs and responsibility for creating and securing childcare infrastructure with other partners. Capital funding commitments identified in the *Canada-Wide ELCC Agreement* surpass all previous senior government investments, but fall short of capital construction costs for new facilities, particularly in urban contexts. Partners' relative roles and investments in new childcare facility infrastructure will likely continue to evolve as a new system emerges.

Shifting Perspectives on Childcare in Vancouver

This is a unique period for securing the future of childcare in Vancouver, and for the City to lay out a renewed platform to guide its role and investments in childcare delivery. Over the coming decades, there is potential to fill large gaps in infrastructure and systems capacity while advancing senior government-led goals of universal access to quality, licensed childcare. The policy framework outlined in *Making Strides: Vancouver's Childcare Strategy* positions the City to address and leverage emerging opportunities and challenges while navigating the transformations ahead.

As senior governments lay the groundwork for an emerging universal childcare system, all

Past Perspectives		Moving Towards
1. The City is working within a patchwork system of care	➔	1. There are clear and well-balanced City roles in investments, regulation and partnerships - within an ecosystem.
2. Childcare is delivered through the private market or as an amenity through development	➔	2. Childcare is intentionally planned, essential infrastructure
3. Childcare is a social program that benefits only a few	➔	3. Childcare is a universal service that expands public education to include the early years, and enables labour force participation for parents

partners and levels of government have begun to shift their perspectives in consideration of childcare in their policies and planning. In the historical "patchwork system" of childcare, cities and other partners have delivered significant but uneven impacts, without the benefits of clear coordination from senior governments. Childcare infrastructure has also been viewed

as a beneficial nicety (and sometimes as a market commodity) and, as a result, is frequently planned for as an afterthought, rather than with an intention to meet essential needs. Finally, in the past, childcare has been conceived of as a social program that only benefits vulnerable populations, rather than as a necessity akin to public education, one that holds benefits for the broad community.

These new, emerging perspectives require adjustments across planning processes, departments, and partnerships that work together to plan and deliver childcare facilities and services in the city.

What We Heard

This policy framework and embedded early actions has been informed by a targeted engagement with approximately 40 organizations, intergovernmental and community agencies. The City of Vancouver recognizes and thanks participating community bodies including:

- A Community Advisory Panel comprised of local experts and intergovernmental representatives;
- Joint Council on Childcare;
- Child Care Administrators' Network;
- Diverse childcare providers;
- The Greater Vancouver Board of Trade;
- Other intergovernmental, development, and community partners; and
- Internal staff across City departments and the Vancouver Board of Parks and Recreation

Key thematic findings from engagement with the non-profit childcare sector have included:

- Working together is better
- Capacity building requires support
- The early childhood educator staffing crisis cannot be ignored
- Affordability is a barrier for all
- Relationship building is foundational

Beyond dedicated engagement, findings to inform this strategy have drawn from other engagement data across various policy development processes, including the upcoming proposed Vancouver Plan and the Women's Equity Strategy (2018). Key findings from survey comments, forums, and in-person pre-pandemic engagement have echoed long-standing challenges in the sector, including:

- There is an insufficient supply of licensed spaces
- Childcare remains unaffordable for many
- Women disproportionately bear economic impacts of raising children, and lose out on labour force participation
- Quality of care is a key concern for supporting healthy child development, and for addressing specific needs and inequities including cultural safety and additional support needs.

Introducing the Childcare Strategy Policy Framework

The Vision, Values and Principles of this Strategy Policy Framework that will guide the efforts of the City are articulated below.

Vision

10-year Vision:

- Significantly more families have equitable access to essential \$10aDay childcare services that meet their needs within a more family-friendly city.
- The City helps to coordinate senior government capital investments in childcare space expansion, regulate childcare development, and continues to collaborate with public partners and the local non-profit sector.

30-year Vision:

- All Vancouver families can access affordable, quality and inclusive childcare to work, learn, or meet other daily needs as part of a universal, public system.
- The City continues to collaborate with community, and liaises with senior governments to ensure that Vancouver-specific needs are acknowledged and fulfilled.

Values

Availability: Families who need or want childcare across Vancouver neighbourhoods should be able to choose from a range of quality options available to them.

Quality: Child-centered programs and facilities can meet diverse needs and nurture healthier outcomes for all children in both physical design and services provided.

Accessibility: Children and families of all circumstances, needs and abilities need access to quality childcare.

Equity: Families need to be able to access childcare that meets their specific, intersectional needs and supports their workforce participation.

Well-being: Children and families need to feel safe, recognized, and respected in all childcare environments. Vancouver's youngest residents are supported to meet their full potential.

Connections: Childcare is well-integrated with families' cultural, social and economic lives, and not planned as a standalone service.

Principles

Childcare as an Integrated City Priority

- Early Learning and Childcare is a child's right,⁵ an essential service and foundational City priority.
- The City is working toward a universal \$10-a-day system aligned with senior governments.

⁵ The 1989 UN Convention on the Rights of the Child established that governments should ensure families have the right to benefit from childcare services, and addressed children as rights bearers. The Vancouver Children's Policy (1992) responded by recognizing children's rights to "access to high quality, community-based services that are culturally appropriate, child-centred, affordable and non-stigmatizing".

- The City integrates childcare planning and implementation across processes and departments, and works to streamline systems.

Reconciliation in Planning and Action

- Indigenous communities have the right to self-determination in childcare services and this includes Urban Indigenous people, Metis, Inuit and First Nations.
- Indigenous families have the right to access Indigenous-led programs that reflect their cultures, or to access culturally safe childcare in the broader community.
- City actions will align with calls to action outlined in the Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls (MMIWG2S), the United Nations Declaration on the Rights of Indigenous People (UNDRIP), the Declaration on the Rights of Indigenous People Act (DRIPA) in BC, and other calls for justice.

Equitable Access Using an Equity Lens

- Diverse children and families have the right to access inclusive and culturally safe early learning and childcare that supports healthy child development and families.
- The City applies an equity lens to planning for childcare, working to reduce inequities in access across intersections including race, gender, ability, and geography.
- The City applies a proportionate universality approach to operational supports. Working toward the goal of universal access, City investments in operational supports may be targeted to support those who face the most barriers in accessing care.

Civic Focus on Non-profit Service Delivery and Expansion

- Focusing civic supports on non-profit childcare operations aligns with senior government commitments to focus childcare space creation “in community investments that are long term and run by public and non-profit institutions”.

Coordinated Public Planning, Investment, and Public Land for Public Good

- The City convenes local public partners and senior government agencies to align childcare planning, investments, and infrastructure to support an expanding universal system.
- Land and Sites: Public assets are leveraged for childcare infrastructure planning and delivery
- Capital Planning: Public agencies coordinate spatial, infrastructure and capital planning.
- Policy Alignment: Networks across governments and public partners align policies and programs.

Coordinated Service Delivery through Neighbourhood Networks

- The City supports a model of building capacity of small and larger non-profit operators in neighbourhood networks to facilitate childcare space expansion and moving towards a universal system.
- Coordinated services integrate care across neighbourhoods, including through multi-service hubs.
- Families benefit from continuity of care and connection to broader supports and services.

Direction 1: Plan for Expanded Childcare in Complete Neighbourhoods

Having access to quality childcare options enables Vancouver families to thrive. In planning for a future where every family in Vancouver can access a suitable licensed childcare space, expanding physical childcare infrastructure will be a critical challenge.

This policy direction positions the City to enable childcare infrastructure delivery. Infrastructure expansion can be most effective if the City focuses its efforts on facilities for children ages 0-5 years, while supporting its partners (including Boards of Education) as they expand the supply of school-age childcare. In alignment with senior governments, City investments will focus on supporting and securing not-for-profit childcare delivery. Through regulation, partnerships and ongoing engagement with partners & the public, the City aims to create favourable conditions to enable all types of licensed childcare to fit within or alongside a senior government-led universal system.

To create space and opportunity for quality childcare infrastructure expansion, the City will build on established partnerships and maintain the use of current tools (such as zoning, financing growth, and land-use plans), while broadening its policy and regulatory approaches in alignment with senior government policies and goals. The City will continue to value development industry partnerships and to apply financing growth tools as key components of a broader childcare delivery strategy. Diversified municipal approaches will include exploring opportunities to support and secure community ownership of childcare, and to encourage creation of new, secured childcare facilities, through policies and regulatory tools.

Big Strides Ahead - Changing Approaches to City Childcare Targets and Goals

Childcare space creation targets set by City Council guide development of new City-secured spaces. Currently, Council sets a citywide, four-year space target in coordination with the City's four-year capital plans for City investment. Going forward, an updated approach to setting and monitoring childcare expansion targets will reflect changing City roles. Future implementation will include the development of new City-led target as well as a broader childcare space goal for the city, as follows:

- Target for space creation achieved primarily through City investment (as previously established, to be coordinated with the development of each 4-year Capital Plan)
- Goal for childcare space creation enabled by the community, in alignment with broader senior government targets and reflecting City planning, regulation, and investment. (To be developed together with emerging senior government targets and funding models)

In the coming days, as senior governments lay the groundwork for a universal childcare system, the City's roles in demand modelling, land-use planning and regulation will continue be essential to meet local childcare space goals. This may include planning to ensure co-location and inclusion of childcare in suitable development opportunities, and prioritizing expansion in neighbourhoods and populations with the greatest childcare needs. The City's role as a regulator will support delivery of safe, well-designed centres. As a key partner and licensing authority for the region, Vancouver Coastal Health has demonstrated willingness to work with City departments to align and streamline approval processes so that developments can be reviewed and permitted as efficiently as possible.

The Policy Goals and Early Actions below outline steps for the City, working with key partners, to plan for and facilitate growth in childcare infrastructure to meet community needs.

Direction 1 Policy Goals

1A. Engage in comprehensive planning, to locate childcare with housing, schools and jobs

Childcare is an essential service that performs optimally when delivered alongside housing, schools and jobs. A renewed focus on comprehensive, integrated childcare planning enables families across the city to have good access to childcare, supporting equity for families. Ongoing engagement with local communities and childcare providers will help identify changing needs and barriers to access. Community plans and policy initiatives will seek to ensure that a range of suitable childcare options - offering a variety of program types and facility sizes - can be delivered in different building types to meet City objectives and local community needs.

1B. Secure not-for-profit childcare programs where needed most

Moving forward, the City will aim its resources towards supporting a senior government-led creation of a universal system, with a focus on space creation through “community investments that are long term and run by public and non-profit institutions”.⁶ City efforts will primarily support the delivery of full-day programs that have secured childcare use for the long-term, and operate within an emerging senior government-led universal system, with a focus on the most underserved infant and toddler ages. Allocation of City resources will consider investments in cost-effective childcare infrastructure to address immediate needs, while prioritizing longer-term sustainable facility models where feasible.

1C. Employ and develop diverse tools to support the expansion of childcare infrastructure

The City will develop a broad childcare delivery strategy that employs a greater diversity of municipal tools, enabling the City to participate effectively in childcare space creation while balancing civic priorities. Financing growth tools and development industry partnerships will continue to be key components of the City's childcare delivery strategy. The City will also explore new policies and regulatory tools to support development of not-for-profit childcare in City-owned and community-owned facilities. In support of community ownership, clear tools and criteria will enable the City to secure and monitor not-for-profit childcare use committed and delivered in new non-City-owned facilities.

1D. Streamline approvals to support efficient childcare delivery

Efficient delivery of safe and quality childcare requires that clear and effective regulatory processes be in place. The City will explore opportunities to expedite and streamline development approvals and regulatory processes to better support childcare delivery and other policy goals. Periodic monitoring and evaluating of the City's childcare approval processes will enable City staff to identify and propose new ways to reduce barriers for applicants. City staff and Provincial childcare licensing officers will continue to collaborate to better align approval processes to optimize efficiency and effectiveness.

⁶This space creation focus is committed in the Canada-British Columbia Canada-Wide Early Learning and Child Care Agreement - 2021 to 2026 <https://www.canada.ca/en/early-learning-child-care-agreement/agreements-provinces-territories/british-columbia-canada-wide-2021.html>

Direction 2: Support Indigenous Children and Families

The Indigenous Early Learning and Child Care Framework (co-developed by the federal government and Indigenous Peoples) recognizes the importance of culturally safe early learning and childcare for connecting First Nation, Inuit, and Metis children to their languages and cultures. This approach is emphasized in the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), and by the Truth and Reconciliation Commission of Canada: Calls to Action. Most recently, the Province of BC's Declaration on the Rights of Indigenous Peoples Act (DRIPA) and its subsequent Action Plan released in 2022 recognizes the rights of all Indigenous people to pursue their own path for childcare and to access culturally safe and appropriate care. In 2020, the City of Vancouver passed a Council Motion to work with Musqueam Indian Band, Squamish and Tsleil-Waututh Nations (MST) to implement UNDRIP at a local government level, and align City policies with DRIPA and emerging federal legislation.

The Indigenous Early Learning and Child Care Framework emphasizes the importance of a distinctions-based approach that respects the specific priorities of First Nations, Inuit and the Metis Nation. While this framework provides a foundation with respect to Indigenous rights and interests, it does not include a vision or approach to delivering childcare for Urban Indigenous Peoples, Inuit and Metis living away from their ancestral lands. Vancouver has the third-largest urban Indigenous population of all cities in Canada. However, access to Indigenous-led or Indigenous-centred childcare programs is extremely limited. As the population of Urban Indigenous children in Vancouver is growing, service gaps for culturally safe and Indigenous-led childcare continue to widen. Many Indigenous families experience systemic racism and barriers when accessing non-Indigenous-led childcare, and express a desire to access diverse childcare options in the community that are culturally safe.⁷

Building on the City of Reconciliation Framework (2014) and seeking alignment with UNDRIP, the City commits to work closely with MST, Urban Indigenous organizations, and other partners to support and expand on the diverse childcare needs of Indigenous children and families. Partnership with local Nations and Urban Indigenous organizations such as MVAEC will guide City policies, programs and investments. These efforts will work towards a future where Indigenous children and families can choose to access Indigenous-led childcare, or alternatively, to access any licensed childcare in their community and feel assured of a culturally safe setting where their children can thrive and reach their full potential.

In line with UNDRIP principles, the City will work with local Nations to advocate, invest and advance policies to ensure the expansion of a self-determined Indigenous-led early learning and childcare sector that provides culturally anchored programs connecting Indigenous children to their cultural identity and well-being. City policies and investment will also support cultural safety and humility in the broader childcare sector. All licensed childcare programs will be encouraged to offer programming and curricula that build a shared understanding of Indigenous cultures and histories, and that support intercultural awareness and cultural humility for all children in the community. City policy and planning for childcare to meet the needs of Indigenous children and families will continue to integrate and share data, analysis, and research with Indigenous and other community partners to support equity-based and targeted planning and supports.

The Policy Goals and Early Actions below outline steps for the City, working with key partners, to plan for and support childcare infrastructure and services that meet the needs of Indigenous children and families.

⁷ Marjoribanks, I, E. Vese and Sherry Small. 2020. "Children's Voices. Our Choices. Draft Engagement Report." MVAEC. Online.

Direction 2 Policy Goals

2A. Integrate diverse Indigenous perspectives in childcare policy and planning

The City aims to integrate Indigenous perspectives into all phases of the policy and planning process for childcare to serve Indigenous children and families. The City will build on strong relationships with Musqueam Indian Band, Squamish and Tsleil-Waututh Nations, Urban Indigenous organizations, and public partners, and will support and work alongside these partners to improve access to early learning and childcare that meets the needs of Indigenous children and families in Vancouver.

2B. Support expansion and capacity building of Indigenous-led childcare through City investment and policies

The City will develop a relationship-based, decolonized approach to supporting Indigenous-led childcare and early learning programs with a focus on urban Indigenous families, to support Indigenous children's positive cultural identity and well-being.

2C. Support cultural safety for Indigenous children and families in childcare programs

The City will explore ways to support increased cultural safety and cultural humility for Indigenous children and families in all childcare programs. City-supported research, engagement, and policy development will identify and address barriers and gaps faced by Indigenous children and families in accessing diverse childcare in the community that meets their needs.

Direction 3: Expand Equitable Access to Quality Childcare

According to the University of British Columbia's Human Early Learning Partnership (HELP) and School of Population and Public Health, truly equitable childcare requires three fundamental things: 1) universal services that support the well-being and healthy development of all children, 2) more focused resources for children/families who have additional cultural, income or support needs, and 3) removing barriers to access.⁸ This approach requires a deeper intersectional understanding of the barriers faced by children and families from equity-denied groups, including children with additional support needs, newcomers and racialized families, and families with lower incomes

An equitable approach also considers families with non-standard work schedules, as access to childcare is limited by a lack of licensed programs offering flexible services beyond standard weekday hours, and a current staffing shortage in the sector. The City will explore local needs, required supports, and feasibility of supporting increased service delivery with flexible, extended or non-standard hours.

Equitable access to outdoor spaces is also a key concern. In urban environments like Vancouver, licensed outdoor childcare spaces offer the main outdoor play and nature experience for many young children. While 40% of Canadian 3- to 4-year-olds fall short of recommended physical activity levels, enriched outdoor childcare spaces have measurable impact on children's psychological wellbeing, and set the stage for a lifetime of healthy physical activity. With public partners, the City will continue to apply design standards for accessible, quality group childcare facilities, and will support children's access to nature and healthy outdoor activity while maximizing community use and shared access to public resources.

Finally, the City's childcare granting programs and nominal leases offer support to the local non-profit childcare sector to increase equitable access to quality care. With Provincial funding commitments for a universal childcare system underway, the City will shift its role in operational supports to be more responsive to the specific needs of equity-denied groups, and to focus on reducing barriers to access as a new universal system comes into effect.

Successful implementation of this direction will rely on ongoing research and public outreach and engagement to identify specific community needs, and to draw connections between intersecting issue areas that relate to childcare such as community economic development, the need for healthy food, and strengthening social resilience.

The Policy Goals and Early Actions below outline steps for the City, working with key partners, to facilitate more equitable access to childcare services.

⁸ HELP. 2012. "Research Brief 2012: Address Barriers to Access." UBC. Vancouver, BC.
http://earlylearning.ubc.ca/media/publications/barriers_to_access_brief_final_october_16.pdf

Direction 3 Policy Goals

3A. Seek to ensure that new childcare facilities are designed and built to be barrier-free and support healthy child development

While children of all abilities can benefit from access to quality barrier-free childcare facilities, barrier-free design is essential to ensuring equitable outcomes for children with additional physical and developmental needs. The City will strive to uphold design standards for barrier-free, quality group childcare facilities.

3B. Explore the needs for flexible childcare services, including services beyond standard weekday hours.

City resources will support exploring local community and employment-based needs, required supports, and feasibility of delivering childcare with flexible, extended or non-standard hours. Building on sectoral engagement and jurisdictional analysis already underway, City efforts will support and align with Provincial directions to include extended hour care within a universal system.

3C. Direct City operating grants and nominal leases towards increasing equitable access

Revising the City's small annual childcare grant budget and major investment in nominal childcare leases to respond more effectively to the current and changing needs of equity-denied groups can help to achieve goals of more equitable access. Grant funding will continue to offer a combination of targeted supports for children with higher vulnerability and investment in projects that build resilience & innovation in Vancouver's childcare sector, which has been struggling with the effects of COVID and a concurrent workforce crisis.

New short-term principles for a revised childcare granting program up to 2026 are included below, and mirror changes that place equity principles at the centre of all of the City's grant-making.⁹ Related early actions in support of building capacity in the non-profit childcare sector are outlined under Direction 4, Policy Goal C.

3D. Promote more equitable access to nature

Ample access to nature in age-appropriate outdoor spaces is essential to ensuring equitable child development. This is particularly important in areas of high-density living and low access to parks and green space. Alongside an ongoing dialogue with public partners, the City will continue to apply design standards to support children's access to nature and outdoor activity while maximizing community use and shared access to public resources including granting public access to childcare outdoor play spaces where appropriate and feasible.

⁹ The impetus for this change has been the City Council-approved Equity Framework. The Framework lays the foundation for departmental action planning and for culture change within the City of Vancouver as an organization. It has led to shifts within all of Arts, Culture and Community Services' granting practices to take a more systemic approach and address funding barriers and increase access to programs and services within the city for those who have been most underserved. The Council-approved City of Reconciliation framework, and Healthy City Strategy have also shaped this work.

Vancouver's Childcare Grant Principles to 2026

The childcare sector is anticipating significant changes and increased fee affordability as a result of the *BC-Canada Bilateral Agreement*, which will provide funding for childcare as a core service, and create \$10-a-day childcare spaces. The short term granting principles below will shape the City's childcare operating grants, which are disbursed annually during this period of major transition.

Equity-focused	<p>Equity principles will be at the centre of all granting programs.¹ In terms of the City's childcare funding, an equity approach focuses on three areas:</p> <ol style="list-style-type: none"> 1. Increasing childcare access for children from families with low incomes. UBC's Early Development Instrument (EDI) has found that socio-economic status is the most significant predictor of vulnerability.¹ 2. Investing in improved access and culturally appropriate programs that honour and support Urban Indigenous children and Indigenous-led early learning and care programs. 3. Understanding and reducing barriers to childcare access for BPOC (Black and People of Colour) communities and other equity-denied groups, including children with disabilities and their families. Ensuring culturally appropriate care is key to this focus area as well.
Time-sensitive	<p>Provincial and Federal commitments for a universal childcare system promise a new childcare funding model by 2026. The City's childcare grants policies and investments will be closely monitored and frequently adjusted anticipating a change in City investments by this timeline.</p>
Strategic	<p>Childcare operating grants will maximize the City's unique role as a landlord and funder to deepen childcare affordability for families with the most barriers accessing services. City dollars will seek to focus on enhancing equity goals to increase access for the most disadvantaged, so may leverage provincially funded projects and services that are focused on a universal approach. City grants will aim to align with provincial and federal commitments for a universal childcare system and the principles outlined in the \$10aDay childcare plan.</p>
Responsive	<p>Recognizing that the Provincial and Federal governments hold the main responsibility for childcare funding, adjust operational funding to meet the unmet and immediate needs of Vancouver's families and non-profit early learning and childcare sector.</p>

Direction 4: Build Partnerships towards a Universal System

The City is committed to building partnerships to support and facilitate senior government-led and Indigenous-led implementation of a universal system.

The City and provincial partners have worked together closely to advance shared childcare goals since the launch of Childcare BC in 2018. Recognizing the City's unique partnerships and planning capacity, the Province and City entered into a Memorandum of Understanding in 2019, securing \$33 million in provincial investment and setting additional targets for infrastructure expansion in Vancouver. A 2019 agreement between the Province, Metro Vancouver Aboriginal Executive Council (MVAEC), and the City funded a dedicated Early Learning and Childcare Planner to support urban Indigenous children and families.

The City will continue to work with local government organizations and local partners in close collaboration with the BC Ministry of Education and Child Care, and to advocate addressing local childcare needs within an unfolding universal system. This includes ensuring that senior government investments respond to the unique needs of urban Indigenous children and families, and to the needs of diverse communities and equity-denied groups. Advocacy and information sharing will support senior governments to recognize the higher cost of facility construction and renewal in urban contexts within capital funding programs. The City will continue to collaborate with local partners to advocate for systems change and quality measures to support children and the childcare workforce.

In the transition to a senior government-led universal childcare system, Vancouver will need to expand on existing partnerships and build new communication channels across sectors and levels of government to aim to ensure that Vancouver-specific needs are acknowledged and met. The City will convene local public partners, community organizations, and Indigenous-led early learning and care organizations to share deep knowledge of local community needs, gaps, and innovations, and to engage in local policy development and joint planning, aligned with Provincial directions. The City will support information-sharing between partners about opportunities and good practices for childcare delivery, including integrated planning and design, and potential to build capacity and support infrastructure delivery through funding opportunities or philanthropy. New partnerships may lead naturally to new co-location opportunities, where childcare services can offer compounding benefits across partner priorities, such as increasing public access or exploring shared spaces.

Finally, a functioning childcare system will require strong partnerships with the non-profit childcare sector. BC soon faces the enormous challenge of coordinating, staffing, administering, starting up and operating a rapidly expanded number of childcare programs, exacerbated by a nation-wide shortage of qualified staff. Across the Province, and in Vancouver, non-profit childcare operators will be called on to help meet these challenges. The City of Vancouver's long history of convening and supporting the non-profit childcare sector (through grants and non-profit space creation) has led to increased capacity of the sector to expertly manage quality and inclusive services that respond to ever-changing local needs. For the next few years, it will be important to ensure that the City continues to play these key roles supporting the local non-profit childcare sector, as the new BC system unfolds across the province.

Policy Goals and Early Actions below outline steps for the City to build partnerships towards a universal childcare system.

Direction 4 Policy Goals

4A. Advocate full investment in a universal childcare system by senior governments

The City of Vancouver remains committed to supporting the development of quality, affordable and accessible childcare. Through ongoing partnerships and advocacy, the City will support and advocate the establishment of stronger senior government policies and investments to create a childcare system that meets community needs. The City will remain a key partner in supporting the Province to implement a universal system of early learning and care in Vancouver.

4B. Build strong partnerships to align childcare planning and facility delivery

The rollout of a Provincially-led and -funded universal childcare system will require strong partnerships with senior governments, local First Nations, public partners, and urban Indigenous, Metis and Inuit organizations, not-for-profit societies and developers, to land on creative solutions for developing and expanding childcare programs within Vancouver. The City will support integrated planning and delivery between partners, facilitating co-location of not-for-profit childcare with public facilities, non-market housing, social infrastructure, and other development projects. Strong partnerships will support a smoother and more community-responsive transition to a fully integrated system.

The Vancouver Childcare Council, formerly known as the Joint Council on Childcare, will remain a key partnership platform and advisory body to support this transition. For geographic clarity in Province-wide discussions, the JCC will be renamed beginning in its 2023-26 term.

4C. Continue to build capacity in the local non-profit childcare sector.

Non-profit childcare providers operate over 60% of Vancouver's licensed childcare spaces, the highest concentration of not-for-profit-delivered childcare in the province. The City of Vancouver has been a leader in supporting the development of strong organizations, building on childcare policy that emphasizes capacity building through hubs and networks, as well as through resource-sharing organizations such as Westcoast Childcare Resource Centre Society.

The next phase of childcare planning requires continued investment in the future of the non-profit sector, recognizing that this sector is highly sensitive to change and experiencing a workforce crisis. The City will continue to support capacity investments which align with the rollout of a universal system, and which build resilience within the non-profit childcare sector.

Direction 5: Support Renewal and Resilience of Essential Childcare Infrastructure

Childcare is a cornerstone of a neighbourhood's cultural, social and economic life, helping to build community resilience in children and families. When a needed childcare centre closes without continuity of care for enrolled children, effects are felt across the community, with immediate impacts on children's well-being and families' access to employment. The City aims to support sustainability and resilience of the childcare supply through careful management of civic infrastructure and seeking solutions to mitigate displacement of essential childcare programs in the community.

Locating childcare in civic facilities is a step towards childcare security - helping to ensure the long-term use of this essential service for families, and to provide stability to non-profit operators. In Vancouver, more than half of licensed group care spaces for children ages 0-12 operate from buildings and lands that are owned or managed by local public partners (including the City of Vancouver, Vancouver Board of Education, Conseil scolaire francophone, and Vancouver Board of Parks and Recreation). This achievement reflects long-standing commitments by the City and other public partners to support and retain these local services, building on the Child Care Protocol (2004)¹⁰. As civic-facilitated childcare centres reach the end of their lives, the City will work with partners to retain, replace or expand childcare program capacity where needed. These efforts will be supported by advocating senior governments for childcare funding commitments to address ongoing, critical needs for capital maintenance and eventual replacement.

The City will also explore opportunities to monitor and mitigate the displacement of childcare programs in non-civic facilities across Vancouver. Displacement of childcare through redevelopment most frequently affects childcare facilities where childcare use is not secured, and where services are accessed through the private market. In alignment with Policy Direction 1 above, the City will support community, non-profit ownership of new, secured childcare facilities, in alignment with senior government priorities. To reduce potential displacement of essential childcare in the future, the City will develop tools to help secure ongoing childcare use in non-City-owned facilities supported by City programs or investments.

The Policy Goals and Early Actions below outline steps for the City, working with key partners, to plan for and support renewal and resilience of essential childcare infrastructure.

¹⁰ <https://council.vancouver.ca/20040309/p1.htm>

Direction 5 Policy Goals

5A. Support long-term sustainability of civic-led childcare infrastructure.

Together with local partners, the City will work to retain, replace and expand childcare co-located with civic land or civic-led facilities. City investments in childcare infrastructure renewal or replacement will address design gaps and seek to right-size facilities where feasible, such as by adding needed infant and toddler programs.

5B. Identify means to mitigate the impacts resulting from displacement of needed childcare.

Understanding the forces and scope of displacement of needed group childcare programs in the community is a challenge for the City and other partners in childcare planning. City staff monitoring community-serving spaces found that 133 licensed childcare spaces co-located with places of worship were displaced in 2018 and 2019 due to redevelopment or eviction after sale of the facility. Going forward, the City will work towards developing increased capacity to track and address loss of needed group childcare through displacement and redevelopment. Related actions will require a longer time frame to scope and implement, to allow the City response to build on emerging provincial policies.

Conclusion: Shared Tasks Ahead in Building a Universal System

Over the coming decade, the City and key partners face essential shared tasks to secure the future of childcare in Vancouver.

Planning and delivering expanded childcare infrastructure

For children younger than school age, the *Canada-Wide ELCC Agreement* sets a key objective to secure new spaces within the next decade that will help fill most of the current service gap. Current provincial and federal capital funding commitments surpass the limited previous senior government investments, but remain well below capital construction costs for new childcare facilities. This funding gap is particularly acute in urban contexts like Vancouver, where land prices are higher, land availability is limited, and higher-density mixed-use development patterns may require more complex design and construction.

Over the past three decades, the City of Vancouver and the development industry have been key partners and investors in delivering new childcare facilities in Vancouver through applying limited financing growth tools. Since 2011, 48% of all new licensed full day group care spaces serving children younger than school age in Vancouver were facilitated by the City of Vancouver and partners. Other key partners, including the Vancouver Board of Education and the Vancouver Board of Parks and Recreation, have contributed critically needed sites for new secured childcare centres co-located with their lands and facilities.

Going forward, senior governments seek to share the costs and responsibilities of creating and securing childcare spaces with other partners. Partners' relative roles and investments in new childcare facility infrastructure will likely continue to shift and evolve as a new system emerges. Planning for and securing suitable sites will continue to require broad cooperation among partners. Planned expansion of school age care is most critically aligned with the mandates of public school boards, together with supportive partners including Community Centre Associations. The City's role in land use and spatial planning will be needed to enable essential childcare infrastructure to be planned on suitable sites in ways that align with multiple objectives and create complete neighbourhoods. This is where the City can have the highest impact.

Mobilizing to support senior government investments

Coordinated mobilization by the City and other local partners will be essential to support and make the most of senior government investments in childcare infrastructure and ongoing operations in Vancouver. This involves looking at:

- Creating space and opportunity for infrastructure expansion: Identifying available sites for new childcare investment is a key challenge in high-density contexts with high land costs like Vancouver. The City of Vancouver is well positioned to build on partnerships with local government agencies, the non-profit sector, the development industry, and Indigenous-led organizations to involve broad partnerships in securing sites across neighbourhoods to meet needs, including making the most of public land to meet community needs. Creating opportunity for childcare development means intentionally planning for essential childcare infrastructure in every neighbourhood, and exploring policy and regulatory approaches to enable delivery of those needed facilities.

- Leveraging available senior government funding: Strategic structural alignment of local investments, programs, and regulatory approaches with senior government opportunities can maximize the impacts and reach of available senior government funding to expand childcare infrastructure and operations in Vancouver.
- Aligning efforts with senior government policies and goals: The City and other local partners can maximize efforts towards shared goals by ensuring that local initiatives align with senior government efforts towards creating a universal system. Senior government intentions to focus expansion on not-for-profit providers align with a long-standing City focus on supporting a strong non-profit childcare sector and may shape new future policy directions. Ongoing advocacy remains essential to make sure local needs are reflected in senior government goals.

Advancing Equitable, Culturally Safe Access to Early Learning and Child Care

Ongoing efforts by the City, senior governments and other partners will be required to address inequities in access to childcare that meets the diverse needs of all children and families in Vancouver. This role demands supported and coordinated service delivery, and focused resources to develop tools and supports for children and families experiencing the most difficulty accessing care that meets their needs.

As senior government operating funding models unfold over the next four years, the City and other local partners will continue to target resources to monitor local needs and to address gaps in service affecting underserved communities. Evolving civic and local partner roles in granting, policy and programs will continue to support a good start for all children and families in Vancouver during the transitions ahead.

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For the first time in Vancouver's decades of leadership on childcare, senior governments are leading the way to a future universal system that may no longer have a vast shortage of spaces. Within a future service equilibrium, childcare planning efforts by the City and other local partners could eventually focus on maintaining and renewing service levels, addressing needs in growth areas, and supporting ongoing equity for children and families. With the City and other partners working steadily together to achieve shared goals, the next decade can bring Vancouver's children, families and communities closer than ever before to a childcare equilibrium and a universal \$10aDay system of childcare. The social and economic benefits of access to quality early learning and childcare for every child whose family needs or wants it have the potential to be realized, increasing equity and prosperity in Vancouver and beyond.

First Steps: Early Actions

This list of Early Actions forms the first phase for implementation of the Strategy, with one action addressing each of the five directions.

Policy Direction 1:

Plan for Expanded Childcare in Complete Neighbourhoods

Early Action #1: Seek opportunities to increase childcare space creation through integrated planning, streamlined processes, and the development of new and expanded tools.

Policy Goals	Components of Early Actions (<1yr, no additional resources required)
1A. Engage in comprehensive planning to locate childcare with housing, schools and jobs	<p>i) Integrate goals (and targets, where applicable) for childcare, housing and jobs within upcoming strategic plans and area plans.</p> <p>ii) Include group childcare within urban design modeling for built form typologies to inform the upcoming Rupert and Renfrew Station Area Plan.</p>
1B. Secure not-for-profit childcare programs where needed most	<p>i) Work across City service groups to support expanded childcare infrastructure through coordinated approaches:</p> <ul style="list-style-type: none"> • Identify site opportunities to expand childcare infrastructure as part of planning and development processes, with particular focus in underserved areas and in areas without childcare targets defined through public benefits strategies¹¹. • Identify opportunities to support childcare delivery that align with mutual goals and build on efficiencies and strengths to offer compounding public benefit, • Build and maintain relationships with public bodies, non-profit organizations and funders, and develop coordinated processes and protocols, applying change management approaches • Optimize use of civic land and resources • Formalize a planning criteria framework to identify priority childcare sites for civic investment • Explore opportunities to enable and deliver new childcare spaces through cost-effective retrofits or modular facilities. <p><i>This may include developing an interdepartmental staff working group to guide delivery of early actions and future action planning, and</i></p>

¹¹ Childcare targets included in most Community Plans and Local Area Plans since 2010, including the Mount Pleasant Community Plan (2010), West End Community Plan (2013), Downtown Eastside Plan (2014), Marpole Community Plan (2014), and Grandview-Woodland Community Plan (2016). Public benefits strategies have also been included in modern implementation plans, such as the Cambie Corridor Public Benefits Strategy (2018), Norquay Village Neighbourhood Centre Plan (2010), and various Major Project sites (Pearson-Dogwood, Heather Lands, East Fraserlands, to name a few).

	<i>ongoing alignment with other policy implementation. Key partners include the Vancouver Affordable Housing Endowment Fund.</i>
1C. Employ and develop diverse tools to support the expansion of childcare infrastructure	<p>i) Launch a City-managed capital grants program to invest in and secure community led, non-City-owned childcare serving children younger than school age.</p> <ul style="list-style-type: none"> • A Community Childcare Expansion Program (CCEP) framework is attached to this report as Appendix C. <p>ii) Explore, test, and monitor potential options, requirements, and opportunities to secure childcare delivery in focused contexts with early policy alignments:</p> <ul style="list-style-type: none"> • Test the economic viability of potential options or requirements to secure childcare within suitable large developments in mixed employment areas • Explore opportunities to apply identified options or requirements to secure childcare development within the upcoming Rupert and Renfrew Station Area plan. • Incorporate childcare as an option for transportation demand management (TDM) plans required for new developments.
1D. Streamline approvals to support efficient childcare delivery	<p>i) Engage with internal and external partners including provincial licensing, and adopt a phased continuous improvement approach to optimize, streamline and align development approval processes for childcare:</p> <ul style="list-style-type: none"> • Identify gaps, inefficiencies, and opportunities to enhance, streamline and align City development approval processes and provincial licensing. • Assess clarity and navigability of the City's childcare development process, particularly for small non-profit and Indigenous-led applicants. • Monitor impacts of changing zoning and development models, particularly on licensed family childcare delivery. • Compile and share key information needed by partners to support childcare development. • Identify resource requirements to expedite the early actions above.

Policy Direction 2:

Support Indigenous Children and Families

Early Action #2: Plan together with urban Indigenous partners and local First Nations to expand Indigenous-led childcare and cultural safety across childcare services.

Policy Goals	Components of Early Actions (<1yr, no additional resources required)
2A. Integrate diverse Indigenous perspectives in policy and planning	<p>i) Engage and partner with local First Nations, urban Indigenous, and public partners to identify and implement mutual goals for Early Learning and Child Care (ELCC) to better serve Indigenous children and families.</p> <ul style="list-style-type: none"> • Convene Indigenous-led ELCC partners to identify existing gaps and key opportunities to support and enhance Indigenous led ELCC • Partner to support data collection to understand Indigenous childcare needs and gaps
2B. Support expansion and capacity-building of Indigenous-led childcare through City investment and policies	<p>i) Consider options for City capital resources to support creation of Indigenous-led childcare</p> <ul style="list-style-type: none"> • Set specific targets for new, Indigenous-led City-supported childcare, including school age care, guided by funding earmarked for this purpose in 2023-26 Capital Plan • Prioritize Indigenous-led childcare (including small-scale programs) within the upcoming Community Childcare Expansion Program (CCEP) for non-City owned facilities.
2C. Support cultural safety for Indigenous children and families in childcare programs	<p>i) Support research to understand and define cultural safety and humility in childcare for Indigenous children</p> <ul style="list-style-type: none"> • Engage and partner with Indigenous-led organizations to support research on how cultural safety can be operationalized in childcare settings

Policy Direction 3: Expand Equity and Accessibility of Quality Childcare

Early Action #3: Optimize City efforts and resources to support equity, accessibility and the physical quality of childcare spaces.

Policy Goals	Components of Early Actions (<1yr, no additional resources required)
3A. Design and build new childcare facilities to be barrier-free, to support healthy development	<p>i) Seek opportunities to include barrier-free design considerations and requirements for City-owned childcare facilities</p>
3B. Explore the needs for flexible childcare services, including services beyond standard weekday hours.	<p>i) Research, engage, and explore opportunities to support flexible childcare services, in alignment with Provincial directions and support:</p> <ul style="list-style-type: none"> • Explore gaps and opportunities for flexible childcare services associated with specific key workforces • Explore opportunities to meet specific workforce needs within licensed group care programs. • Engage sectoral partners about opportunities to support increased access to extended hour and flexible childcare in home-based licensed family childcare programs.
3C. Direct City operating grants and nominal leases towards increasing equitable access to childcare	<p>i) Launch a revised childcare operational grants program in 2023 with equity-based criteria, focused on increasing childcare access for children and families in equity-denied groups, in the transition period between our current system and a universally affordable and available one.</p> <p>ii) Continue to roll out basic Public Service Requirements as part of all future nominal leases and subleases with the City, to confirm that City-supported operations continue to deliver quality, accessible, and affordable programming that meets community needs and City objectives.</p> <ul style="list-style-type: none"> • Public Service Requirements, jointly developed with each non-profit tenant, may address policy goals and best practices such as accessibility and inclusion, sound financial management, parent involvement, cultural safety and humility, and optimizing use of facilities including beyond standard weekday hours.

3D. Promote more equitable access to nature

- i) Identify opportunities for shared use of land and resources to increase children's equitable access to nature in all areas of the city:
 - Where feasible, seek to grant public access to childcare outdoor play spaces in City-owned facilities, outside of childcare hours
 - Work with Vancouver Board of Parks and Recreation and Vancouver Board of Education to support policy development guiding shared outdoor space access for childcare operations on their facilities and grounds.

Policy Direction 4:

Build Partnerships Towards a Universal System

Early Action #4: Convene partners to advocate and plan for a senior-government-led universal childcare system through joint planning, capacity-building, and investments.

Policy Goals

Components of Early Actions (<1yr, no additional resources required)

4A. Advocate full investment by senior governments in a universal childcare system

- i) Partner with other municipalities and local government organizations to advocate the advancement of policy, planning, and delivery of child care by senior levels of government, including:
- To recognize and invest in the higher costs of developing childcare infrastructure in urban centres;
 - To invest in childcare facility renewal, replacement and sustainability;
 - To work across provincial ministries and jurisdictions to clearly define and enforce minimum licensing and facility design standards for childcare;
 - To include healthy built environment standards in provincial child care design standards and regulations;
 - To support a resilient and professional workforce of Early Childhood Educators and other childcare workers;
 - To create a fully inclusive childcare system that is accessible to children and families who have traditionally faced additional barriers to accessing care, including children with additional support needs; and
 - To provide operational funding that enables flexible and extended hour services within a universal system.

4B. Build strong partnerships to align childcare planning with facility delivery

- i) Renew City involvement in partnership and advocacy:
- Engage and partner with local public, intergovernmental, and non-profit partners to identify and implement mutual goals for childcare and to support equitable access for children and families in equity denied groups.
 - Renew involvement in coordinating bodies including the Vancouver Childcare Council
 - Fully participate in opportunities convened by senior governments.
 - Convene a staff working group with local public partners including the City, Board of Parks and Recreation, and Vancouver Board of Education, to inform decision-making in

	<p>planning for childcare and to track progress towards meeting shared goals.</p> <p>i) Work with key public and non-profit partners to strengthen coordination:</p> <ul style="list-style-type: none"> • Identify mutual goals that can be achieved through childcare delivery, and build on efficiencies and strengths to offer compounding public benefits. • Build capacity to plan, coordinate, and deliver childcare integrated with partner-affiliated facilities, land, and development sites. • Develop coordinated processes and protocols for joint childcare planning with partners, which respond to each partners' specific needs. • Integrate and extend supports to Community Centre Associations to manage, strengthen, and expand childcare operations through coordination and facilitation within the community centre network. <p><i>Key partners include the Vancouver Board of Education, Vancouver Board of Parks and Recreation, Community Centre Associations, and non-profit housing delivery partners</i></p>
<p>4C. Continue to build capacity in the non-profit sector</p>	<p>i) Enhance the resilience of Vancouver's non-profit childcare sector by funding capacity-building opportunities that are strategically aligned with provincial funding changes, helping to prepare non-profits for their role in a universal system of care.</p> <ul style="list-style-type: none"> • Connect and support childcare societies to build capacity in neighbourhood networks • Develop and share tools enhancing collaboration between societies and supporting direct service delivery. • Engage childcare societies to identify needs and collaboration opportunities. • Engage childcare support organizations, housing operators, and other partners to identify and address gaps in the ability to ensure stable, quality operations of purpose-built, secured family childcare.

Policy Direction 5:

Support Renewal and Resilience of Essential Childcare Infrastructure

Early Action #5: Explore options to support retention, replacement and expansion of existing childcare

Policy Goals	Components of Early Actions (<1yr, no additional resources required)
5A. Support long-term sustainability of civic-led childcare infrastructure	<p>i) Work with public partners and agencies to balance community needs while securing, retaining, replacing or expanding childcare co-located with partner facilities and lands</p> <ul style="list-style-type: none"> • Work with the Vancouver Affordable Housing Endowment Fund (VAHEF) to integrate lease renewal and redevelopment of nonmarket and non-profit housing with opportunities for co-located childcare retention, replacement and expansion <p><i>Key partners include the Vancouver Board of Parks and Recreation, public school boards, BC Housing and senior government partners</i></p>
5B. Identify and mitigate the impacts resulting from displacement of needed childcare	<p>i) Collect data on childcare closures (including number of spaces, auspice and ownership of childcare facilities, buildings and lands, geographical locations) to aid in future analysis and solution building.</p>

Appendix B: Next Steps to Strategy Implementation - Towards a Four-Year Action Plan

This Appendix outlines potential future actions for exploration by the City and partners as part of implementation of Making Strides: Vancouver's Childcare Strategy (Appendix A). Building on Early Actions identified in the Strategy, potential future four-year actions are identified in five tables below, showing alignment with five policy directions as follows:

- 6. Plan for Expanded Childcare as part of Complete Communities**
- 7. Support Indigenous Children and Families**
- 8. Expand Equity and Accessibility of Quality Childcare**
- 9. Build Partnerships towards a Universal System**
- 10. Support Renewal and Resilience of Essential Childcare Infrastructure**

These potential four-year actions have been identified through early discussions across departments and partnerships as possible next steps for exploration as part of future action planning.

If approved by City Council, implementation of the ten-year Childcare Strategy will continue beyond Early Actions with a delivery and financial strategy, including a Four Year Action Plan. The potential four-year actions outlined below will offer starting places for continued exploration, development, and scoping across City departments and partnerships. They do not suggest the full or final scope of potential future Strategy implementation. An initial Four Year Action Plan would reflect ongoing relationship building, information sharing, and advocacy with senior government partners, as well as ongoing public and advisory body engagement. An initial Four Year Action Plan would also identify needed resources for all actions across City departments, and would develop a clear monitoring and accountability framework for Strategy implementation, including a new approach to childcare goals and targets.

Components of the Tables Below:

- There are five Early Actions listed within Making Strides: Vancouver's Childcare Strategy (Appendix A) as actions with various Early Action Components, all aligning with identified Policy Directions and Policy Goals, that require no additional resources and will be complete within a year. Potential Four Year Actions are possible future actions that require further scoping and could be complete within four years. These actions may require resources (funding, labour, etc.) to complete

Policy Direction 1: Plan for Expanded Childcare in Complete Neighbourhoods

Early Action #1: Seek opportunities to increase childcare space creation through integrated planning, streamlined processes, and the development of new and expanded tools.

Policy Goals	Components of Early Actions (<small><1yr, no additional resources required</small>)	Potential Four Year Actions (<small><4yrs, resource requirements to be scoped</small>)
1A. Engage in comprehensive planning to locate childcare with housing, schools and jobs	I. Integrate goals (and targets where applicable) for childcare, housing and jobs within upcoming strategic plans and area plans.	Develop an updated City-wide childcare needs assessment. <ul style="list-style-type: none"> Update childcare need modeling assumptions to reflect current and emerging need generated by employment, equity gaps and increased affordability in moving to universal access.
	II. Include group childcare within urban design modeling for built form typologies to inform the upcoming Rupert and Renfrew Station Area Plan.	Include group childcare within urban design modeling for built form typologies to inform community plans and regulatory policy initiatives.
		Explore connections between land use policy and the roles of schools and other community infrastructure as neighbourhood hubs connecting childcare and family services <ul style="list-style-type: none"> Identify opportunities to support families to thrive in Vancouver through collaborative land use planning that supports access to family housing, childcare, and school capacity, in alignment with implementation of the upcoming Vancouver Plan.

<p>1B. Secure not-for-profit childcare programs where needed most</p>	<p>i. Work across City service groups to support expanded childcare infrastructure through coordinated approaches:</p> <ul style="list-style-type: none"> • Identify site opportunities to expand childcare infrastructure as part of planning and development processes, with particular focus in underserved areas and in areas without childcare targets defined through public benefits strategies. • Identify opportunities to support childcare delivery that align with mutual goals and build on efficiencies and strengths to offer compounding public benefit, • Build relationships and develop coordinated processes and protocols, applying change management approaches • Optimize use of civic land and resources • Formalize a planning criteria framework to identify priority childcare sites for civic investment • Explore opportunities to enable and deliver new childcare spaces through cost-effective retrofits or modular facilities. <p><i>This may include developing an interdepartmental staff working group to guide delivery of early actions and future action planning, and ongoing alignment with other policy implementation. Key partners include the Vancouver Affordable Housing Endowment Fund.</i></p>	<p>Explore innovative delivery models to respond to need and opportunities, including community ownership models, civic land acquisition, and philanthropy.</p>
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1C. Employ and develop diverse tools to support the expansion of childcare infrastructure	<p>i. Launch a capital grants program to invest in and secure community led, non-City-owned childcare serving children younger than school age.</p> <ul style="list-style-type: none"> • A Community Childcare Expansion Program (CCEP) framework is attached to this report as Appendix C. 	
	<p>ii. Explore, test, and monitor potential options, requirements, and opportunities to secure childcare delivery in focused contexts with early policy alignments:</p> <ul style="list-style-type: none"> • Test the economic feasibility of potential options or requirements to secure childcare within suitable large developments in mixed employment areas • Explore opportunities to apply identified options or requirements within the upcoming Rupert and Renfrew Station Area plan. • Incorporate childcare as an option for transportation demand management (TDM) plans required for new developments. 	<p>Explore potential options, requirements, or opportunities to secure childcare delivery within suitable large developments as part of upcoming area plans and regulatory policy initiatives, which could include:</p> <ul style="list-style-type: none"> • Conduct selective economic testing aligned with urban design modelling • Explore feasibility of potential options or requirements to deliver childcare, and integration with existing housing incentives. • Review existing policies including Rezoning Policy for Sustainable Large Developments, and High Density Housing for Families with Children Guidelines, and explore amendment to or creation of a new standalone policy to address opportunities to secure childcare. • Review other existing policies and bulletins as needed to ensure alignment (e.g. Housing Design and Technical Guidelines) • Explore developing policy directions to support secured Family Childcare units in secured rental and non-market housing developments

		<p>Explore tools, policies and other opportunities to secure delivery of a range of childcare program types and sizes on suitable sites:</p> <ul style="list-style-type: none">• Explore opportunities to secure childcare delivery co-located with non-market housing.• Engage with employers, industry contacts, and commercial/industrial landlords to identify workforce and employer needs, and considerations for feasible childcare sites and partnership models.• Explore opportunities to secure childcare delivery co-located with workplaces, supported by employers, and/or developed concurrently with employment sites.
		<p>Explore and identify opportunities to offer options or requirements for new childcare infrastructure (secured for long-term use) together with rental housing where feasible in key zones, as the City develops and implements the proposed Vancouver Plan.</p>

1D. Streamline approvals to support efficient childcare delivery	<p>iii. Engage with internal and external partners including Provincial licensing, and adopt a phased continuous improvement approach to optimize, streamline and align development approval processes for childcare:</p> <ul style="list-style-type: none"> • Identify gaps, inefficiencies, and opportunities to enhance, streamline and align City development approval processes and provincial licensing. • Assess clarity and navigability of the City's childcare development process, particularly for small non-profit and Indigenous-led applicants. • Monitor impacts of changing zoning and development models, particularly on licensed family childcare delivery. • Identify gaps and compile key information needed by partners to support childcare development. • Identify resource requirements to expedite the early actions above. 	Explore opportunities to support space creation and meet policy goals through recalibrating regulations and identifying appropriate scenarios to flexibly apply requirements (e.g. updating parking requirements for childcare to align with broader transportation goals)
		Explore options to address barriers and support success of small non-profit childcare societies, Indigenous-led organizations, First Nations and public partners in navigating childcare project development processes.

Policy Direction 2: Support Indigenous Children and Families

Early Action #2: Plan together with First Nations and urban Indigenous partners to expand Indigenous-led childcare and cultural safety across childcare services.

Policy Goals	Components of Early Actions (1<yr, no additional resources required)	Potential Four Year Actions (<4yrs, resource requirements to be scoped)
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2A. Integrate diverse Indigenous perspectives in policy and planning	<p>i. Engage and partner with local First Nations, urban Indigenous organizations, and public partners to identify and implement mutual goals for Early Learning and Child Care (ELCC) to better serve Indigenous children and families.</p> <ul style="list-style-type: none"> • Convene Indigenous-led ELCC partners to identify existing gaps and key opportunities to support and enhance Indigenous led ELCC • Partner to support data collection to understand Indigenous childcare needs and gaps 	<p>Convene partnerships to explore and pilot Indigenous-led and culturally safe land-based programs, aligned with natural systems restoration.</p>
2B. Support expansion of and capacity-building for Indigenous-led childcare through City investment and policies	<p>i. Dedicate targeted City capital resources to support creation of Indigenous-led childcare</p> <ul style="list-style-type: none"> • Set targets for new City-supported Indigenous-led childcare, including school age care, within childcare targets for the 2023-26 Capital Plan • Prioritize Indigenous-led childcare (including small-scale programs) within the upcoming Community Childcare Expansion Program (CCEP) for non-City owned facilities. 	<p>Explore governance and oversight models with Indigenous partners for City investment streams supporting expansion of Indigenous-led childcare that respect inherent Indigenous rights to self-determination while meeting civic granting and procurement requirements.</p> <ul style="list-style-type: none"> • Develop appropriate operator selection protocols and lease requirements for programs in City-owned facilities within the Indigenous-led ELCC stream
		<p>Explore mechanisms to deliver and advocate for adequate operating and capacity building support for new Indigenous-led childcare programs</p>
2C. Support cultural safety for Indigenous children and families in childcare programs	<p>ii. Support research to understand and define cultural safety and humility in childcare for Indigenous children</p> <ul style="list-style-type: none"> • Engage and partner with Indigenous-led organizations to support research on how cultural safety can be operationalized in childcare settings • Support knowledge sharing among Indigenous and non-Indigenous service providers to enhance understanding of cultural safety and humility 	<p>In partnership with Indigenous organizations, co-develop tools to support cultural safety and humility for Indigenous children and families across all childcare programs</p>

Work across City departments and with local First Nations and other partners to include consideration of ELCC within potential future Indigenous Design Principles.

- Explore opportunities to increase access to traditional Indigenous foods in childcare programs

Policy Direction 3: Expand Equity and Accessibility of Quality Childcare

Early Action #3: Optimize City efforts and resources to support equity, accessibility and the physical quality of childcare spaces.

Policy Goals	Components of Early Actions (1<yr, no additional resources required)	Potential Four Year Actions (<4yrs, resource requirements to be scoped)
3A. Design and build new childcare facilities to be barrier free, to support healthy development	i. Seek opportunities to include barrier-free design considerations and requirements for City-owned childcare facilities	
3B. Explore the needs for flexible childcare services, including services beyond standard weekday hours.	i. Research, engage, and explore opportunities to support flexible childcare services, in alignment with Provincial directions and funding: <ul style="list-style-type: none"> • Identify gaps and opportunities for flexible childcare services associated with specific key workforces • Explore opportunities to meet specific workforce needs within licensed group care programs. • Engage sectoral partners about opportunities to support increased access to extended hour and flexible childcare in home-based licensed family childcare programs. 	Work with nonprofit childcare partners and other funders to develop and identify costs of potential models for delivering extended, flexible, or non-standard hour childcare, and share findings with senior governments.

3C. Direct City operating grants and nominal leases towards increasing equitable access to childcare	<p>ii. Launch a revised childcare operational grants program in 2023 with equity-based criteria, focused on increasing childcare access for children and families in equity-denied groups.</p>	<p>Reassess funding supports for all early learning and care programs supported by the City's social grants to ensure strategic alignment with City policy and Provincial funding changes for licensed childcare. Support development of tools to increase cultural safety for all children.</p>
	<p>iii. Develop and monitor basic Public Service Requirements as part of nominal leases and subleases to ensure that supported operations deliver quality, accessible, and affordable programming that meets diverse community needs and City objectives.</p> <ul style="list-style-type: none"> Public Service Requirements may address policy goals and best practices such as accessibility and inclusion, sound financial management, parent involvement, cultural safety and humility, and optimizing use of facilities including beyond standard weekday hours. 	<p>Explore opportunities to streamline Council process such as by granting staff authority to approve childcare operator selection in City-led facilities.</p>
3D. Promote more equitable access to nature	<p>i. Identify opportunities for shared use of land and resources to increase children's equitable access to nature in all areas of the city:</p> <ul style="list-style-type: none"> Where feasible, seek to grant public access to childcare outdoor play spaces in City-owned facilities, outside of childcare hours Work with Vancouver Board of Parks and Recreation and Vancouver Board of Education to support policy development guiding shared outdoor space access for childcare operations on their facilities and grounds. 	<p>Work with Provincial Community Care Facility Licensing and other partners to support development and integration of processes that will respond to proposals from childcare operators requesting regular supplementary use of offsite areas for outdoor licensed childcare activities.</p>

Policy Direction 4: Build Partnerships Towards a Universal System

Early Action #4: Convene partners to advocate and plan for a senior-government-led universal childcare system through joint planning, capacity-building, and investments.

Policy Goals	Components of Early Actions (1<yr, no additional resources required)	Potential Four Year Actions (<4yrs, resource requirements to be scoped)
4A. Advocate full investment by senior governments in a universal childcare system	<p>i) Partner with other municipalities and local government organizations to advocate the advancement of policy, planning, and delivery of child care by senior levels of government, including:</p> <ul style="list-style-type: none"> To recognize and invest in the higher costs of developing childcare infrastructure in urban centres To invest in childcare facility renewal, replacement and sustainability To work across provincial ministries and jurisdictions to clearly define and enforce minimum licensing and facility design standards for childcare. To include healthy built environment standards in provincial child care design standards and regulations To support a resilient and professional workforce of Early Childhood Educators and other childcare workers. To create a fully inclusive childcare system that is accessible to children and families who have traditionally faced additional barriers to accessing care, including children with additional support needs To provide operational funding that enables flexible and extended hour services within a universal system. 	<p>As components of a senior government-led childcare system are developed and implemented, continue to work with local government organizations and other partners to advocate to senior levels of government for policy innovation and investment to deliver an equitable universal system.</p> <p>Work with partners to explore opportunities to support development of a strong and sustainable Early Childhood Educator (ECE) workforce. Explore opportunities to support partners to pilot and evaluate working conditions for ECEs and impacts on staff retention, and to share findings with senior governments.</p>

<p>4B. Build strong partnerships to align childcare planning with facility delivery</p>	<p>I. Renew City involvement in partnership and advocacy:</p> <ul style="list-style-type: none"> • Engage and partner with local public, intergovernmental, and non-profit partners to identify and implement mutual goals for childcare and to support equitable access for children and families in equity denied groups. • Renew involvement in coordinating bodies including the Vancouver Childcare Council • Fully participate in opportunities convened by senior governments. • Convene a local public partners staff working group that includes the City, Board of Parks and Recreation, and Vancouver Board of Education, to inform decision-making in planning for childcare and to track progress towards meeting shared goals. 	<p>Explore opportunities to establish formal frameworks for collaboration with local public partners, including the Vancouver Board of Parks and Recreation and the Vancouver Board of Education, and with local First Nations and urban Indigenous organizations to support mutual involvement towards universal childcare.</p> <p>Work with senior government and public partners to coordinate and share data, including intersectional analyses to support equity-based and targeted planning and supports.</p>
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	<p>II. Work with key public and non-profit partners to strengthen coordination:</p> <ul style="list-style-type: none"> • Identify opportunities to support childcare delivery that align with mutual goals and build on efficiencies and strengths to offer compounding public benefit. • Build capacity to plan, coordinate, and deliver childcare integrated with partner-affiliated facilities, land, and development sites. • Build relationships and develop coordinated processes and protocols. • Integrate and extend supports to Community Centre Associations to manage, strengthen, and expand childcare operations through coordination and facilitation within the community centre network. 	<p>Work with local public and nonprofit partners to plan, coordinate, and deliver licensed childcare infrastructure integrated with partner-affiliated facilities, land, and development sites while balancing multiple community needs. <i>Key partners include the Vancouver Board of Education, BC Housing, Board of Parks and Recreation, Community Centre Associations, and non-profit housing delivery partners.</i></p>
	<p><i>Key partners include the Vancouver Board of Education, Vancouver Board of Parks and Recreation, Community Centre Associations, and non-profit housing delivery partners</i></p>	<p>Support access to information for prospective developers of childcare, including through developing and sharing information materials:</p> <ul style="list-style-type: none"> • to clearly communicate City process for childcare development • to increase awareness of basic requirements (e.g. building by-law requirements for upgrades that may be triggered by a change of use) • to share best practices to guide co-location of non-profit group care and secured licensed family childcare with social and nonmarket housing and workplaces. • Support non-profit partners to develop and share resources connecting prospective community childcare creation with experienced design and consultant professionals.

4C. Continue to build capacity in the non-profit sector	<p>i. Enhance the resilience of Vancouver's non-profit childcare sector by funding capacity-building opportunities that are strategically aligned with provincial funding changes.</p> <ul style="list-style-type: none"> • Connect and support childcare societies to build capacity in neighbourhood networks • Develop and share tools enhancing collaboration between societies and supporting direct service delivery. • Engage childcare societies to identify needs and collaboration opportunities. • Engage childcare support organizations, housing operators, and other partners to identify gaps and opportunities to ensure stable operational capacity of secured purpose-built family childcare. 	<p>Review and optimize City supports to non-licensed family and early learning programs, with a focus on programs in City facilities, to strengthen program and space-sharing connections to childcare networks.</p>
		<p>Explore opportunities to support secured licensed family and City-led small scale childcare in transitioning to a universal system through connection to neighbourhood networks.</p>

Policy Direction 5: Support Renewal and Resilience of Essential Childcare Infrastructure

Early Action #5: Explore options to support retention, replacement and expansion of existing childcare.

Policy Goals	Components of Early Actions (1<yr, no additional resources required)	Potential Four Year Actions (<4yrs, resource requirements to be scoped)
5A. Support long-term sustainability of civic-led childcare infrastructure	<p>I. Work with public partners and agencies to balance community needs while securing, retaining, replacing or expanding childcare co-located with partner facilities and lands</p> <ul style="list-style-type: none"> Work with the Vancouver Affordable Housing Endowment Fund to integrate lease renewal and redevelopment of nonmarket and non-profit housing with opportunities for co-located childcare retention, replacement and expansion <p><i>Key partners include the Vancouver Board of Parks and Recreation and public school boards</i></p>	Evaluate options, strategies, and needed supports to accommodate temporary relocation of civic childcare programs during site redevelopment.
5B. Identify and mitigate the impacts resulting from displacement of needed childcare	<p>i. Collect data on childcare closures (including number of spaces, auspice and ownership of childcare facilities, buildings and lands, geographical locations) to aid in future analysis and solution-building.</p>	<p>Explore options to encourage and invest in replacement and expansion of needed childcare infrastructure at risk of displacement.</p> <ul style="list-style-type: none"> Develop and pilot a limited program to test enabling retention of community-based childcare

Appendix C: Framework for a Community Childcare Expansion Program (CCEP)

Program Overview

Despite progress and achievements supporting licensed childcare supply and building partnerships, Vancouver's families continue to struggle to access care that is affordable, quality, inclusive, and culturally safe. Some of the most significant challenges to increasing childcare supply in Vancouver have been identifying and securing new site opportunities suitable for childcare facilities and bringing aboard new partners.

To address these challenges, the proposed new Community Childcare Expansion Program (CCEP) recommends the provision of supplementary capital grants towards new childcare spaces that will be developed, owned, operated and maintained by public or non-profit organizations in Vancouver. The CCEP looks to build on the success the City has had in the past working with public and non-profit organizations to deliver childcare on non-City owned land or buildings.

Subject to Council approved and to meeting the requirements of the Vancouver Charter, potential grantees may include:

- Non-profit organizations such as:
 - Housing providers (i.e., co-ops)
 - Indigenous serving organizations
 - Community serving organizations (i.e., neighbourhood houses)
- Public partners such as:
 - School boards
 - Health authorities
 - BC Housing
 - Public post-secondary institutions

The granting program proposes to support the community creation of childcare facilities aligned with the Provincial government's childcare objectives, City's objectives on childcare and the City's granting principles and statutory requirements

Staff propose that eligibility for the CCEP funding should not preclude the grantee from pursuing other childcare capital funding, including the Provincial ChildCareBC New Spaces Fund.

Objectives

It is proposed that the CCEP will have the following objectives:

- Leverage non-City owned land, assets, and capital;
- Leverage funding from other levels of government;

- Advance Reconciliation, equity, and access;
- Encourage co-location of childcare facilities with housing, health care, and other community services;
- Support much-needed public and non-profit run childcare spaces, while limiting the City's long-term asset management responsibility; and
- Create transparent opportunities for organizations seeking capital funding to create childcare on/in their own assets.

Funding

The City's maximum grant contribution per licensed space will be determined through the 2023-2026 Capital Plan and is subject to Council approval of the Capital Plan and annual budget. While the proposed CCEP is contingent upon on the final funding amount allocated to the grant program in the Capital Plan, it is hoped that the program will have the capacity to grant funds to approximately three to four childcare facilities over the course of the 2023-2026 Capital Plan.

If approved, the CCEP is proposed to incentivize the inclusion of infant and toddler childcare spaces in new childcare facilities, providing a higher maximum granting amount per space for those facilities that will include infant and toddler care. In addition, projects with funding commitments from other levels of government are proposed to be prioritized.

Prior to disbursement of any grant funds, Council approval of grants will be required. This framework proposes that this will then be followed by the execution of a grant agreement by the grant recipient and the City. If all necessary conditions are met, funds will be release to the grantee in installments over the course of the project.

It is proposed that any project receiving a grant through the CCEP have its use for childcare secured through legal mechanisms dependent on the project type and scale of City investment. A not-for-profit operator will be required, with their lease terms to be approved by the City. All grant recipients shall be required to meet the intent of the City of Vancouver's Childcare Design Guidelines.

Table: Proposed CCEP Overview

Ownership	Funding	Security Mechanisms	Payment Schedule
Non-profit or public ownership / long-term lease.	Up to 50% of total licensed childcare capital costs with a maximum per licensed space to be determined through the 2023-2026 Capital Plan.	Legal mechanism securing childcare use proportionate to amount of funding provided.	Three installments: 1. Up front 2. At project tender 3. Upon completion and licensing of the childcare facility. Each milestone will require validation by a Payment Certifier.

Program Development

If approved, staff will work over the coming months to detail an application and selection process for the CCEP that will be aligned with the City’s established granting principles and processes. Emphasis will be placed on supporting projects that demonstrate alignment with the City’s Reconciliation Framework, the City’s commitment to equity and applied intersectionality goals, and delivering childcare in underserved areas of the City.

Appendix D: Current Council Motions on Childcare

- Building a Family Friendly Vancouver: Affordable Child Care (2018)
- Childcare that Works: Extended Hour and Around-the-Clock Childcare for Working Families in Vancouver (2021)

Building a Family Friendly Vancouver: Affordable Child Care CARRIED UNANIMOUSLY (Vote No. 03725) - Dec 19, 2018

FINAL MOTION AS ADOPTED WHEREAS

1. Vancouver is facing an affordability crisis. A lack of affordable housing and affordable childcare are limiting the abilities of families to continue to live in the city of Vancouver.
2. In 2018, the Provincial Government released "Childcare B.C., Caring for Kids, Lifting up Families: The Path to Universal Childcare". The document states "Vancouver is one of the most expensive cities for Childcare with a median fee of \$1,250 per month for infant and toddler care". The document also commits to providing grants to local governments in British Columbia to support building new child care spaces and creating plans to inform local needs.
3. On June 26, 2018, The City of Vancouver issued a press release celebrating 1064 new child care spaces. On the City of Vancouver website, Mayor Gregor Robertson is stated as saying "Making sure that families have access to affordable childcare is a key part of building a healthy, inclusive city and helps set our kids up for success now and down the road".
4. The City of Vancouver Document "Technical Guidelines" published by Real Estate and Facilities Management in May of 2018 states that "Development Permits may be required for new childcare facilities. Building and Occupancy Permits are required for all new childcare facilities.
5. A Child Care Facility's childcare license will need to be obtained by the Childcare Operator from Community Care Facilities Licensing, a department of Vancouver Coastal Health, before an Occupancy Permit can be obtained. Nowhere in the document does it state that there is a policy to streamline and expedite the processes associated with permits and licensing for new childcare facilities.
6. The City of Vancouver Document "Steps for Establishing a Child Care Centre in an Existing Building" published by the Social Development Department was last updated in 2008.
7. The City of Vancouver website page "Developing a childcare centre" states "Staff work with developers, architects, landscape architects, and early childhood educators to make sure that every new center includes urban design best practices, and contributes to a child's mental and physical development". There is no mention of incentives or expediting the processes for childcare facilities in Vancouver.
8. On September 19, 2018, the motion entitled "Family Friendly Vancouver: Citywide Policy to Fast Track and Expedite Projects that include new Child Care Centres in the City of Vancouver" was referred to staff. It is anticipated that staff will report back to Council in June 2019.
9. On September 2018, the British Columbia Ministry of Children and Family Development issued a press release titled "Partnerships give B.C. families quicker access to child care". The release states "Municipal and regional government in B.C. are eligible for up to \$1 million per project through the new Community Child Care Space Creation Program. Priority will be given to projects Regular Council Minutes, Wednesday, December 19, 2018 13 that build spaces that serve infants and toddlers, offer care outside of regular business hours, are operated by a public body or non-profit, and/or benefit underserved populations".
10. Phase 1 Actions of the Women's Equity Strategy include "Identify child-friendly provisions to accommodate participation by families with children at Council and public hearings at City Hall.

THEREFORE BE IT RESOLVED

A. THAT Council directs the City of Vancouver staff to formally contact the appropriate Ministry of Children and Family Development staff to discuss opportunities for the City of Vancouver to secure funding for future projects from the Community Child Care Space Creation Program and report back to Council within the potential for provincial funding.

B. THAT Council direct staff to explore ways the City of Vancouver can work with organizations and agencies including Vancouver Coastal Health and the B.C. government to streamline and expedite the processes while insuring quality associated with permits and licensing for child care facilities in Vancouver.

C. THAT Council direct staff to explore a program to create incentives for applicants to include child care in future developments and report back to Council in spring of 2019; however, if funding from senior levels of government becomes available sooner, that staff prioritize and expedite a report and any recommendations to Council.

D. THAT Council direct staff to consider purpose-built child care, including temporary structures similar to modular housing when appropriate;

FURTHER THAT staff consider requirements for child care facilities to be included; when appropriate, on any development of City Owned Land.

E. THAT staff include Vancouver Joint Child Care Council in the process of collecting information and reporting back.

Childcare that Works: Extended Hour and Around-the-Clock Childcare for Working Families in Vancouver

CARRIED UNANIMOUSLY (Vote No. 06997) – Feb 10, 2021

FINAL MOTION AS APPROVED WHEREAS

1. The current City Council has identified Childcare as a top priority;
2. Increasing safe and affordable childcare spaces in all Vancouver neighbourhoods is essential for families with young children;
3. In December 2018 Council unanimously supported the motion “Building a Family Friendly Vancouver: Affordable Child Care”. Staff are currently working on the direction from this motion and will report back to Council with recommendations hopefully in 2021;
4. The availability of quality childcare is essential to Vancouver’s work force and affects Vancouver’s economy;
5. Canadian cities located in Ontario and Quebec do have licensed childcare centres providing 24-hour childcare models. Both provincial governments have provided subsidies. The high demand for extended hour childcare is supported by significant waitlist. For example, a 24-hour licensed childcare centre located in Barrie, Ontario opened with 70 licensed spots in 2015 and has a steady waitlist of approximately 800 children;
6. Many families with young children, including single-parent families, work on various shift patterns, including overnight and on weekend shifts; Standing Committee of Council on Policy and Strategic Priorities Minutes, February 10 and 18, 2021 54

7. Many families requiring childcare due to work outside of traditional hours are also low income and single parent families. These families often must make arrangements for childcare that are not ideal, stable and/or come at a greater cost than families who are supported;
8. The expense of childcare is greater than the expense of housing for many families with young children living in the City of Vancouver;
9. Although zoning does not exclude licensed childcare centres that wish to operate 24 hours, the current requirements for childcare at the City of Vancouver does not include guidelines that address space necessary for extended hour or 24 hour childcare models, including overnight sleeping areas; and
10. The Provincial government has committed funding from the Childcare BC's New Spaces Fund for the Tamitik Status of Women (TSW) in Kitimat, a 24-hour childcare facility that is expected to open in 2022. The licensed facility will offer 60 new spaces and provide childcare for infants and toddlers and school-age children.

THEREFORE BE IT RESOLVED

- A. THAT Council direct staff to consider policy to encourage and incentivize the development and operation of 24-hour and/or extended hour childcare centres in Vancouver.
- B. THAT Council direct staff to add a question to applications related to development or licensing of childcare, to survey and measure the interest these stakeholders may have in future applications to provide 24-hour childcare models, if specific policy was implemented.
- C. THAT Council direct staff to explore the possibility of supplementing current requirements for licensed childcare centres to include specific considerations and requirements for childcare offering 24-hour or extended care models, including overnight and weekend childcare.
- D. THAT Council direct staff to explore the possibility of Provincial funding specific to 24-hour or extended hour Childcare in the City of Vancouver.
- E. THAT Council direct staff to include this work in the workplan, report back and recommendations to Council on the actions passed in the motion "Building a Family Friendly Vancouver: Affordable Child Care" or earlier, if possible.
- F. THAT Council direct the Mayor to send a letter to the Premier as well as the Minister of Education and the Minister of State for Childcare expressing Council's support for the widely endorsed Community Plan for a Public System of Integrated Early Care and Learning (supported now by 65 local BC governments and 34 school districts including the VSB) - known as \$10 a day Plan which, based on evidence and research, calls for a public system of high quality affordable child care where educators are fairly compensated.

Appendix E: Current State Analysis for the Childcare Strategy

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1 Executive Summary

Since the 1970s, the City of Vancouver has taken an approach to childcare that integrates planning and policy across different areas of focus (including social policy, grants and funding, financing growth, land-use and real estate) to address local needs for children and families, and to support the city's economic vitality. In 2011, Council first signed on to the community-led \$10-a-Day Plan, advocating for a public, universal childcare system. In 2014, Council approved the *Healthy City Strategy*, outlining as one of its 12 goals the provision of *A Good Start* to support children's long-term healthy development, for which increased access to quality childcare is a key indicator of progress.

While childcare is primarily the responsibility of provinces and territories, a decades-long shortage of senior government policy, coordination and financial support have left a large gap between childcare need and supply at the local level. In addition to this gap, the city has seen uneven distribution of childcare services across the city, resulting in limited and inequitable access for Vancouver's children. The lack of affordable, available and suitable childcare options has resulted in hard economic challenges and choices for families with children, including those who seek to enter, re-enter, or remain the workforce, or to pursue education and training. This experience, while common to many families, has a disproportionate affect on women, who continue to provide the majority of unpaid childcare in BC and across Canada, particularly women who are lone parents, or from equity-denied groups. A chronically underfunded system has also resulted in childcare educators being offered typically low wages and variable working conditions; a childcare staffing shortage that began in the years before the pandemic has since led to a national childcare staffing crisis.

In 2018, federal and provincial governments began to make new policy and funding commitments towards an expanded, more affordable and accessible childcare system in Canada. These commitments included the development of an *Indigenous Early Learning and Child Care Framework*, and a federal *Multilateral Early Learning and Child Care Framework*. The Province of British Columbia also released *ChildCare BC Caring for Kids, Lifting Up Families*, a childcare plan that set new and ambitious goals to expand support for childcare affordability, and increase provincial investment in developing new childcare facilities. A year later, the Province and the City of Vancouver entered into a memorandum of understanding that set out an expanded, joint target for new childcare spaces in Vancouver, along with a provincial funding commitment of \$33M to support childcare development in this city. In 2021, the historic *Canada-British Columbia Canada-Wide Early Learning and Child Care Agreement – 2021-2026* identified steps that senior governments would take towards building a universal, \$10-a-day childcare system, including prioritizing licensed childcare in civic and non-profit settings. In 2022, the mandate for early learning and childcare in BC was placed under the newly renamed and restructured Ministry of Education and Child Care (previously held within the Ministry of Children and Family Services, which focuses on protective services and support for children, youth and families).

While the City of Vancouver has facilitated the development of over 60% of full-day licensed group childcare spaces in the city, it does not engage in direct provision of childcare operations. There are three broad types of childcare service provider (also known as the

“auspice” of childcare); they are, in order of prevalence in Vancouver: (1) non-profit organizations (39%), (2) for-profit organizations (23% commercial operators, 16% home-based family operators), and (3) public and government agencies including Indigenous First Nations and school boards (22%). Research has found sector-wide correlations between auspice and ownership, affordability, stability and quality. On the whole:

- Commercial for-profit centres were found to charge higher fees than non-profit centres or home-based family childcare;
- For-profit childcares were found to be less stable than their non-profit counterparts, with closures more likely for commercial centres, and much more likely for home-based family childcare which was found to have the lowest stability of all childcare categories;
- Non-profit and public auspice was consistently linked to higher program quality, including compliance with health and safety measures, inclusion of children with additional support needs, more training and qualifications for staff/educators, and more developmentally-stimulating programming.

The Province of BC has signalled new priorities that will direct their investments particularly towards development of childcare spaces under the auspice and ownership of “Indigenous Government, non-profit and/or public, and family-based child care”. The City of Vancouver’s efforts have been consistently aligned with these provincial priorities. In addition, Vancouver-specific challenges and gaps must be communicated and addressed. These challenges include greater gaps in childcare affordability, due to a high cost of living in Vancouver, affecting not only childcare, but also other essential needs such as housing and food; gaps in inclusive childcare that accommodates children of all physical and developmental abilities, and across the cultural spectrum; a lack of service that extends beyond the hours of a standard workweek; a plan to address the needs for culturally safe, Indigenous-led and Indigenous-centred childcare for urban Indigenous families in Vancouver; geographical distribution that is uneven and partly divorced from assessed needs.

The information compiled in this document forms the background, gathers reference material, and informs policy directions for Vancouver’s Childcare Strategy outlined in Appendix A. We hope it may be a useful reference to other partners as well.

Given the pace of change, City staff hope to update the data and analyses in this report as new data becomes available, including cross-tabulated 2020 Census data and intersectional data committed by senior governments. City staff also intend to make this kind of information more available to support the work of partners in achieving shared goals and supporting senior government directions to deliver a universal childcare system.

2 An Integrated Approach to Childcare

Childcare emerged as a City of Vancouver priority in the 1970's. Since then, planning for childcare has been integrated across City areas of work, including social policy, grants and funding, land-use planning, financing growth and real estate. The City has also worked alongside senior government and the non-profit childcare sector to address childcare needs for Vancouver's families. The City's public policy goals and efforts have consistently reflected research-based evidence demonstrating that access to quality childcare provides a good start for children, economic well-being for families, and support broad economic vitality and gender equity.

2.1 A Good Start for Children

The [City of Vancouver's Healthy City Strategy \(2014\)](#) includes twelve goals, the first of which is "A Good Start", which aims to increase school readiness and reduce child poverty, by improving access to quality early learning and childcare, among other things.

The UBC Human Early Learning Partnership's (HELP) [Early Development Instrument \(EDI\)](#) research has shown that 35% of Vancouver's preschool-age children are developmentally not ready for school when they start kindergarten.¹² The City considers availability of licensed

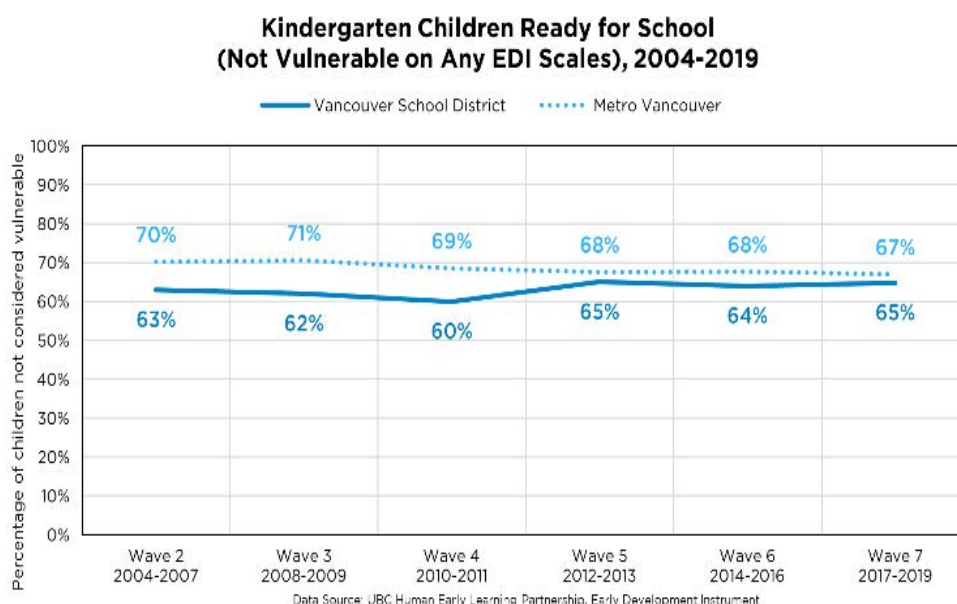


Figure 1. Vancouver Early Development Instrument (EDI) Scales – UBC Human Early Learning Partnership (HELP)

childcare to be a benchmark for "quality learning and care", since licensed programs are regulated and monitored against health and safety standards and for child development outcomes.

Widespread access to quality early learning and childcare (ELCC) helps give Vancouver's children a good start to reach their full potential, improving physical and mental social emotional health, school readiness and long-term outcomes.

¹² "Early Development Instruments." UBC Human Early Learning Partnership. Webpage. <http://earlylearning.ubc.ca/edi/>

From an equity perspective, evidence shows that access to universal, quality, play-based early learning and childcare that aims to meet the needs of all children can help to reduce long-term inequities between children in more vulnerable circumstances, by preventing the formation of significant and potentially lasting “achievement gaps” between equity-denied children and their counterparts. Evidence shows that quality ELCC builds long-term resilience in children, particularly among those who face additional challenges¹³ related to poverty, as well as those experiencing cognitive delays and behavioural problems.¹⁴ However, children facing additional challenges are historically underrepresented in any kind Canadian ELCC program¹⁵, but overrepresented in low-quality ELCC programs³. Coordinated public policy that seeks to build a system of universally accessible, quality ELCC programs can significantly increase equitable outcomes for all of Vancouver’s children and families. Longitudinal studies have shown that positive benefits of quality childcare can extend through children’s lifetimes, with improved health outcomes, as well as “educational success [...] followed by increased success in employment, social integration and sometimes reduced criminality”.¹⁶

For school-age children, licensed before- and after-school childcare programming offers a supportive environment to play, socialize, and develop new friendships and skills.¹⁷ The Middle Years Development Instrument (MDI)¹⁸, identifies strong correlations between school-age children’s participation in after-school activities and their overall health and well-being, social emotional development, and academic achievement. Quality school age care programs may also significantly improve food security¹⁹ and increase healthy physical activity.²⁰

Children who attend quality childcare programs are provided with an important opportunity to develop critical skills in socialization, language, gross motor, and emotional regulation, at a young age²¹. Their participation in quality, play-based childcare can also help to prepare them for greater success in youth and adult life.^{22,23}

¹³ Japel, Christa, and Japel Welp. (2008). “Factors of risk, vulnerability and school readiness among preschoolers: Evidence from Quebec.” *IRPP Choices*.p.14. Google Scholar.
<https://www.policyalternatives.ca/sites/default/files/uploads/publications/National%20Office/2009/04/Lessons%20To%20Be%20Learned%20From%20Quebec.pdf>

¹⁴Ibid.

¹⁵ Archambault, Judith *et al.* (2020). “Early Childhood Education and Care Access for Children from Disadvantaged Backgrounds: Using a Framework to Guide Intervention. *Early Childhood Education Journal*. Vol 48. p. 345-352.
<https://link.springer.com/article/10.1007/s10643-019-01002-x>

¹⁶ Melhuish, Edward *et al.* (2015). “A review of research on the effects of early childhood education and care (ECEC) on child development.” CARE-European Early Childhood Education and Care. p3 https://ecec-care.org/fileadmin/careproject/Publications/reports/CARE_WP4_D4_1_review_of_effects_of_ecec.pdf

¹⁷ Oliver, Carolyn. (2020). “Meeting the Childcare Needs of the Hudson Community: Report Prepared for Hudson Out of School Care Society”

¹⁸ The MDI is a self-reported tool established by the Human Early Learning Partnership (HELP) at the University of British Columbia to measure development in five areas linked to health, well-being and academic achievement for children in Grades 4 through 8. “Early Development Instruments.” UBC Human Early Learning Partnership. Webpage.
<http://earlylearning.ubc.ca/edi/>

¹⁹ Haddad, M., H. Lambie-Mumford, and L. Sims. (2018). “Extended Schools.” Child Poverty Action Group: London, UK. https://cpag.org.uk/sites/default/files/files/policypost/ExtendedSchools_April2018.pdf

²⁰ Horgan, D., *et al.* (2018). “Children’s views on school-age care: Child’s play or childcare? Children and Youth Services Review.” *Children and Youth Services Review*, Elsevier, vol. 91(C), pages 338-346

²¹ Frede, E., Jung, K., Barnett, S., Lamy, E., and Figueras, A. (2007). The Abbott Preschool Program Longitudinal Effects Study (APPLES). Interim Report. National Institute for Early Education Research, Graduate School of Education, Rutgers: The State University. <http://nieer.org/resources/research/APPLES.pdf>

²² “Investing in high quality early childhood education and care.” OECD. <https://www.oecd.org/education/school/48980282.pdf>

²³ Farran, Dale *et al.* (2022). “Effects of a statewide pre-kindergarten program on children’s achievement and behavior through sixth grade”. *Developmental Psychology*, 58(3).

2.2 Economic Well-Being for Families and Childcare Educators

For parents of young children, the ability to participate in the paid labour force or pursue higher education depends on their ability to secure childcare. The absence of suitable, available childcare tends to disproportionately affect women with young children, leading to lower rates of labour force participation, greater financial insecurity, increased dependence on co-parents²⁴, and a less positive career outlook. Canadian mothers currently earn 15% less than fathers do, and 10% less than women without children do.²⁵ Research on what is being coined the “motherhood penalty” shows that gaps in paid employment compound over a mother’s lifetime, with the greatest effects felt by women who are lone parents and/or women from equity-denied populations.²⁶ In urban areas with higher costs of living such as Vancouver, the economic impacts of not being able to secure affordable childcare may also lead to displacement of the family outside the city.

The question of economic well-being of childcare staff has been raised in recent years as well. Staff are at the heart of quality early learning and childcare programs, with studies noting that key variables of childcare program quality include “wages, working conditions, Early Childhood Educator (ECE) certification, staff turnover and morale, compliance with regulations, staff harshness/sensitivity [and] staff/child ratios”.²⁷ To date, low wages and other workforce inequities remain prevalent among ECE workers, particularly in cities such as Vancouver where the gaps between ECE wages and overall cost of living are wide. This profession is highly gendered, and employs a large proportion of newcomers who face additional systemic challenges to making ends meet. For many ECEs, these challenges result in significant instability in the workforce. The childcare workforce, which had begun to experience key shortages of qualified staff in the years leading up to the pandemic, are now facing a national staffing crisis as ECEs continue to exit the workforce²⁸.

2.3 Economic Vitality and Gender Equity

Access to affordable childcare correlates broadly with women’s increased labour force participation and a reduced gender employment gap.²⁹ Along with supporting mothers to enter, remain in, or re-enter the workforce, the childcare sector itself directly employs approximately 17,000 people in the Metro Vancouver region (as in-home family childcare providers and as ECEs and Assistants in facility-based licensed group care), and over 4,000,000 in Vancouver, sustaining exponentially more jobs in the local economy, as “the workforce behind the workforce.”³⁰ In 1998, Quebec implemented a universal childcare program, which

²⁴ Mlne, Kendra. (2016). “The impacts of childcare on the human rights of women and children.” Westcoast Leaf. Vancouver, B.C. <http://www.westcoastleaf.org/wp-content/uploads/2016/07/High-Stakes-low-res-for-web.pdf>

²⁵ Moyser, Melissa. (2017). “Women and Paid Work.” Statistics Canada. Online. <https://www150.statcan.gc.ca/n1/pub/89-503-x/2015001/article/14694-eng.htm>

²⁶ The Canadian Women’s Foundation *et al.* (2020). “Resetting Normal: Women, Decent Work and Canada’s Fractured Care Economy.” The Canadian Women’s Foundation. p12. <https://fw3s926r0g42i6kes3bxq4i1-wpengine.netdna-ssl.com/wp-content/uploads/2020/07/ResettingNormal-Women-Decent-Work-and-Care-EN.pdf>

²⁷ Friendly, Martha *et al.* (2021). “Risky Business: childcare ownership in Canada, past, present and future.” Childcare Resource and Research Unit. University of Toronto. p.10 <https://childcarecanada.org/sites/default/files/Risky-business-child-care-ownership-in-Canada-past-present-future.pdf>

²⁸ McGinn, Dave. (2022) “Daycare workers are exiting the profession in droves, just as access for parents opens up”. *Globe and Mail*, 2022 March 12. <https://www.theglobeandmail.com/canada/article-daycare-early-childhood-education-workers-leaving-jobs-access/>

²⁹ Lefebvre, Pierre and Phillipe Merrigan. (2008). “Child-Care Policy and the Labor Supply of Mothers with Young Children: A Natural Experiment from Canada.” *Journal of Labor Economics*, vol. 26, no. 3. University of Chicago. Online. Google Scholar. <https://citeseerx.ist.psu.edu/viewdoc/download?doi=10.1.1.590.1870&rep=rep1&type=pdf>

³⁰ Statistics Canada. “2016 Census Profile: NOC Cross Tab.” Community Data Program. Online.

has demonstrated net financial benefits through increased income and consumption taxes.³¹ In a 12 year period (1996-2008), universal childcare contributed to an estimated 1.7 % increase in GDP in Quebec.³²

Economic analyses consistently show that universal childcare is a worthwhile public investment. A 2020 report by the Centre for Future Work projects that a universal Canada-wide ELCC program would add more than \$100 billion to the Canadian economy, and would generate more than enough government revenues to cover program costs.³³ The Conference Board of Canada argues that for every dollar spent on ELCC programs, up to \$6 in economic benefits are produced. These benefits derive from mothers' increased earnings, as well as long-term benefits when children reach adulthood including "higher employment earnings, higher tax brackets, lower social welfare use, and possibly reduced incarceration costs".³⁴

Implementing ELCC programs that are high quality and universally accessible at a national level is both a moral and economic imperative that has been shown to have the potential to benefit generations of children and families. Amidst growing evidence supporting the economic benefits of universally accessible childcare, in 2021, the Government of Canada stepped forward with an unprecedented level of investment to support the implementation of a universal system of childcare in Canada. Soon after, the Canada-British Columbia Canada-Wide Early Learning and Child Care Agreement (2021-2026) was signed.

2.4 Commitments to a Rights-Based Approach to Childcare

In 1989, the UN Convention on the Rights of the Child established that governments should ensure families have the right to benefit from childcare services and addressed children as rights bearers. Soon after, the City responded with the Vancouver Children's Policy (1992), which recognizes the rights of Vancouver's children, including "access to high quality, community-based services that are culturally appropriate, child-centred, affordable and non-stigmatizing". Thirty years later, some progress has been made but large gaps between the supply of full time spaces and the need remain.

Advocates have long identified childcare as a human rights issue for both women and children. The City of Vancouver has worked to advance goals of reconciliation, inclusion, diversity, equity and accessibility under City policies, including the Reconciliation Framework (2014), Equity Framework (2021), the Accessibility Strategy (2022), as well as the creation of a United Nations Declaration of the Rights of Indigenous People (UNDRIP) Task Force in 2021. Moving forward, the City's approach to childcare will be aligned with the commitments laid out in these broader municipal frameworks and with senior government goals, while also responding to recommendations from the community.

The non-profit sector in Vancouver has been extremely active in providing leadership and advocacy related to the rights of women and children in Vancouver. A recently published report by the Downtown Eastside Women's Centre, *"Red Women Rising: Indigenous Women Survivors in Vancouver's Downtown Eastside"* (2019), includes the following important

³¹ Fortin, Pierre. (2012). "Impacts of Quebec's Universal Low-fee Childcare Program on Female Labour Force Participation, Domestic Income and Government Budgets. University of Toronto. Toronto, ON. https://www.oise.utoronto.ca/atkinson/UserFiles/File/News/Fortin-Godbout-St_Cerny_eng.pdf

³² Monsebraaten, Laurie. (2011). Quebec's child-care scheme pays for itself, says economist." Toronto Star. Toronto, ON. https://www.thestar.com/life/parent/2011/06/22/quebecs_childcare_scheme_pays_for_itself_economist.html

³³ Stanford, Jim. (2020). "Child care expansion would boost economic recovery, study finds." Centre for Future Work. Website. <https://centreforfuturework.ca/2020/11/25/child-care-expansion-would-boost-economic-recovery-study-finds/>

³⁴ Craig, Alexander, et al. (2017). "Ready for Life: A Socio-Economic Analysis of Early Childhood Education and Care." The Conference Board of Canada. Ottawa. <https://www.conferenceboard.ca/e-library/abstract.aspx?did=9231>

recommendations related to the critical need for childcare services to support women and children in the inner city.³⁵

- **Immediate Services Needed in the Downtown Eastside** – A multipurpose Indigenous Women’s Centre that is run by and for Indigenous women with long-term funding and wrap around support services [...] including childcare;
- **Guaranteed Public Service** – A free and culturally appropriate childcare system for all Indigenous families;
- **End Indigenous Women’s Displacement from Land** - Governments must ensure that Indigenous women are engaged fully and have equitable access to decision-making on issues of [...] child care and other areas impacting Indigenous women’s lives;
- **Build Social Housing and Transition Homes** - Any new social housing must consider the needs of Indigenous women, such as adequate space for children and extended families [...] and with integrated services such as child care; and
- **Improve Indigenous Women’s Wellness** - Strengthen all the social determinants of Indigenous women’s health by ensuring access to and governance over [...] child care (and other components such as health, land, *etc.*).

The City and its partners are working in collaboration to respond to these recommendations, to improve the health, wellness, and future prospects for women, children and families living in the Downtown Eastside. The *Making Strides* childcare strategy for Vancouver lays the groundwork for consultation with other City departments to identify new ways of working together towards shared goals (for example, expanding opportunities to co-locate childcare with Indigenous-led housing developments). Many of these recommendations are reflected in the draft Childcare Strategy (see Appendix G), and will form the basis for further exploration and ongoing joint work ahead. The City and its partners are also working closely with senior governments to advance shared interests and commitments towards reconciliation and equity by, among other things, providing universally accessible and culturally safe childcare.

2.5 The City of Vancouver’s Role in Childcare to Date

Table 2: City of Vancouver Childcare Commitments and Milestones to Date

YEAR	CITY OF VANCOUVER CHILDCARE COMMITMENTS AND MILESTONES
1970	<p>The City provided nominal ground leases for modular childcare centres funded by the province and operated by non-profit organizations, and began to deliver secured childcare centres for children younger than school age through rezoning.</p> <p>Part-day/part-week preschool programs became licensed in many Community Centres.</p>

³⁵ Martin, Carol, Muree and Harsha Walia. (2019). Red Women Rising: Indigenous Women Survivors in Vancouver’s Downtown Eastside. Downtown Eastside Women’s Centre. Online. P155.-185. <https://dewc.ca/wp-content/uploads/2019/03/MMIW-Report-Final-March-10-WEB.pdf>

1990	The Civic Childcare Strategy and Action Plan was approved by Council, establishing a process for the City's use of Community Amenity Contributions (CACs) and Development Cost Levies (DCLs) to fund childcare capital projects. This funding innovation was made possible by the Vancouver Charter, and has since facilitated creation of more than 2,000 licensed childcare spaces.
1993	The City's Childcare Design Guidelines set basic, evidence-based design standards for new licensed group care centres with a goal of supporting healthy child development.
2002	Moving Forward– Childcare: A Cornerstone of Child Development Services updated the City's policy directions that have guided its role in childcare until the present. A focus on collaboration with public partners to advance objectives of a childcare system led to the Child Care Protocol (2004), the foundational document for the establishment of a Joint Council on Childcare (JCC) by the City of Vancouver, Vancouver Board of Education, and Vancouver Board of Parks and Recreation. Since 2004, the JCC has advised and enhanced coordination of childcare goals and supports by local public partners. Guided by this policy framework, City Council first established a childcare space expansion target for 2004-2007, to guide investment in childcare creation as part of the municipal capital plan.
2011	City Council endorsed the community-led Community Plan for a Public System of Early Care and Learning (\$10aDay Plan) (endorsed again in 2021).
2014	The Healthy City Strategy policy framework identified the goal of providing children with A Good Start, including access to childcare and school readiness as a key building block for a healthy city for all.
2019	The Province of BC and City of Vancouver entered into a Memorandum of Understanding in 2019, securing \$33 million in provincial investment and setting additional targets for childcare infrastructure expansion in Vancouver.
2022	This Strategy, Making Strides: Vancouver's Childcare Strategy provides an update to the City's policy directions going forward.

3 Laying the Foundation for a Universal System - Senior Government Childcare Commitments and Investments

For decades, the responsibility for providing childcare services in BC was left to the private sector, or undertaken by local governments, with the expectation that an ample supply of spaces would be developed in response to market-driven demand. Since the capital costs are high at the outset, and operational costs of providing childcare services (particularly for full-time infant and toddler care) are higher than what most families can afford to pay in fees, needs have continued to outstrip supply. In not-for-profit settings, childcare operating costs are primarily driven by staffing costs, which are positively correlated with staff education, experience and quality of care. Efforts by local governments, the non-profit sector, and other partners to mitigate the mismatch between childcare supply and demand have helped to narrow these gaps (or to keep gaps from widening further), but have fallen far short of being able to provide universally accessible childcare options to all families. New senior government

commitments promise to transform childcare operational funding, and provide capital supports needed to create new spaces, though details of these commitments and processes have yet to be announced.

3.1 Senior Government Commitments since 2018

In the last five years, major shifts in senior government policy and investments have begun paving the way towards a more affordable and accessible childcare system as shown in the timeline below.

Table 3: Federal and Provincial Childcare Commitments and Milestones since 2018

YEAR	SENIOR GOVERNMENT CHILDCARE COMMITMENTS
2018	<p>The Government of Canada developed the Indigenous Early Learning and Child Care Framework and Multilateral Early Learning and Child Care Framework. These frameworks outline key directions for collaborating with provincial, territorial, First Nations, Metis and Inuit leadership.</p> <p>The Province's Child Care BC Caring for Kids, Lifting up Families plan sets new ambitious goals, including expanded affordability supports and capital investments for developing new childcare facilities.</p>
2019	<p>The Province and City of Vancouver entered into a Memorandum of Understanding securing \$33 million in provincial funds to support the development of 1,200 new spaces in Vancouver</p> <p>The Province declared childcare as an essential service after recognizing the critical role childcare plays in the economy during the COVID-19 pandemic.</p>
2020	<p>Legislative amendments to the BC School Act are implemented to enable school boards to directly operate licensed childcare.</p>
2021	<p>The Government of Canada's Budget 2021: A Canada-Wide Early Learning and Child Care Plan made a 5-year commitment of \$30B to begin developing a universal system of childcare nationally.</p> <p>The Canada-BC Canada-Wide Early Learning and Child Care Agreement identified clear steps to build a universal \$10 a Day system, including the creation of 30,000 new spaces and \$10/day fees by 2026, and implementation of a wage grid for Early Childhood Educators.</p>
2022	<p>The responsibility for childcare shifted from the Ministry of Children and Family Development to the Ministry of Education and Child Care. This shift will lead to an integration of early learning and childcare into the public education system.</p>

3.2 Senior Government Targets for Childcare Expansion in Vancouver

BC has set a target of creating 30,000 new childcare spaces for children under 6 years by 2028, as outlined in the *Canada-BC Canada Wide Early Learning and Child Care Agreement* (2022). Based on population, the City of Vancouver's proportional share of the provincial target is expected to be approximately 4,000 spaces. The *Canada-Wide ELCC Agreement* commits to focusing on space creation "in community investments that are long term" and operated "by not-for-profit, public, Indigenous Government and family-based child care providers". Capital commitments associated with these senior government targets fall short of the full cost of construction, particularly in high density urban areas.

In partnership with the Province, the City and local public partners will continue to play an integral role in enabling and facilitating the accelerated development of new childcare spaces. Building on more than four decades of municipal investments in secured, quality, non-profit-operated childcare facility development, the childcare landscape in Vancouver is in a good position to support the Province's goals in transitioning to a universal, primarily not-for-profit childcare system. Vancouver's readiness reflects the vision of successive City Councils recognizing the benefits of prioritizing child care investments to help create a sustainable city that includes children and families. More work lies ahead, however, as the City of Vancouver's conservative estimates indicate that only 43% of the need for licensed childcare is currently being met for children ages 0-12 years (as of Q1 2022).

4 Children in Vancouver Today - Community Trends

Understanding demographic trends related to children and families in Vancouver and the Metro Vancouver region is essential for land-use planning and childcare-related policy development at the municipal level.

For more than four decades, the City has collected and analyzed demographic data, facilitated regular stakeholder consultations, and developed tools for identifying shortfalls in the supply of childcare spaces by local area, as well as for projecting future needs based on anticipated population changes.

4.1 Methodology and Limitations

To assess population trends and determine future needs for childcare in the City of Vancouver, quantitative statistical analysis was conducted utilizing Census and National Household Survey (NHS) data sources from 2001-2016 primarily and the first two 2021 census releases. This analysis was conducted alongside descriptive statistical analysis of the following datasets:

- Licensed childcare capacity reports from the Westcoast Childcare Resource Centre;
- City-facilitated childcare space data;
- Income and jobs data from the Economic Land and Employment Review;
- Transportation Demand Management data from the City's Engineering department; and
- Integration of the Social Indicator and Trends: City of Vancouver Profile 2020 for select graphs.

Some of the limitations include, but are not restricted to:

- Census data used in the following analyses is 6 years old.³⁶ While 2020 Census data is available at the City-wide level, at the time of writing, data is not yet available by local areas used for analysis.
- Census data does not tell us the whole picture of childcare, or the intersectional and specific needs of varying demographic groupings of residents;
- Over-reliance of quantitative data has been shown to be harmful to varying populations, especially those in vulnerable situations;
- The Indigenous self-identification question is problematic creating non-response bias and leading to possible under-reporting of Indigenous population data;
- Pre-2021 census data only asks about binary sex and leaves out gender;

³⁶ NHS - has greater non-response bias than other years due to its voluntary nature, and inconsistencies when compared to Census data

- Census 2021 releases to date have only been for dwelling type, population count by age and sex for most census geographies but not local areas;
- Impacts of families from outside Vancouver accessing care in Vancouver (and vice versa); and
- Impacts on shortfalls of care based on affordability, availability of flexible hours, and other considerations not captured in current tools.

4.2 Vancouver Child Population Trends: 2001-2016

Census data show that there has been a net loss of children living in Vancouver since 2001. Declining housing affordability over the past 20 years, particularly in the City of Vancouver, is considered a primary driver of this trend.³⁷ A growth in employment opportunities in other municipalities in the Metro Vancouver region over the same period of time has also helped to facilitate the out-migration of families from the City. Nevertheless, the majority of all jobs in Metro Vancouver are still located in Vancouver.³⁸

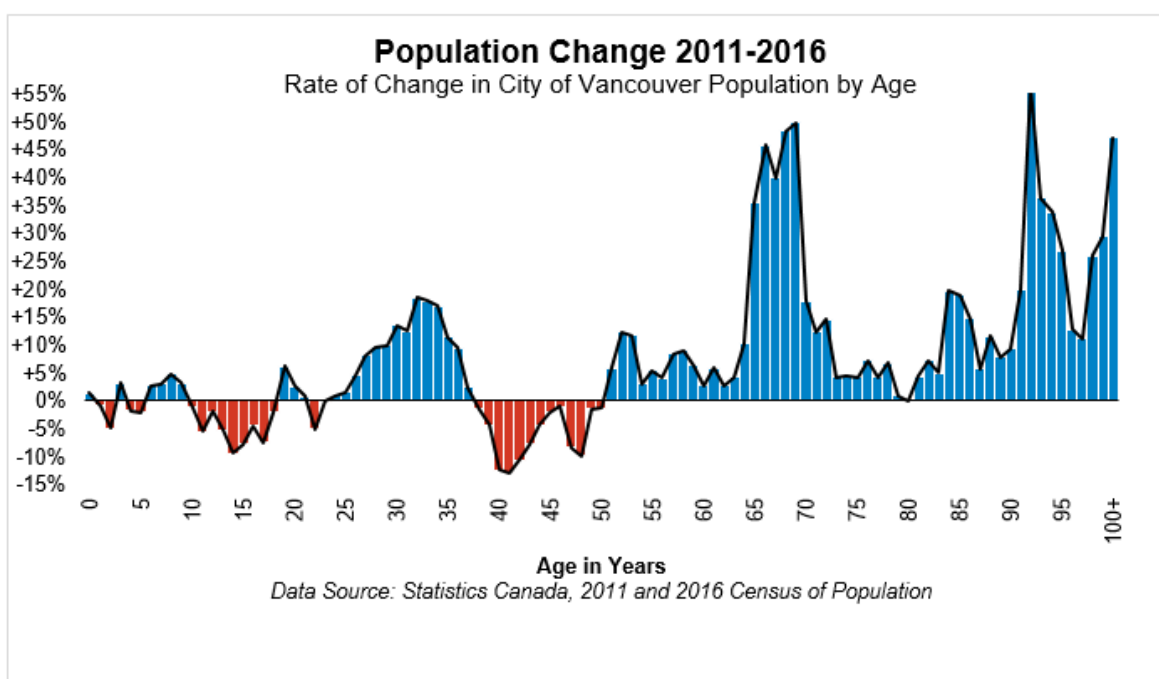


Figure 2. City of Vancouver Ages 5-12 Rate of Change by %—Source: Statistics Canada – Census 2001-2016

³⁷ Social Policy and Projects department, 2020. "Vancouver Social Indicators Profile 2020". City of Vancouver. <https://vancouver.ca/files/cov/social-indicators-profile-city-of-vancouver.pdf>

³⁸ Employment Lands and Economic Review, Planning department, City of Vancouver. (2021) "Factsheet 1.2: Economic Structure of Vancouver." City of Vancouver. <https://vancouver.ca/files/cov/1-2-economic-structure-vancouvers-role-in-the-region.pdf>

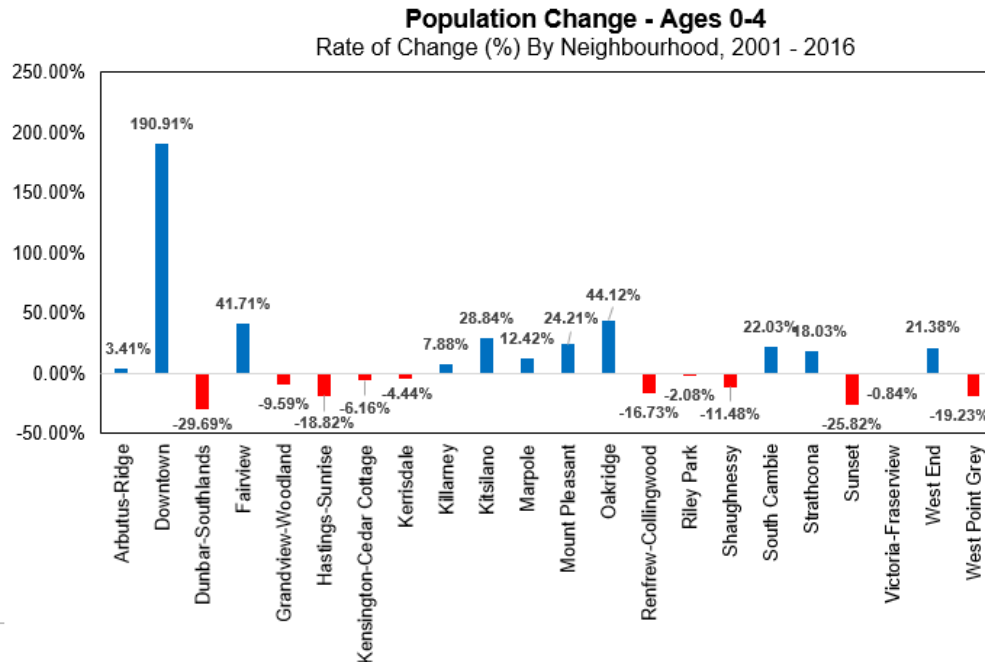


Figure 3. City of Vancouver Ages 0-4 Rate of Change by Percentage. Source: Statistics Canada- Census 2001-2016.

The distribution of families with children ages 0-12 years at the neighbourhood level has also changed significantly since 2001. Generally, increasing numbers of families now reside in neighbourhoods where densification and planning for family-oriented housing has been occurring, particularly in the Downtown core (see Fig. 2 and 3).

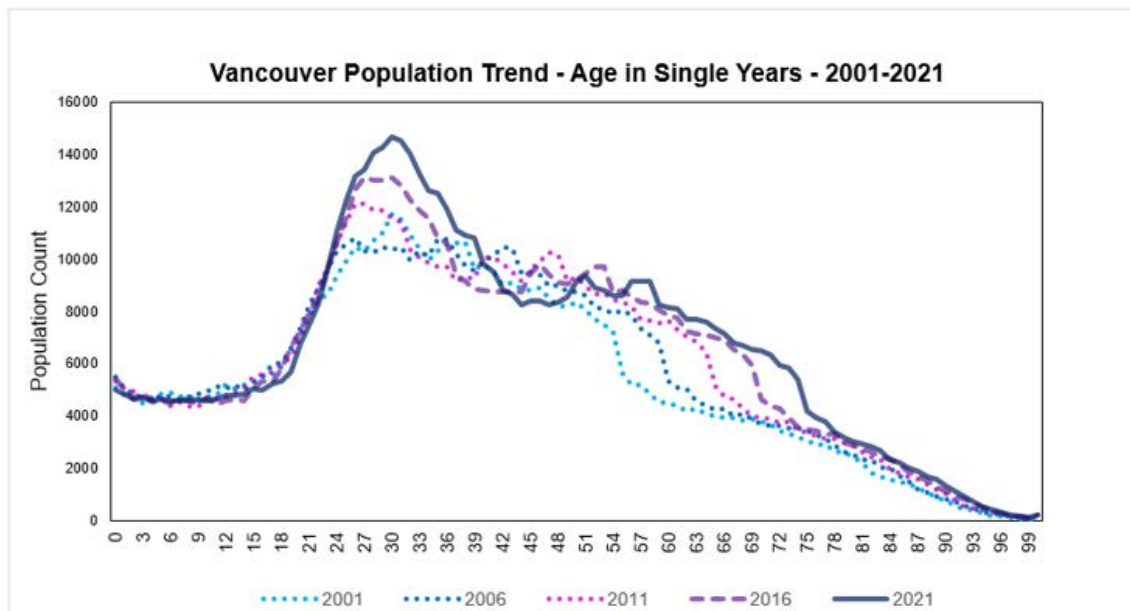


Figure 4. City of Vancouver Population Trend Age in Single Years – Source: Statistics Canada – Census 2001-2021

4.3 Indigenous Population Trends in Vancouver: 2001-2016

Census data show that the number of residents in Vancouver self-reporting as Indigenous increased between 2001 and 2016. In 2016, there were 13,900 Indigenous residents in Vancouver representing 2.4% of the total population, with the highest numbers in the 0 to 14 and 25 to 34 year age groups. Of this count, 1,655 Indigenous-identified residents lived on the Musqueam reserve. The Vancouver neighbourhoods with the highest concentrations of urban Indigenous residents are Grandview-Woodland, Downtown, Hastings-Sunrise, Kensington-Cedar Cottage and the West End.

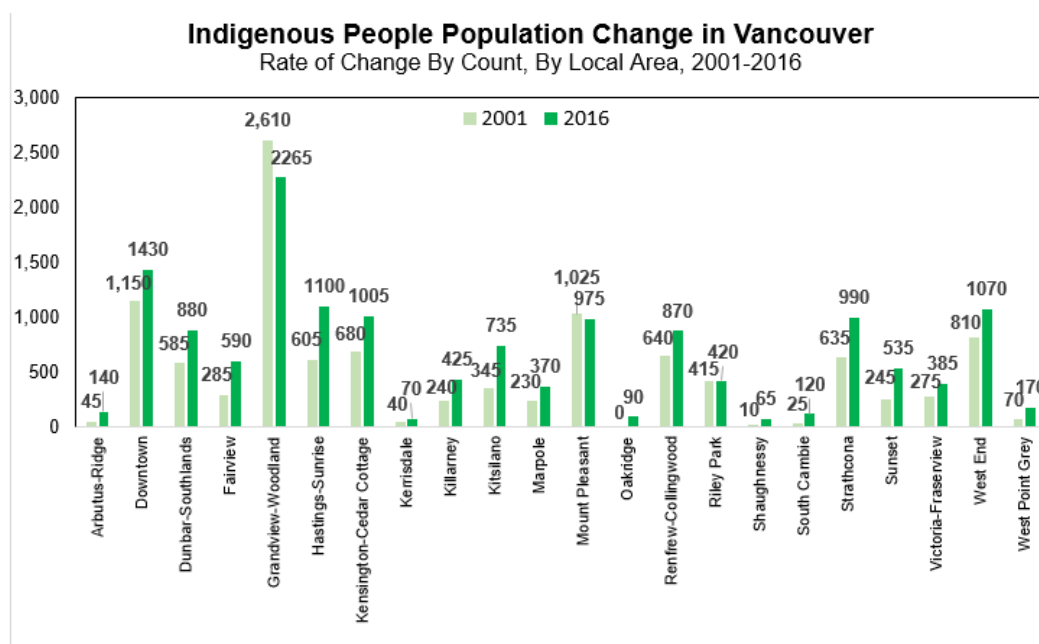


Figure 5. City of Vancouver Indigenous Population Change – Source: Statistics Canada – Census 2011 and 2016

The 2016 Census data counted the reported population for children ages 0-12 in Vancouver that self-identified as Indigenous as just under 2,000 people, of which nearly 1,000 were reported to be ages 0-5 years.

5 Childcare Supply in Vancouver

This section describes Vancouver's supply of licensed childcare spaces, regulated by the Province of BC. The majority of data in this section is from the Westcoast Child Care Resource Centre (WCCRC). While most families requiring full-time care outside of the home likely prefer to use licensed child care options which are required to meet Provincially-regulated health and safety standards, many families also turn to unlicensed arrangements due to the scarcity of licensed spaces. Reliable data is not available for unlicensed care, such as informal care by family members, domestic caregivers, or license-not-required in-home care serving two or fewer children. This section also does not reflect early learning programs that don't require a license to operate, such as family programs offered in neighbourhood houses, libraries, friendship centres, etc.

5.1 Current Supply of Childcare by License Category (Ages 0-12)

The [BC Child Care Licensing Regulation](#) sets out basic health and safety requirements specific to each childcare licensing category, and is regulated by BC regional health authorities. In Vancouver, [Vancouver Coastal Health](#) is responsible for issuing childcare licenses, conducting inspections, and enforcing the BC Child Care Licensing Regulation. Between 2016- 2021, the total number of licensed childcare spaces serving children 5 years

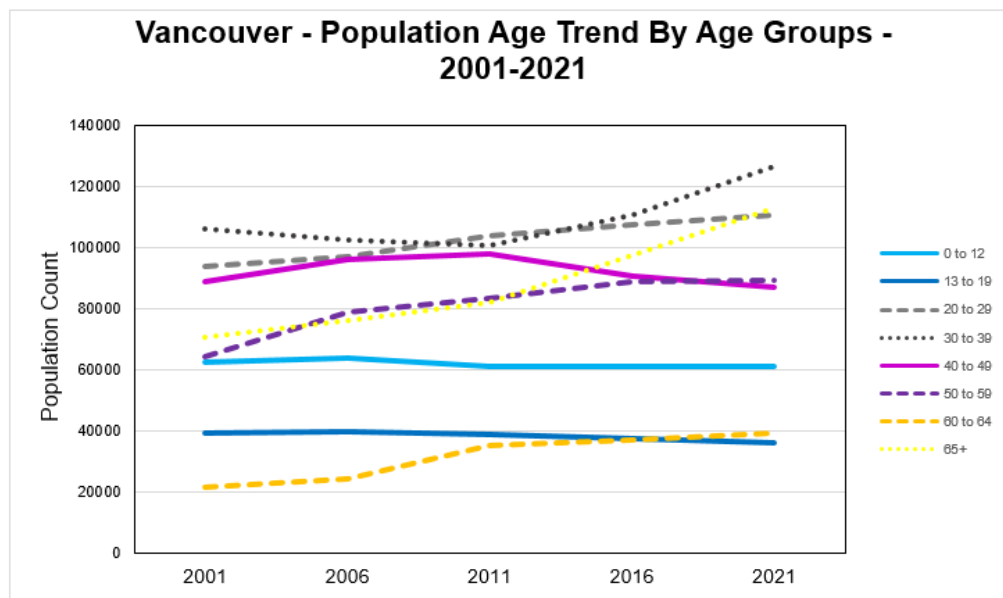


Figure 6. City of Vancouver Population Trend by Age Groups – Source: Statistics Canada 2001-2021

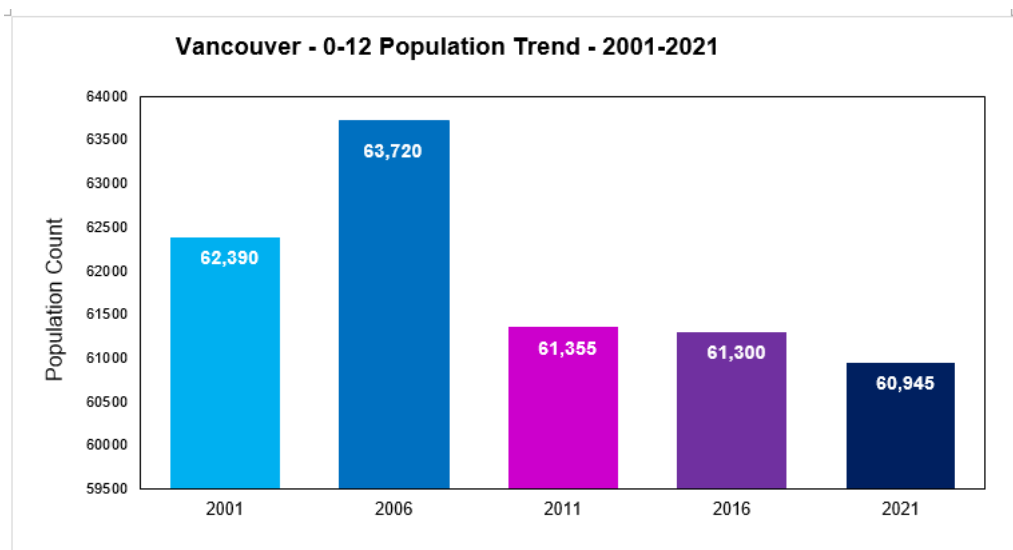


Figure 7. City of Vancouver Ages 0-12 Trend – Source: Statistics Canada – Census 2001-2021

and under in Vancouver (the “supply”) increased by 13%, or roughly 1,000 spaces. For children ages 5-12 years during the same period, Vancouver’s supply of licensed school age care spaces increased by 17%, or roughly 800 spaces. These changes in supply have been unevenly distributed among licence categories.

BC CHILDCARE LICENSE CATEGORIES

Full-day Group Childcare (0- 5 years)

Full-day group care programs serving ages 0-5 are currently the fastest growing license types in Vancouver. Programs are licensed either for ages 0 to 3 ("*Group Child Care – under 30 months*") or for ages 3 to 5 ("*Group Child Care – 30 months to school age*").

For each childcare space that is licensed for children under 36 months in Vancouver, there are three spaces for children ages 3 to 5. This imbalance generally reflects the operational challenges associated with serving children under age 3, who require more staff and a smaller group size to ensure safe supervision (*i.e.* a higher staff-to-child ratio), resulting in greater staffing costs in an operating budget.

Part-Day-day Group Childcare (0- 5 years)

Part-day and part-time group childcare license types fill a specific early learning and childcare need for some families, but in Vancouver, this is the only licensing category for which supply exceeds estimated demand. Over the past 5 years, this license category has also seen more closures than any other group license type.

Preschool offers part-day early learning and childcare for children ages 3-5 years for two to four hours per day, up to 5 days per week. While nearly 25% of preschool spaces licensed in Vancouver have closed over the past 5 years, significant numbers of programs remain.

Occasional care offers part-time flexible care for children ages 18 months and older, for up to 8 hours per day, and 40 hours per month.

Small- Scale Programs (0 – 12 years)

Small-scale programs (Family Childcare and Multi-Age license types) allow enrollment of up to 8 children of varying ages. The majority of these spaces are offered in the homes of self-employed childcare providers (licensed as Family Child Care and In-Home Multi-Age Care), while a smaller number of small-scale programs are available outside of a residential homes (licensed as Multi-Age Care, or Group Child Care).

The number of home-based childcare spaces licensed in Vancouver has steadily decreased over the past decade. Family Child Care currently comprises 15% of all licensed full-day spaces in Vancouver, down from 25% in 2016.

Table 4: Licensed Childcare Types Serving Children 5 Years and Under

BC License Categories	Ages Served	Full- or Part-Day	Number of Spaces (2021)*	% of all spaces serving ages 0-5yr *
Group Child Care (Under 36 Months)	0 to 3	Full-day	1232	15%
Group Child Care (30 Months to School Age)	3 to 5	Full-day	3519	42%
Multi-Age Child Care	0 to 12	Full-day	96	1%
Family Child Care (incl. in-home Multi-Age Care)	0 to 12	Full-day	878	10%
Preschool (30 Months to School Age)	3 to 5	Part-day	2413	29%
Occasional Child Care	18 months to 12 years	Part-day (max 8 hrs/day or 40 hrs/month)	274	3%
TOTAL			8412	100%

*For programs serving broader age ranges, figures represent estimated number of spaces serving ages 0-5

School-Age Childcare Programs (5 – 12 years)

School-age care programs provide licensed care to elementary school children ages 5 to 12 before and/or after school hours - typically between 7:30am- 9:00am and 3:00-6:00pm, helping families to match hours required in a standard workday. These programs necessarily take place on, or very near, school property, unless safe transportation to a more distant location can be provided. Until 2021, there was only one licensed category for school-age care in BC: *Group Child Care - School Age*. Two new categories were added in 2021: *School Age Care on School Grounds*, and *Recreational Care*.

Going forward, the *School Age Care on School Grounds* category will be applied to programs taking place on school grounds only, whereas the *Group Child Care - School Age* category will be reserved for programs in community-based facilities. A third licensing category, *Recreational Care*, applies to both indoor and outdoor settings (e.g. public parks) for programs that offer licensed care on a drop-in basis.

Table 5: Licensed Childcare Group Types Serving School-Age Children (5-12 years)

BC License Categories	Location	Number of Spaces (2021)	% of all spaces serving ages 5-12
Group Child Care - School Age (<i>before and after school</i>)	Community-based facilities*	5,514	100%*
School Age Care on School Grounds* (<i>before and after school</i>)	On school grounds	0	0%
Recreational Care* (<i>after school hours only</i>)	Indoor or outdoor settings (but not in family dwellings)	0	0%

* Many existing programs operating on school property that are currently licensed as “Group Child Care School Age” are being relicensed as “School Age Care on School Grounds”.

** School age children may also access in-home family and multi-age childcare programs.

5.2 Childcare Supply in Vancouver by Provider Type (Auspice) and Ownership

Auspice

In childcare, ‘auspice’ refers to the type of organization that provides childcare services in a facility³⁹. Childcare programs are operated by three broad types of provider, listed here in order of prevalence in Vancouver:

- **Non-profit organizations:** Non-profit organizations are independent, democratic organizations that are governed by the BC Society’s Act, formed for a purpose other than generating profit, and that frequently have a mandate to provide a public or community service. The majority of all non-profit-operated childcare spaces in Vancouver were created with support from the City of Vancouver, primarily through capital investment in facility development and the provision of nominal leases to non-profit operators.
- **For-profit organizations:** Some childcare programs are operated in the private sector with the intention of creating and distributing a profit to owners, investors and/or shareholders. This category of operator type includes commercial providers operating group care, as well as individuals operating home-based programs as small businesses (family childcare and in-home multi-age care).

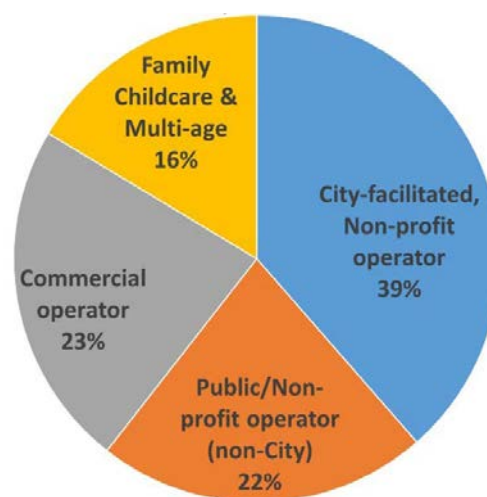


Figure 2. Licensed Full-day Childcare Spaces Serving Ages 0-5, by Provider Type

³⁹ Friesen, Bruce. (1995). “A Sociological Examination of the Childcare Auspice Debate.” Childcare Resource and Research Unit. University of Toronto. p8 <https://childcarecanada.org/sites/default/files/op6.pdf>

- Public bodies: Public and government agencies, such as school boards or Indigenous First Nations, may operate licensed childcare, though the proportion of publicly operated licensed spaces in Vancouver is currently very small. BC's School Act was updated in 2020 to encourage school boards to directly operate licensed school age care.

Ownership

The ownership of licensed childcare facilities (and the land on which they are located) is a separate consideration that is closely connected to auspice of operations. Key owners of land and facilities where childcare is located include:

- Public bodies: Public ownership (or security through long term leases) of buildings, lands and air space parcels plays a critical role in siting licensed childcare in Vancouver, comprising the majority of all licensed childcare spaces serving ages 0-12. The vast majority of childcare spaces licensed in Vancouver's publicly owned facilities are operated by non-profit agencies.⁴⁰
- Non-profit agencies (non-faith-based): While many non-profit agencies operate spaces in publicly owned facilities, some non-profit agencies also own land or buildings where childcare is licensed. Non-profit ownership is strongly associated with non-profit operations.
- Faith-based organizations: Childcare operated in facilities associated with faith-based organizations accounts for 12% of licensed spaces for ages 0-12 in Vancouver.⁴¹ There is a complex relationship between faith-based ownership and auspice of operations. Some faith-based organizations may support non-profit childcare of operations as part of a community service mandate, while others may lease to commercial childcare operators to support financial sustainability of their own operations.
- Private ownership: A proportion of licensed childcare serving ages 0-5 are located in facilities accessed through the private market. This includes most commercially operated group care, as well as the majority of in-home licensed family care programs.

A note on ownership of facilities and sites licensed for School Age Care:

The majority of school-age care programs operate within school facilities, which are primarily publically owned. This correlates with overwhelmingly non-profit operations, reflecting policies that the Vancouver Board of Education and other local public partners have put in place regarding eligibility for nominal or cost-recovery leases. In Vancouver, approximately

⁴⁰ The simple majority of licensed spaces for children ages 0-12 years in Vancouver are located on sites owned, leased, or otherwise secured by the City of Vancouver, the Vancouver Board of Parks and Recreation, and the Vancouver School Board. Others are licensed in facilities owned or supported by public employers (principally hospitals) as a support to their workforce.

⁴¹ Approximately 1,670 licensed childcare spaces are located on sites owned by places of worship. Of these, approximately 60% are operated by non-profits and 40% by commercial operators. The total number of licensed group care facility based spaces is 1153 for ages 0-12.

70% of licensed school age care spaces are identified as being located on school properties. An additional 13% are located in sites owned by the City of Vancouver and the Vancouver Board of Parks and Recreation, and 17% are located in privately owned homes/ facilities

5.3 Connections: Provider Type, Ownership, and Program Characteristics

While every program is unique, research has found sector-wide correlations between auspice and facility ownership and, in turn, with affordability, stability, and measures of quality of childcare programs.

5.3.1 Correlations between Auspice and Affordability

Survey data show that in general, lower parent fees are charged by non-profit centres than by for-profit centres in almost every city in Canada.⁴² At childcare centres serving children ages 0-5 years in Vancouver, parent fees at for-profit centres were on average ~61% higher for infant and toddler care, and ~28% higher fees for ages 3 to 5.⁴³

Small-scale, in-home licensed family childcare programs in Vancouver generally offer comparable affordability to non-profit-operated group care.

5.3.2 Correlations between Auspice and Program Stability

Research shows that overall, non-profit and publicly operated group childcare programs are the most stable in long term operations, while commercial, for-profit programs are more likely to close within four years.⁴⁴ Many non-profit operated programs benefit from nominal leases in secured public- and non-profit-owned sites, supporting stable and sustainable operations, often including relatively lower parent fees and higher wages.

Increased likelihood of closure and displacement of licensed facilities is correlated with services that accessed through the private market and that are not secured for long-term childcare use (e.g. through legal covenants, joint-use agreements or less formal means). Commercial childcare programs operate almost exclusively in privately-owned buildings, where childcare use is generally not secured.⁴⁵

Family childcare is generally found to have the lowest stability of any program type. A 2004 study found that nearly half of BC's licensed family childcare programs closed their businesses over a four-year period.⁴⁶ Recent data show similar trends.⁴⁷ Because family childcare programs are home-based businesses that are licensed in the service provider's home, stability may be impacted by the suitability of their housing or precarious tenure, as well as by operators' changing family situations or career-related decisions. Few family childcare locations are currently secured for ongoing childcare use, with the exception of a small number of housing units facilitated by the City and dedicated for childcare use.

⁴² Friendly, Martha and David Macdonald. (2021). "Sounding the Alarm: COVID-19's impact on Canada's precarious child care sector." Canadian Centre for Policy Alternatives. p.32

<https://www.policyalternatives.ca/sites/default/files/uploads/publications/National%20Office/2021/03/Sounding%20the%20alarm.pdf>

⁴³ Ivanova, Iglia and Lynell Anderson. (2021). "Now is the time for BC to double down on commitment to \$10-a-day childcare." Policy Note. Website. <https://www.policynote.ca/child-care-fees/>

⁴⁴ Kershaw, Paul, Barry Forer, and Hillel Goelman. (2004). "Hidden Fragility: Closure among Childcare Services in BC." Canadian Political Science Association. University of Manitoba. Winnipeg, MB. Online. <https://www.cpsa-acsp.ca/papers-2004/Kershaw-Goelman.pdf>

⁴⁵ Friendly, Martha *et al.* (2021). "Risky Business: childcare ownership in Canada, past, present and future." Childcare Resource and Research Unit. University of Toronto. P.14 <https://childcarecanada.org/sites/default/files/Risky-business-child-care-ownership-in-Canada-past-present-future.pdf>

⁴⁶ Kershaw, Paul, Barry Forer, and Hillel Goelman. (2004). "Hidden Fragility: Closure among Childcare Services in BC." Canadian Political Science Association. University of Manitoba. Winnipeg, MB. Online. <https://www.cpsa-acsp.ca/papers-2004/Kershaw-Goelman.pdf>

⁴⁷ Analysis by City staff tracks trends in childcare licensing data accessed through Westcoast Childcare Resource and Referral.

5.3.3 Correlations between Auspice and Program Quality

Canadian and international studies consistently show a strong correlation between non-profit or public auspice and indicators of childcare quality, including compliance with health and safety regulations⁴⁸ and inclusion of children with additional support needs.⁴⁹ A 2018 survey on staff wages and working conditions in Vancouver centres found that a number of key variables in quality were linked to auspice. For example, employees working in for-profit operated group care programs were found to be generally "less well educated, had less ECE-related experience, were relatively underpaid [...] and were less likely to be offered a variety of benefits compared to those working in non-profit programs".⁵⁰

The level of quality in family childcare settings is found to be highly variable. Caregivers in home-based childcare settings tend to have less formal training in early childhood education than caregivers in centre-based programs (where some qualifications are required as a condition of licensing). Quality in home-based family childcare has also been associated with

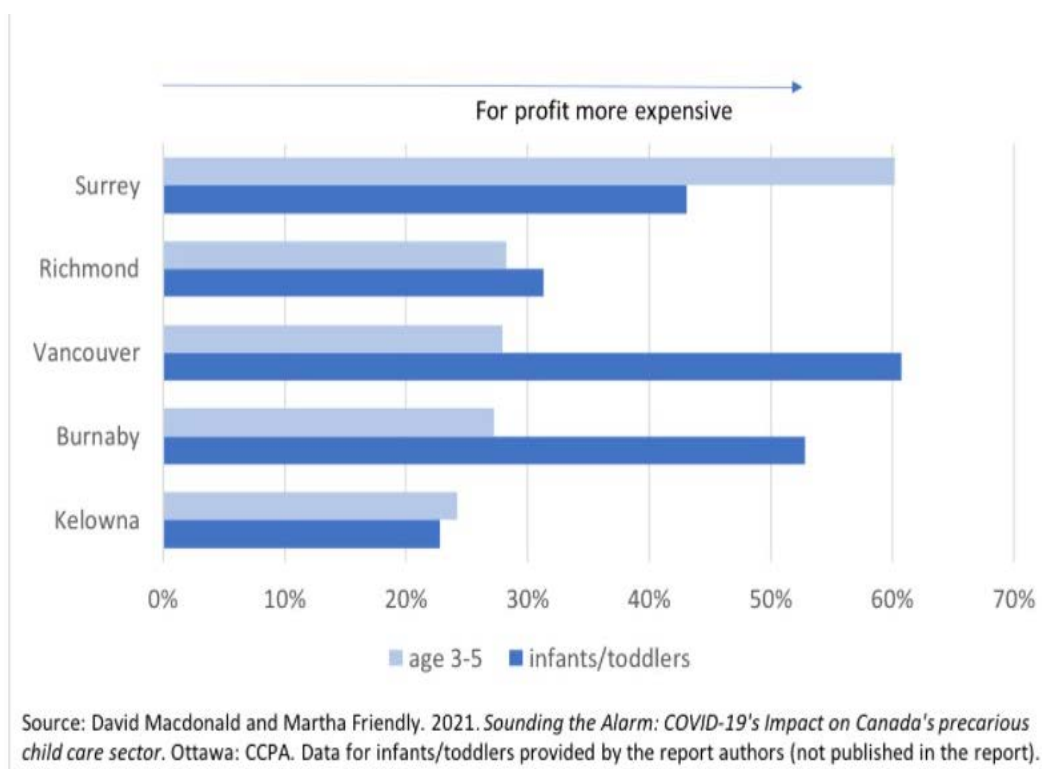


Figure 3. For-profit vs. not-for-profit child care fees in BC, 2020

⁴⁸ Friendly, Martha *et al.* (2021). pp.10

⁴⁹ Childcare Resource and Research Unit. "What research says about quality in for-profit, non profit and public childcare." (2011) <https://childcarecanada.org/sites/default/files/What%20research%20says%20about%20quality%20in%20fp%20np%20and%20p%20child%20care.pdf>

⁵⁰ Forer, Barry. (2018). "2018 Wages and Working Conditions Survey: Vancouver Centre Based Childcare Programs. Westcoast Childcare Resource Centre. P.9. https://www.wstcoast.org/application/files/1215/3776/1533/WCCRC_Vancouver_child_care_wage_survey_exec_sum_web_10_pg_Sept_19_2018-web.pdf

access to and intentional use of training and support services available to family childcare providers⁵¹. One study found that regardless of training, centre-based childcare providers were more likely in general to offer more developmentally stimulating programming than were home-based providers.⁵²

Another issue of quality across all childcares in Vancouver is the ability for operators to accommodate the inclusion of children with extra support needs, activity limitations and disabilities; however this finding is not uniform across all home-based childcare operators, and may depend on access to provincial funding.

5.4 Senior Government Priorities for Childcare Expansion: Provider Type and Ownership

Childcare services in Vancouver and BC include a diverse range of operator types and facility ownership models. While these will remain part of the emerging childcare system ahead, senior governments have signalled a new focus on investments prioritized by public and non-profit auspice and ownership; these new policy directions can be expected to improve the stability of childcare landscapes over time.

The *Canada-Wide ELCC Agreement 2021-2026* commits senior governments to focus childcare expansion efforts on increasing "Indigenous Government, non-profit and/or public, and family-based child care spaces". The agreement further specifies that the priority should be on expanding spaces "in community investments that are long term"⁵³, suggesting a future focus on public and non-profit ownership, or otherwise securing facilities for long-term childcare use.

For the City of Vancouver, alignment of childcare expansion supports with senior government priority areas offers the potential to realize the compounding positive impacts of joint planning, policy and investments. Since City investments in childcare have consistently supported civic and non-profit facility ownership, and non-profit childcare operations, and have helped to secure a small number of purpose-built licensed family childcare units, City policies and programs are well positioned to ensure ongoing alignment.

Figure 10 below illustrates the current spectrum of childcare program types that serve children under age 5 in Vancouver by auspice and ownership. It shows that group care operated by the not-for-profit sector comprises the majority of these licensed spaces. For many non-profit-operated programs, access to facilities that are publically owned by public (civic) bodies and secured for long-term childcare use offer stability for ongoing operations. For others, facilities owned by non-profit societies or places of worship offer a degree of stability, such as in cases where the City has been able to secure childcare use in that space for the long term (typically, 60 years or the life of the building), through a land-use covenant or legal agreement, or where ongoing childcare provision supports an existing mandate of the owner organization. Private childcare facilities are generally more precariously secured through rental of space from a private landowner at market rates, where the use of these premises for childcare purposes is dependent on the ongoing relationship of owner and

⁵¹ Doherty, Gillian, B. Forer, *et al.* (2006) "Predictors of quality in family child care" *Early Childhood Research Quarterly*, 21 (3), 296-312. <https://doi.org/10.1016/j.ecresq.2006.07.006>

⁵² Booren, Leslie. (2016). "Children in preschools receive higher-quality care than those in home-based care study finds." *Stanford News Centre*. <https://childcarecanada.org/documents/child-care-news/16/06/children-preschools-receive-higher-quality-care-those-home-based-car>

⁵³ "Canada-British Columbia Canada-Wide Early Learning and Childcare Agreement – 2021-2026." Government of Canada. Webpage. <https://www.canada.ca/en/early-learning-child-care-agreement/agreements-provinces-territories/british-columbia-canada-wide-2021.html>

tenant, and where the lease terms can change and rental rates can rise steeply in a short period of time, leading to more instability in childcare operations overall.

Figure 10 also identifies coordinated focus areas for childcare infrastructure expansion across levels of government, and alignments with increasing program stability.

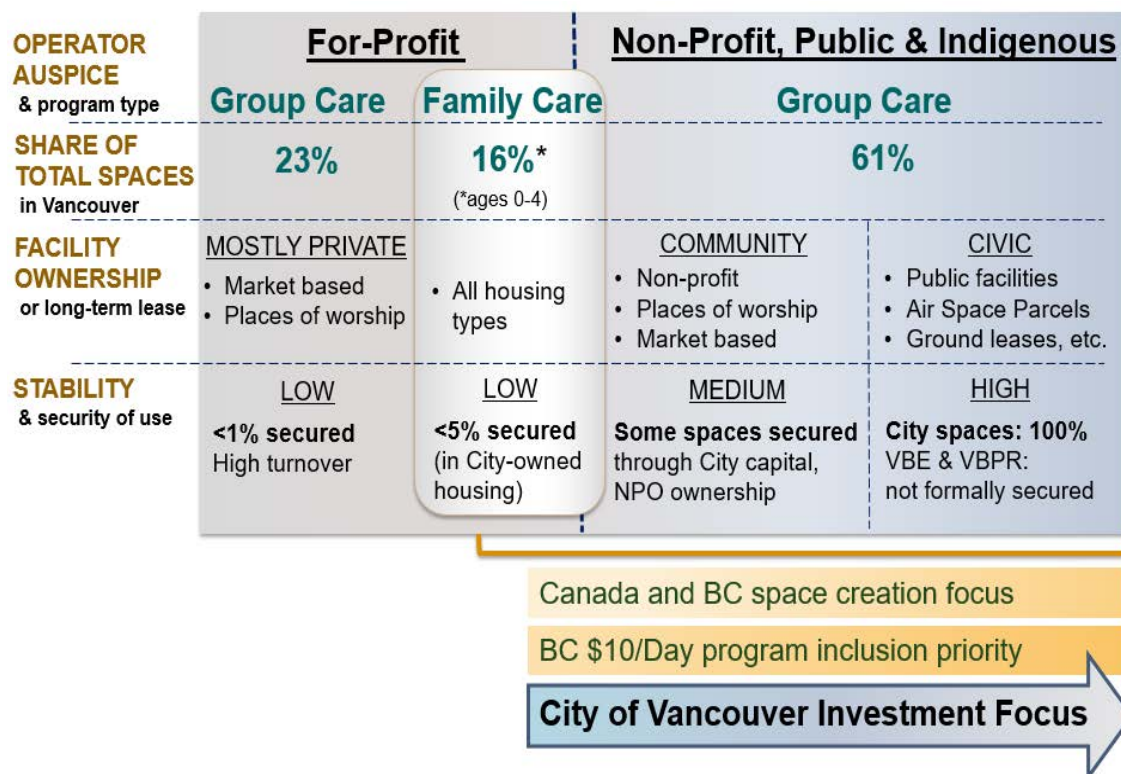


Figure 4. Childcare Expansion Alignments across Governments by Auspice and Ownership (Full-day Care for Ages 0 to 4)

6 Childcare Needs and Gaps in Vancouver

Supporting licensed childcare that meets the needs of Vancouver children and families requires in-depth conversations and ongoing work with partners about the quantities and characteristics of childcare spaces that are needed in the City. In a rapidly-changing childcare landscape, previous assumptions and analyses of childcare need may be less accurate than before. In the years ahead, new conversations with families, childcare operators, senior governments, employers, and others will be needed to refine understandings of childcare need and gaps in Vancouver.

The present discussion of licensed childcare need and gaps will consider:

- Diversity of family structures, and cultures and composition, as they relate to childcare needs, and inequities in access to licensed childcare;
- Specific needs of Indigenous families and increasing the supply of culturally anchored Indigenous-led programs
- Use of quantitative modelling to estimate overall childcare need
- Gaps and misalignments between childcare need and supply by program type and geography

Cultural and linguistic gaps continue to exist throughout the childcare sector, disproportionately impacting newcomers and other racialized communities. The City is committed to developing a stronger understanding of what is needed to achieve cultural safety in the context of early learning and childcare. This understanding, and the actions that will follow, will be developed in close consultation with Indigenous-led organizations, community, senior governments, civic partners and non-profit operators.

6.1 Diversity of Early Learning and Childcare Needs and Gaps

A truly universal system requires childcare to be safe, inclusive, universally accessible and affordable for all families. However, while many families share a common experience of needing access to childcare -- to support children's healthy development and to enable parents or guardians to participate in the paid workforce - some families continue to face additional barriers to accessing care.

As discussed in section 5.2 below, Indigenous children and families face unique barriers and gaps that are underscored by rights to self-determination and access to early education that is supportive of strong cultural well-being. In the current childcare landscape, many families (Indigenous and non-Indigenous) face barriers related to affordability, inclusion, and hours of care, and cultural safety.

6.1.1 Gaps in Affordable Childcare

Affordability is a critical part of a universally accessible system of early learning and childcare. Families unable to afford childcare fees must rely on unlicensed informal care or be excluded from the workforce, exacerbating disproportionate early education gaps among children from families with low incomes.

Childcare fees in Vancouver represent a significant monthly expense for families with young children, second only to housing. Due to an extremely limited supply and availability of licensed spaces, many families are forced to select high-fee childcare programs, many of which charge upwards of \$2,000/ month per child. For families who are fortunate enough to

secure a space in a \$10aDay ChildCareBC centre (a Provincially-funded program that has been phasing in low-cost childcare for families), monthly fees are only \$200/ month per child.

As of April 2022, there were approximately 100 childcare spaces participating in the \$10aDay program in Vancouver, which accounts for approximately 16% of existing full-day spaces for children 5 years and under, but only 8% of the estimated need in Vancouver.⁵⁴

Fees are generally highest for programs serving children under 3 years, reflecting the higher operational costs associated with maintaining the higher staff--to-child ratios required for safe supervision of infants and toddlers. In general, for all licensed programs, programs operated by private, for-profit agencies charge the highest fees (see section 4.3.1 “Correlations between Auspice and Affordability”).

A 2019 cross-Canada study of childcare fees found that average childcare fees in Vancouver fall within the mid-range of Canadian cities outside Quebec.⁵⁵ While the childcare system in each province is unique, high fees generally reflect the cost of delivering childcare services without a robust public system of funding supports.⁵⁶ In comparison, Quebec's universal system sets parent fees at \$179 per month.

Childcare affordability remains a challenge for families in Vancouver with low incomes, as well as families with moderate incomes that may not be eligible for provincial childcare subsidy (generally capped at an annual income of \$111K). This means that for a two-parent family with two children, ages 1 and 4, earning a family income of \$112K, and paying childcare fees at the citywide average, childcare would make up approximately 26% of their household income as shown in the affordability analysis in *Figure 11*.

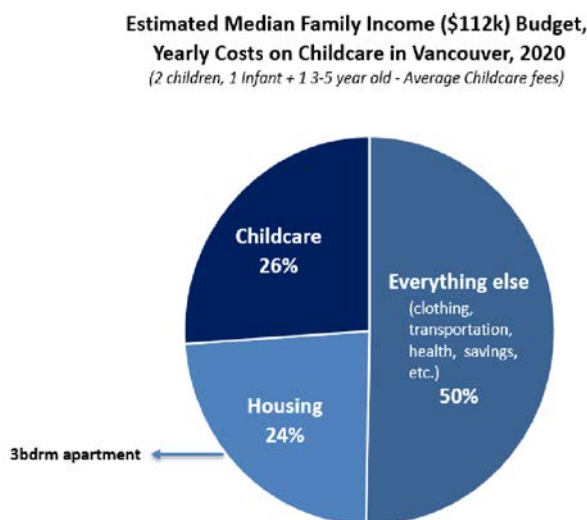


Figure 5. City of Vancouver Affordability Analysis – Sources: Living Wage Calculator 2019; CHMA 2020 rental reports; Statistics Canada - Census 2016; Westcoast Childcare 2020 Fee Survey.

Childcare affordability is in the process of being transformed, with new provincial and federal government commitments to reduce parent fees by an average of 50% by December 2022, and to further achieve a \$10/day average fee for licenced childcare for children 5 years and under by 2026. The impacts of these new affordability measures on the demand for licensed childcare is unknown, but could reasonably be expected to increase demand.

⁵⁴ Utilizing quarterly WCCRC childcare supply tracking for Vancouver (Q1 2022) these numbers were obtained by referencing the BC list of prototype sites (<https://www2.gov.bc.ca/gov/content/family-social-supports/caring-for-young-children/running-daycare-preschool/10-a-day-childcarebc-centres>) and then dividing total current licensed supply (excluding LRNR category) against the number of spaces noted and listed on the prototype site list.

⁵⁵ Friendly, Martha and David Macdonald. (2010). “Childcare Fees in Canada 2019.” Canadian Centre for Policy Alternatives. https://www.policyalternatives.ca/sites/default/files/uploads/publications/National%20Office/2020/03/In%20progress_Child%20care%20fees%20in%20Canada%20in%202019_march12.pdf

⁵⁶ Cleveland, Gordon and Michael Krashinsky. (2004). “Financing ECEC Services in OECD Countries.” University of Toronto. Section 38. <https://www.oecd.org/education/school/28123665.pdf>

6.1.2 Gaps in Inclusive Childcare

Inclusive childcare accommodates children of all backgrounds and abilities by removing barriers and ensuring that enhanced learning supports are available to children with additional needs. Senior governments estimate that 1 in 10 children may require enhanced support to participate in childcare,⁵⁷ and Census 2016 data show that approximately 2% of children ages 0-14 years in Vancouver have some form of activity limitation.⁵⁸

Although one of the foundational principles of the BC Early Learning Framework is that "early years spaces are inclusive"⁵⁹, many families of children with additional support needs face additional barriers to childcare access across BC. In addition to long waitlists for childcare spaces, families of children with additional support needs must also apply for and wait to access Supported Child Development (SCD) and Aboriginal Supported Child Development (ASCD) services in order for their children to safely participate in programs. Some inclusive childcare programs provide additional staffing supports to bridge the gap between the needs of undiagnosed children (or those awaiting funding) and the additional supports needed for them to safely participate. The full magnitude of this access gap for children with additional support needs in Vancouver is unknown.

6.1.3 Gaps in Flexible Care and Extended Service Hours

Licensed childcare services in Vancouver and across Canada are almost universally available on weekdays between the hours of 7am and 6pm. Fewer than 2% of child care centres across Canada offer some form of non-standard hour child care, and care overnight or on weekends is very rare.⁶⁰ Canada-wide, 3% of families identify a lack of flexible hours in care as a reason they do not use licensed childcare.⁶¹ For families whose livelihoods require them to work outside standard childcare hours, many are forced to forgo licensed care.

Families needing childcare during early mornings and later evenings, weekends and/or statutory holidays are likely to rely on alternatives to licensed care, such as neighbours or family, hiring a nanny, or working opposite shifts with co-parents.

For childcare operators, challenges associated with operational funding and labour shortages related to standard-hour operations make extended service hours largely unfeasible under existing provincial funding models.⁶² The few group care programs in BC that do currently offer extended or overnight services typically receive additional funding from employers who see direct benefit between the provision of non-standard childcare services and their operations.

Considerations regarding flexible and extended hour childcare are explored further in *Appendix F - Childcare That Works: Extended Hour and 24 Hour Childcare in Vancouver*.

⁵⁷ 2021. "Order in Council No. 426." Order of the Lieutenant Governor in Council. Provincial Government of B.C. https://www.bclaws.gov.bc.ca/civix/document/id/oic/oic_cur/0426_2021

⁵⁸ Census 2016. Within BC as a whole, approximately 3.6% of children ages 0-14 have some form of activity limitation.

⁵⁹ Ministry of Education. 2020. "BC Early Learning Framework: A Guide for Families." Provincial Government of B.C. p. 45 <https://www2.gov.bc.ca/assets/gov/education/early-learning/teach/earlylearning/elf-a-guide-for-families.pdf>

⁶⁰ Fraser, Ley *et al.* 2021. "Non-standard work and child care in Canada: A challenge for parents, policy makers, and child care provision." Childcare Research and Resource Unit. Childcare Canada. Website. <https://childcarecanada.org/publications/other-publications/21/06/non-standard-work-and-child-care-canada-challenge-parents>

⁶¹ 2019. Survey on Early Learning Child Care Arrangements (SELCCA). Statistics Canada. Webpage. <https://www23.statcan.gc.ca/imdb/p2SV.pl?Function=getSurvey&Id=1204606>

⁶² Friendly, Martha *et al.* 2021. "Risky Business: childcare ownership in Canada, past, present and future." Childcare Resource and Research Unit. University of Toronto. <https://childcarecanada.org/sites/default/files/Occasional%20paper%20No.29%20%5BRevised.%20Sept%2016%20.pdf>

6.2 Indigenous Childcare Need, Supply, and Gaps

6.2.1 Supply of Indigenous Childcare in Vancouver

The Canada-wide 2017 [Indigenous Early Learning and Child Care Framework](#) recognizes the importance of culturally-safe ELCC spaces for connecting young Indigenous children to their languages and cultures as outlined by UNDRIP and the Truth and Reconciliation Calls to Action. At present, in Vancouver, there are only two off-reserve Indigenous-led providers in the City. As demographic trends indicate a growing urban Indigenous population in Vancouver, especially among children under 12 years, service gaps for culturally safe and Indigenous-led childcare are widening. Although the Childcare Licensing Regulations require that a provider must ensure that they are “providing a comfortable atmosphere in which children can feel proud of their cultural heritage and cultural sharing is encouraged”⁶³, most non-Indigenous-led operators are not yet equipped to integrate program elements considered culturally safe to urban Indigenous families in particular.

Defining Cultural Safety and Humility

The BC First Nation Health Authority (FNHA) defines “cultural safety” as “outcome based on respectful engagement that recognizes and strives to address power imbalances inherent in the health care system.

It results in an environment free of racism and discrimination, where people feel safe when receiving health care.” Cultural humility is defined as “a process of self-reflection not understand the personal and systemic biases and to develop and maintain respectful processes and relationships based on mutual trust.

Cultural humility involves humbly acknowledging oneself as a learner when it comes to understanding another’s experience.”

– from “Creating a Climate for Change” First Nations Health Authority Report¹

Two part-day Aboriginal Head Start (AHS) programs are currently located in Vancouver, with one full-time program about to open. AHS programs are administered by the Public Health Agency of Canada. The former AHS programs are operated by BC Aboriginal Child Care Society, and the latter will be operated by Vancouver Aboriginal Friendship Centre Society. AHS programs serve children ages 3 to 5, offering childcare that is focused on Indigenous pedagogy, culture and language at no cost to eligible families. Spaces are extremely limited relative to the population of urban Indigenous children, which means most are unable to secure a space.

6.2.2 Gaps in Indigenous Childcare Provision

Some of the barriers to creating Indigenous ELCC programs spaces relate to the licensing process and requirements; the “lack of Indigenous control over planning, design and delivery of programs;”⁶⁴ and a lack of a qualified Indigenous staff. Combined with ongoing underfunding of Indigenous ELCC programs, and confusion around whose responsibility Indigenous childcare is among senior levels of government, these barriers have hindered Indigenous providers from expanding services.⁶⁵

⁶³ 2007. “Child Care Licensing Regulations.” Provincial Government of B.C. British Columbia, Victoria. Online. https://www.bclaws.gov.bc.ca/civix/document/id/complete/statreg/332_2007#ScheduleG

⁶⁴ Gerlach, Alison *et al.* 2021. “Structural Challenges and Inequities in Operating Urban Indigenous Early Learning and Childcare Programs in British Columbia.” *Journal of Childhood Studies*. Vol.48:2. P.2. <https://journals.uvic.ca/index.php/jcs/article/view/19581>

⁶⁵ Ibid, p. 2-4.

The 2021 Canada-BC Childcare Agreement commits to developing a collaborative plan "with relevant First Nations and Métis Nation organizations in BC to ensure that Indigenous children residing in BC will have access to affordable, quality and culturally appropriate ELCC."⁶⁶ The Agreement does not directly address how the needs of urban Indigenous families will be met.

The Metro Vancouver Aboriginal Executive Council recently conducted a survey among urban Indigenous families whose children attend Indigenous-led ELCC programs. Key findings from respondents to the survey include:

- Responses related to Indigenous-run programs:
 - Most Indigenous families prefer Indigenous-led childcare services;
 - Families are keenly aware of space shortages and consequently question whether they should "save the space" for another family;
 - Many urban Indigenous children are disconnected from their traditional lands, culture and identity, so families seek opportunities to connect children to that knowledge; and
 - Non-Indigenous foster parents found they were welcomed into Indigenous childcare programs and not judged.
- Responses related to non-Indigenous-run programs:
 - Indigenous families using mainstream providers childcares indicated they didn't see themselves reflected in the programs;
 - Families experience systemic racism and fear child apprehension is an ever-present threat. This perceived threat translates into a fear of sharing personal information out of worry that misunderstandings may lead to child apprehension, or unwanted interactions with child protection services;
 - Families struggle to enroll because of long waitlists or other barriers, and some families reported that programs were openly discriminatory towards families on subsidy; and
 - There is a desire to attend mainstream childcare that is culturally safe and accessible.

In general there is an unmet need to expand licensed full-day, and extended-hours childcare services, as well as a desire for more land-based, Indigenous-led childcare programming. Additionally, there is need to co-locate childcare with other services in a hub/wrap around service model that can acknowledge the needs of the Urban Indigenous population due to the continued displacement and impacts of colonization in institutions across Canada and Vancouver.⁶⁷

In addition to challenges with licensing requirements, City planning processes are a challenge for Indigenous communities to navigate. Indigenous partners have advised that City processes operate within a Western worldview that does not easily facilitate close partnership with Indigenous operators' way of working. Some problematic examples raised by the Metro Vancouver Aboriginal Executive Council include:

- A constant sense of urgency to "fix problems;"
- Working under tight timelines;

⁶⁶ 2021. "Order in Council No. 426." Order of the Lieutenant Governor in Council. Provincial Government of B.C. https://www.bclaws.gov.bc.ca/civix/document/id/oic/oic_cur/0426_2021

⁶⁷ Conversations with Sherry Small, Metro Vancouver Aboriginal Executive Council Oct. 2021.

- Assuming that there is generally only “one right way” to do things;
- A broad push for quantity over quality;
- “Worshipping” the written word to get anything done (the need for formality over informal working relations); and
- Over-reliance on quantitative data to drive decisions without greater human and relationship-based considerations being taken into account.

The City and senior governments need to develop strong working relationships with Indigenous childcare stakeholders in order to create new, culturally safe systems and approaches to childcare development.⁶⁸

6.3 Estimating Overall Childcare Need through Quantitative Modelling

While it is clear that the supply of licensed childcare in Vancouver is inadequate to meet demands, a more nuanced analysis is necessary to inform planning for childcare development.

City of Vancouver staff use modelling to estimate the number of childcare spaces currently needed in the city for each relevant age category (under 36 months, 3-5 years, and 5-12 years). The model includes labour force participation assumptions for the families of each age category of children along with other key factors to generate estimates of childcare need. Comparison to the supply of licensed childcare spaces enables staff to identify gaps at the city-wide level, as well as by local area.

As implementation of a public system of universally accessible and affordable childcare is led by senior governments, demand for licensed childcare will likely increase significantly from current estimates. Updates to the City’s model will be required to reflect changing demand. Based on current conservative estimates, Vancouver’s childcare supply would need to grow by approximately 7,500 additional full-day spaces for children 5 years and under, and by approximately 8,500 spaces for children ages 5-12 years to meet demand.

6.4 Childcare Need and Gaps by License Type and Geography

In addition to an undersupply of licensed childcare spaces city-wide, there is a significant mismatch between the supply of spaces that are available, and what most families need. For example, there is an oversupply of part-day preschool programming city-wide that most working families cannot take advantage of since it only provides 2 to 4 hours of care each day, and often does not operate every day. There are also geographical inequities in the availability of childcare spaces, with a greater supply in areas of high development.

Mismatches between childcare need and supply have arisen in the absence of a coordinated childcare system, and as a result of insufficient supports from senior governments to ensure operational viability of the types of programs that families need.

6.4.1 Gaps in the Supply of Childcare by License Type

Undersupply of Full-day Childcare

⁶⁹ Statistics Canada. “Table 5 Employment Rate of Women with Children by age of youngest child, 1976 to 2009.” Government of Canada. <https://www150.statcan.gc.ca/n1/pub/89-503-x/2010001/article/11387/tbl/tbl005-eng.htm>

With high staffing requirements, "infant and toddler" programs serving children under age three are financially challenging to operate. Viability of these programs has historically depended on co-location with programs serving older children, where surplus revenues can

more feasibly be generated. Multi-program centres serving children of different ages support operational viability as well as continuity of care as children grow. The City and Vancouver Board of Education have recently partnered to co-locate childcare centres serving children younger than school age on the rooftops of elementary schools. This arrangement allows children to seamlessly transition from early learning and childcare, to primary school, to elementary school and school age childcare all on the same site. These are the kinds of elegant and supportive childcare solutions that can help simplify busy day-to-day lives for working families.

Oversupply of Part-day Preschool

For decades, part-day, part-week preschool programs have broadly supported families with children ages 3 to 5 years, initially to provide socialization opportunities and school readiness support to children with a stay-at-home caregiver. While preschool continues to provide affordable and accessible part-time early education for many families today, with an operating model that can be financially self-sustaining for operators when programs are fully enrolled, evidence shows an evolution in the need for and use of preschool.

Currently, Vancouver's part-day preschool supply also exceeds estimated need by 189%, based on the City's childcare needs calculator. Demand for part-day, part-week care has decreased with workforce changes over the last few decades. In particular, a significant increase of labour force participation among mothers with young children, which rose from 27.6% in 1976 to 64.4% in 2009, has increased the demand for childcare during the hours of a standard workweek.⁶⁹

There is also evidence indicating that in Vancouver, some families enrol their children in preschool programs when they are unable to find more suitable childcare arrangements. A 2019 survey of parents with a child enrolled in preschool in Vancouver⁷⁰ found that while half preferred their current preschool arrangements over other forms of care, most of the remainder stated they would prefer full-day childcare. A third of enrolled children also attended other regularly scheduled childcare arrangements, as parents combined multiple part-day options to cover their childcare needs.

The number of licensed preschool spaces in Vancouver has decreased by nearly one quarter since 2017. Some former preschool sites have undergone retrofits in order to operate as full-day group care programs; more of this type of conversion is expected moving forward.

⁶⁹ Statistics Canada. "Table 5 Employment Rate of Women with Children by age of youngest child, 1976 to 2009." Government of Canada. <https://www150.statcan.gc.ca/n1/pub/89-503-x/2010001/article/11387/tbl/tbl005-eng.htm>

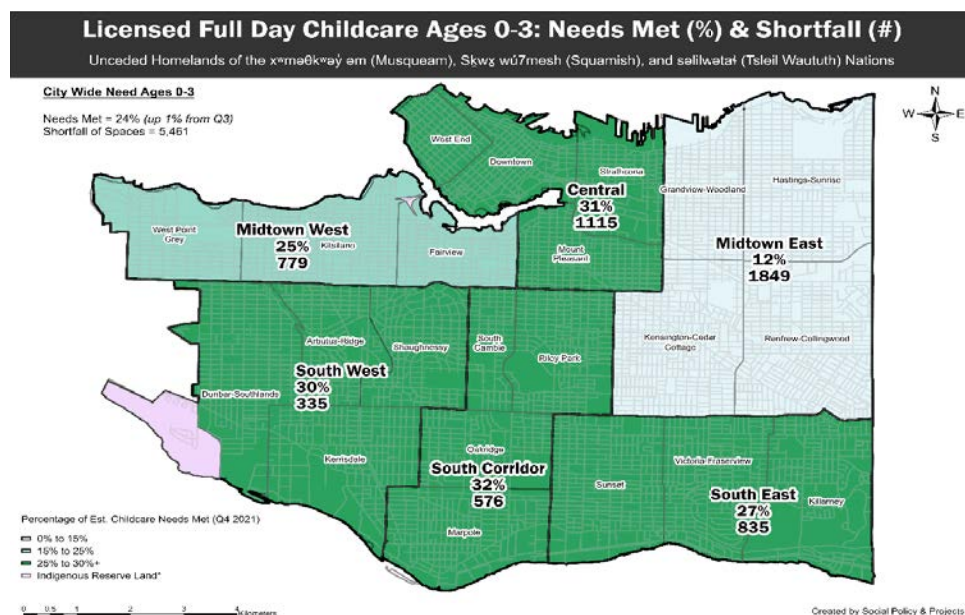
⁷⁰ Beach, Jane and Barry Forer. 2019. "2019 Survey of Parents with Children Enrolled in Vancouver Preschools." Westcoast Childcare Resource Centre. Vancouver, B.C. https://www.wstcoast.org/application/files/6315/7125/0526/2019-09-30_Vancouver_preschool_survey_WEB.pdf

Undersupply of School Age Care (for children 5-12 years)

The City has been working in partnership with the Vancouver Board of Education (VBE) for many years to increase the supply of licensed spaces for school age children on school grounds. In 2018, the VBE signalled that the remaining inventory of school spaces that was allowed for childcare use - mostly shared use of multipurpose rooms, cafeterias and specialty rooms (libraries, music rooms, etc.) - was diminishing. As a result, the City has been working with Vancouver Coastal Health licensing and non-profit partners to explore alternate models of school-age care that are less reliant on indoor spaces. Currently, an outdoor-based school-age care program is being piloted in the hopes that this approach may be expanded at school sites across the city.

Recent Provincial legislative changes may lead to an expanded role for school boards in increasing supply of school-age care, including a 2020 update to the BC School Act to encourage school boards to directly operate licensed school age care. Since 2021, the Vancouver Board of Education has been involved in the Seamless Day kindergarten program, directly operating some school age care spaces.

In order to rebalance Vancouver's childcare supply to better align with the needs of families, policy makers at all levels of government will need to partner with childcare providers on development of innovative solutions, infrastructure planning, and stable operational supports



6.4.2 Geographical Inequities in the Supply of Childcare

Childcare access is inequitably distributed across the city. Supply gaps are generally largest on the east side of Vancouver, where higher than average numbers of children, visible minorities, Urban Indigenous and/ or newcomer families live. The average household incomes in many east side communities are also lower than in the west side neighbourhoods of Vancouver.

Although the City has contributed to the development of approximately 35% of all licensed childcare spaces in Vancouver, they are not equitably disbursed across all neighbourhoods.

Most City-facilitated childcare centres for children 5 years and under have been funded through developer contributions in the form of Development Cost Levies (DCLs) and Community Amenity Contributions (CACs). As a result, they are situated in areas of high development such as in Downtown and along Cambie Corridor.

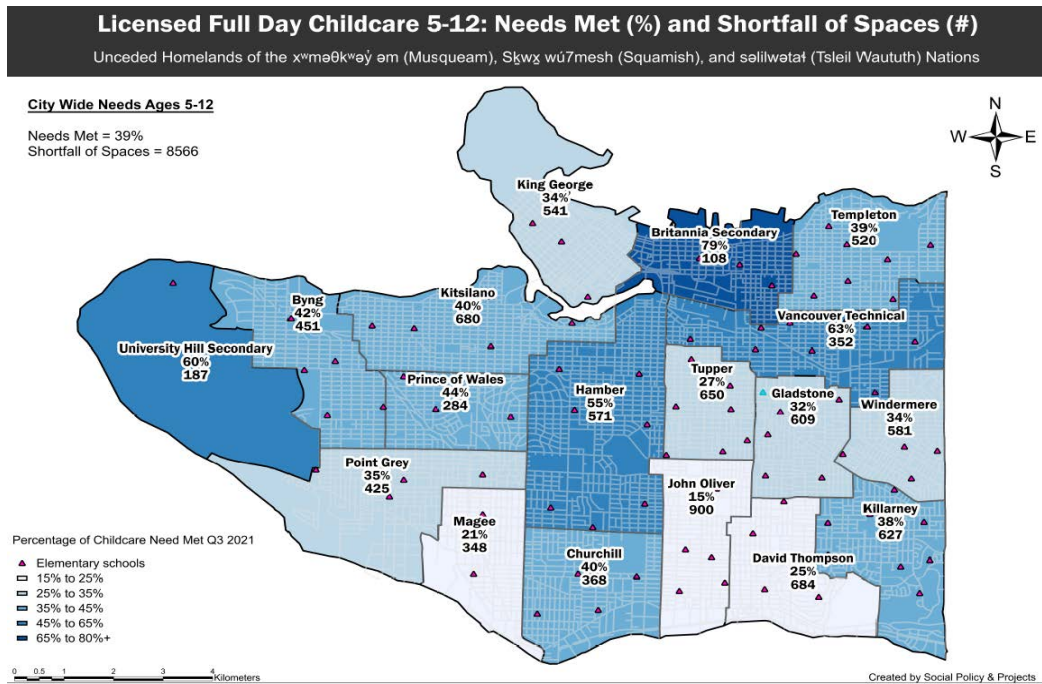


Figure 7. City of Vancouver Childcare Estimated Needs Maps Ages 5-12 by Secondary Boundaries. December 2021. Sources: Westcoast Childcare Resource Centre Capacity Report, City of Vancouver Childcare Needs Calculator

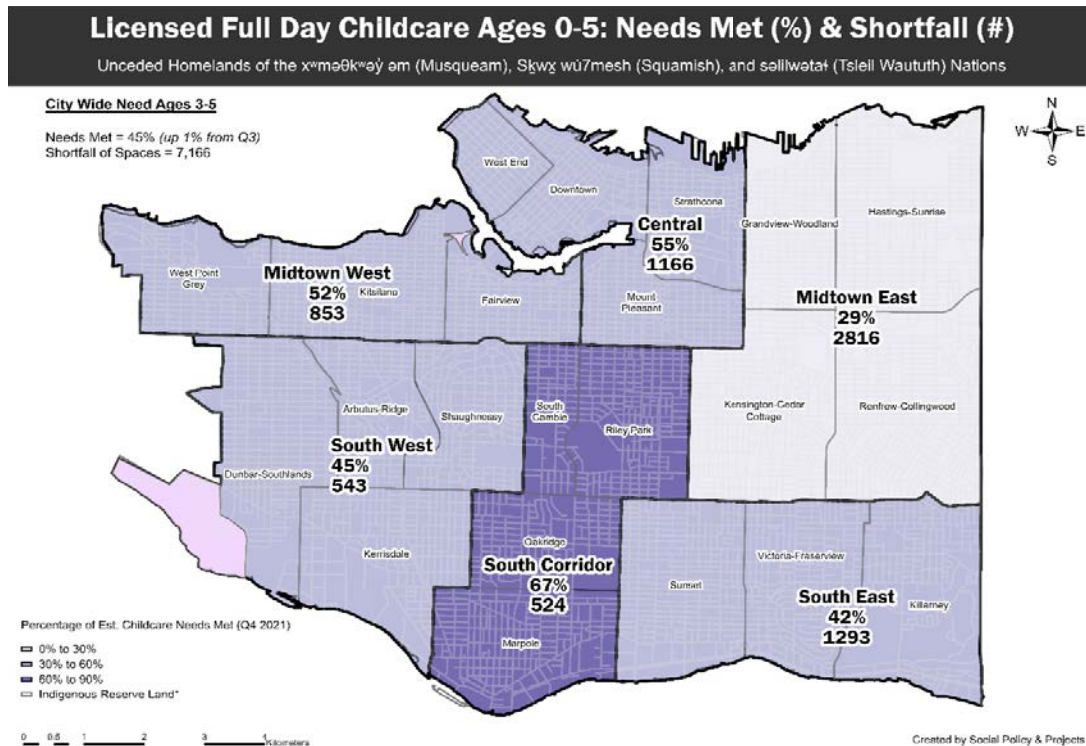


Figure 8. City of Vancouver Childcare Estimated Needs Maps Ages 0-5. December 2021. Sources: Westcoast Childcare Resource Centre Capacity Report, City of Vancouver Childcare Needs Calculator

Families of children ages 5 to 12 years also face an uneven geographic distribution of school age care, which is dependent on the availability of suitable space in existing school facilities and neighbouring community centres. The City has successfully employed a variety of policy tools, partnerships and funding programs to address childcare need in different areas of the city, including development partnerships and co-location of new facilities with elementary schools and community centres. However, filling longstanding supply gaps in the most underserved areas of the city remains an ongoing challenge.

Childcare needs will continue to change unevenly across different parts of the City. Areas where significant increases in childcare need are anticipated in areas undergoing major developments and new area plans, such as the emerging East Fraserlands community in the southeast part of the City, Jericho Lands and the Squamish First Nation's Seḥákw development in the northwest, and in the Broadway Corridor Plan area.

7 Conclusion

This is an unprecedented time for the future of children and families in Vancouver, BC and Canada. In the Canada-BC Canada-Wide ELCC Agreement, senior governments have outlined pivotal new commitments to building an affordable, accessible, universal system of childcare. These recent senior government commitments to ensuring quality, \$10-a-day childcare for children and families have laid the groundwork for a new path for the City of Vancouver to take, channelling future childcare efforts in support of this shared vision.

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Appendix F: Childcare That Works: Extended Hour & 24 Hour Childcare in Vancouver

Background

Vancouver City Council

In the motion “Childcare that Works: Extended Hour and Around-the-Clock Childcare for Working Families in Vancouver” passed in February 2021, Council directed staff to (1) explore policy to incentivize the development and operation of 24-hour and/or extended hour childcare centres in Vancouver; (2) identify the possibility of securing Provincial funding for 24 hour and/or extended hour childcare; and (3) survey stakeholders to determine level of interest in operating 24-hour and/or extended hour childcare.

Staff coordinated this study with work already underway to develop an updated Childcare Strategy, and to explore methods to continually gauge operators’ interest in non-standard hour care as part of development or licensing activities.

Scope of Report

This report provides a brief overview of the City of Vancouver's role in childcare, and the current status related to the accessibility of childcare spaces, staffing issues in the sector, and a range of other factors that affect childcare service operations in Vancouver. It also addresses how City goals and policies are being impacted by the unavailability of childcare during non-standard hours.

The study included an in-depth literature review on non-standard hour employment (the primary driver of demand for non-standard hour care), as well as operational challenges of providing non-standard hour childcare services in Canada. Literature that identified who is likely to benefit most from the availability of non-standard hour licensed centre care was also reviewed.

A situation scan of proposals, policies and programs relating to non-standard hour childcare in Vancouver, Metro Vancouver and in other jurisdictions nationally and internationally was conducted, with the aim of identifying the needs and challenges of delivering non-standard hour childcare. Two examples in particular, one in Quebec and the other in Australia, are highlighted for their experiences delivering non-standard hour care in the context of a universal childcare system.

With these practices in mind, interviews were conducted and a survey was distributed to licensed group childcare providers in Vancouver. The analysis of key themes emerging from the primary and secondary research are summarized into findings and recommendations, including information on how childcare providers may access funding and other supports in order to pilot non-standard hour childcare.

A detailed assessment of employer and/ or family needs for non-standard hour childcare, as well as costing for a non-standard hour childcare services pilot or trial, were beyond the scope of this study.

Summary of Findings

- Provincial funding programs that support the development of new childcare spaces (e.g. ChildCare BC New Spaces Fund) and childcare operations (e.g. BC Child Care Operating Funding) are resulting in greater stability for operators, and may enable

- some operators to consider offering non-standard hour care in cases where there is a demonstrated need.
- An ongoing province-wide Early Childhood Educator (ECE) staffing shortage in the childcare sector is making the delivery of standard hour operations a challenge; operators who participated in this study identified struggles retaining staff, maintaining child-staff ratios and managing ECE burn-out. These workforce issues, which were already present prior to March 2020, were reported to have been exacerbated since the start of the COVID-19 pandemic.
- For childcare programs in civic (e.g., schools and Community Centres) and other multi-service facilities in Vancouver (e.g., Neighbourhood Houses), the desire to provide non-standard hour care was identified in some cases to be in competition with other priorities, including sharing multi-purpose childcare spaces with other types of public-service programming outside standard childcare hours. It was also communicated that some operators would need to negotiate changes to their leases in order to be able to provide non-standard hour childcare.
- The needs of parents and guardians for extended hour childcare was found to vary significantly based on their work or education schedules, family structure, and/or the specific needs of their child(ren). To date, there have been no population-based studies done that assesses the needs for non-standard hour childcare to help policy-makers and childcare operators effectively gauge the demand. This poses a challenge on many levels, particularly since the costs to operate in non-standard hours was found to require full or nearly full enrollment in order for operations to be financially viable. This information gap has been found to impede operators in testing the feasibility of non-standard hour childcare in practice.
- In response to the City's online survey, when asked about barriers to offering non-standard childcare, many childcare operators primarily identified operational, staffing and business concerns as the key impediments to offering non-standard hour childcare, and did not cite the Province's licensing requirements as barriers.
- The need for on-standard hour childcare was found to be connected to regional workforces, housing and travel trends. There are several anticipated advantages to ensuring non-standard hour childcare provision is coordinated regionally.

The City's Role in Childcare

While responsibility for childcare falls under the purview of senior governments, the actual process of delivering and maintaining licensed childcare infrastructure services in Vancouver to date has involved a number of different stakeholders from the public, private and non-profit sectors.

An ongoing childcare shortage has been negatively affecting children, families and the economy in Vancouver for decades. In response, the City of Vancouver started playing an increasingly active role in supporting the development of childcare facilities, providing operational grants to non-profit providers, and advocating to senior governments in the 1970s. In more recent years, as senior governments have begun to increase their investments in childcare, the City has played a stronger leadership role in its partnership with the Province of BC, including the establishment of a joint childcare target for the City of Vancouver and an associated capital funding agreement in 2018.

With the Province beginning to take steps towards transitioning to a universal system of affordable childcare, the City's main roles in working with the Province and its civic and non-profit partners will intensify in the short term, with a heavy reliance on municipal tools to help facilitate the creation of childcare spaces.

To date, the City's role in childcare has excluded direct operations. Rather, the City's focus has been on policy development, working with developers to build City-owned childcare facilities and leasing them at nominal rates to qualified non-profit operators, and providing start-up and annual operating grants to non-profits to facilitate program development and quality enhancements, particularly for operators supporting equity-deserving families. The City also applies its Childcare Design Guidelines (1993) to review development applications of all new group childcare facilities (both City-owned and non-City owned) to ensure they provide staff and children with a learning environment that supports healthy child development. To date, only one City-facilitated childcare centre continues to provide non-standard hour childcare, at Hastings Racetrack.

Non-Standard Hour Childcare

The majority of the existing childcare services in Vancouver serve the needs of parents and caregivers who work Monday to Friday from 9am to 5pm. For families with parents/guardians whose work schedule falls outside standard hours, there are limited options for childcare. This need is broadly referred to as "non-standard" or "non-traditional" hour childcare (Lero *et.al*, 2019). The Province of BC defines non-standard hour childcare as being **any childcare that operates outside 7am to 7pm hours on weekdays**.

Within this broader definition of non-standard hour childcare, there are several distinct types of that fall on a spectrum in relation to standard hour care (from extended weekday hours to 24 hour childcare):

- **Extended weekday hour childcare**, allows drop-off or pick-up to take place slightly earlier or slightly later than standard hour childcare on weekdays;
- **Weekend and/or statutory holiday childcare**, provides services when standard hour childcare centres are closed;
- **Overnight childcare**, provides childcare overnight during hours when children are expected to be sleeping.

Non-standard hour child care is often confused with (and can overlap with) occasional or backup care, or emergency childcare, which take place on an as-needed, on-demand or irregular basis. These types of childcare providers are required to meet a separate set of licensing requirements in order to provide licensed care in these categories. There is also a maximum number of hours that licensed providers can provide service to a family/child per month, and these operations typically have different staffing arrangements than standard-hour childcare services do.

Provincial Funding and Policy in Non-Standard Hour Care

BC continues to lack both dedicated funding or specific policies that support the delivery of non-standard hour care. (A summary BC's policies comparing those in other jurisdictions in Canada is provided Sub-Appendix C.) As of 2022-23, operational supports for childcare operators offering non-standard hour childcare was only available to operators applying for operational funding through the Childcare Fee Reduction Initiative (CCFRI). As the CCFRI program's intent is to provide funding to operators to allow them to reduce parent fees, the program may support the delivery of non-standard hour childcare by allowing operators to receive funding for standard hour childcare while allowing fee increases for the non-standard

hour portion of the service. This added revenue is intended to allow operators to offset the anticipated increased costs associated with providing extended hour childcare. Specific childcare license types are explicitly disallowed from providing overnight care; namely, occasional care, child-minding and pre-school (30 months to School Age). BC currently regulates overnight childcare in the following ways:

- The presence of fire detection devices and number of facility exits proximal to sleeping spaces;
- The maximum number of hours a child can be in childcare (13 hours per day);
- Compliance with legislated health and safety and child development outcome requirements; and
- Registration with a medical health officer.

Common Factors affecting Non-Standard Hour Care Supply

A comprehensive, nationwide evaluation of parents' needs for non-standard hour childcare for 0-5 year olds was completed most recently by the [Childcare Resource and Research Unit](#) in collaboration with the University of Guelph, and with the support of Employment and Social Development Canada (Lero *et al.*, 2019). This evaluation coincided with the Federal Government's inclusion of "flexibility" as a key principle of childcare development.

The findings of the Lero *et al.* study indicated that a common complication in delivering non-standard hour childcare is that the demand for non-standard hour childcare is generally less predictable than the demand for standard hours weekday childcare services. This is likely due to the variability of non-standard work hours and schedules for parents and guardians depending on their field of work. This results in increased administrative and overhead burdens, with implications for revenue and programming.

Significantly, unpredictable demand creates difficulties in determining non-standard hour operating hours and staffing needs.

Any non-standard hour model for childcare necessarily must account for both the access and costs of the program facilities (*i.e.* rent, facility maintenance, equipment and supplies) as well as those for staffing. With a sector-wide ECE staffing crisis, most childcare operators are challenged to recruit and retain staff maintain working conditions, and offer appropriate benefits and wages (so as to prevent burnout). With the demand for ECE's to work in standard-hour childcare centres being so high, many childcare operators are not in the position to be able to explore providing services to families needing it non- standard hour childcare.

Effects of COVID-19 on childcare staffing

Since the start of the COVID-19 pandemic in March 2020, pre-existing childcare staffing challenges have only deepened. Demand for childcare during the pandemic shifted dramatically, as public health measures came into play to close schools, child care services and non-essential businesses, and as directives were enacted requiring social distancing and large-scale implementation of policies allowing for remote work and work from home. A recent analysis by Statistics Canada showed that across Canada, employment among childcare workers in February 2021 had decreased by 21% from February 2020 (compared to a 3% decrease in total employment across Canada over the same period; Uppal and Savage, 2021). While no Vancouver-specific analysis could be found, it is reasonable to assume that those working in childcare in Vancouver may have experienced a similar or even more pronounced shift in the sector.

The Need for Non-Standard Hour Child Care

Non-standard Hour Work and Education

In our current childcare system, the primary motive for exploring and delivering non-standard hour childcare is to support the full participation of parents and caregivers in employment or education pursuits that operate outside of standard childcare hours. However, there is great variation in employment, educational schedules and needs, depending on the sector or precise nature of the work - not all non-standard hour work is created equally, with differences potentially impacting what forms of childcare families need and/or prefer. These workplace or training-related variations include considerations such as:

- Whether the work is seasonal or year-round;
- Whether the work involves regular (recurring) evening and night shifts, weekends, or rotating shifts (with any one or a combination of possible shift types), or involves irregular on-call hours;
- Whether the work is temporary / contractual or permanent (or self-employment);
- Whether the parent has advance notice of hours of work (and thus is aware that they will require child care).

Lero *et al.* (2019)'s analysis of the 2016 census shows that about 8% of all parents do not use licensed care because service hours do not work with their work schedules. The non-standard hour workforce includes those in professional fields (such as health care and protective services) as well as those working in retail sales, manufacturing, primary industries, accommodation and food services, and transport industries.

Some employment may also fit the definition of "precarious," a description often applied to employment that may be informal, insecure (casual or contract-based) or otherwise exempt from or lacking labour protections such as Employment Insurance. Parents who are precariously employed "are more likely to be women, parents, younger in age, racialized and recent immigrants, Indigenous, and to have less formal education and lower incomes than workers with standard employment" (ibid p. 144). Overall, it is also often the case that parents' (especially mother's) work may be arranged around the availability of care, forgoing opportunities otherwise available to parents and with economic, social and equity impacts to society as a whole.

For this reason, licensed out-of-home non-standard hour childcare offerings can potentially have a disproportionately positive impact, by addressing the non-standard hour childcare needs of parents who are particularly underserved, at risk for poorer health and education outcomes, or who have fewer resources or options for accessing other childcare supports and options.

Other Reasons for Wanting Non-Standard Hour Care

Given the overrepresentation of equity-deserving groups in non-standard hour work, it is anticipated that expanded availability and provision of non-standard hour childcare would advance the City's economic, health, equity and Reconciliation policy goals, beyond those associated with expanding childcare provision generally.

Meeting parents and families' needs for non-standard hour care would potentially have implications for the Nighttime Economy Strategy, by enabling caregivers to participate in nighttime economic activity. This participation is enabled by access to safe mobility options between home, work and childcare, which may necessitate changes to ensure safe walking,

cycling, rolling and transit during non-daylight hours, particularly if there are any safety or security concerns adjacent or on the grounds of childcare facilities.

Non-Standard Hour Childcare Options and Parental Choices

While this report is focused on licensed, centre-based care, most comprehensive examinations of non-standard hour care highlight the role played by other forms of care. In particular, it is observed that the vast majority of non-standard hour care in BC is provided through licensed family care rather than licensed group care. Additionally, families often rely upon unlicensed or informal care (provided by family members, friends, or neighbours) by those who have access such resources.

Many parents may be in the position of having to assemble what are termed “child care packages.” This involves seeking childcare from multiple sources and having to orchestrate and coordinate among multiple providers – be they co-parents, extended family members, neighbours, unlicensed or licensed formal care providers either in-home or in a centre – as their schedules and resources allow. Sharing childcare duties between parents (or primary/secondary caregivers) are sometimes called “split-shift” or “tag-team childcare”) are also often used to bridge gaps to allow for extended hour care coverage. These patchwork approaches may be even more necessary in two-parent households where both parents are engaged in non-standard hour work. The additional coordination effort and emotional labour on parents who are regularly engaged in securing (and re-securing) conditional, time-limited care arrangements should be understood for adding stress on those who may already be disadvantaged, and having time displacement effects that keep families from using time for other things.

Little is known about parents’ reasons for preferring or not preferring licensed, centre-based group childcare; their decisions are likely the outcome of a complex juggling of trade-offs. Families’ needs and preferences around location, commute, cost, advance commitments to hours in care, flexibility, required notice for changes to care scheduling, and specific requirements such as cultural fit or accommodation for disabilities are all potential factors, in addition to a program’s hours of operation and availability. For these reasons, not all parents working non-standard hours may be able or willing to rely on non-standard hour childcare in licensed settings, were it made available, even if their particular barriers to use it were reduced or removed.

There are additional unknowns regarding the causal relationship between non-standard hour work and non-standard hour care. Some research indicates that in some cases, parents may deliberately seek out or prefer non-standard hour work because they are able to access non-standard hour care (possibly through low- or no-cost means, via spouses or informal caregivers like family members), and that this care is only available outside standard hours. With childcare becoming more universally accessible (both in availability and cost), it may be the case that parents presently making this trade-off, will in the future have access to standard hour care and therefore no longer constrain their employment choices to non-standard hour work.

Existing non-standard hour care in Vancouver

For parents seeking childcare in Vancouver, Westcoast Child Care Resource Centre (WCCRC) maintains a publicly accessible list of all childcare providers, the programs they operate, their hours of operation, as well as the number of spaces they have available (updated regularly). Further, the Provincial government hosts and maintains the BC Child Care Map, a publicly accessible online resource. The BC Child Care Map draws on childcare licensing information through the Provincial Health Authorities, and allows parents to search for programs based on a number of features, including hours of operation.

As of March 2022, searching the map for Vancouver identified 3 licensed family child care facilities and 1 licensed group child care facility operating with non-standard hours. The family childcare facilities were listed as operating the following hour types: weekdays after 7pm; weekdays before 6am and after 7pm; and on weekdays and weekends. The licensed facility was listed as operating on weekdays and statutory holidays.

Current Programs in Vancouver

One noteworthy program that provides non-standard hour childcare in Vancouver is the multi-age childcare program at the Hastings Park Childcare Centre. More information about this program is below as part of *Informant Interviews*.

This facility was built as part of a negotiated agreement between the City of Vancouver and Great Canadian Gaming Corporation (GCGC). The agreement includes a provision to offer extended hours for a portion of the spaces, originally intended to meet the needs of racetrack workers whose racing-season hours begin before 6am. As part of this agreement, GCGC provides ongoing funding for the multi-age childcare program that runs from 5:30am to 1:30pm on weekdays and daytime hours on weekends. The program, operated by the non-profit Kiwassa Neighbourhood House, has been in operation since the childcare facility opened in 2011.

Past Programs in Vancouver

The Kids in General childcare program located at Vancouver General Hospital was constructed in anticipation of providing extended hour or overnight childcare for hospital employees on shift work. These services were offered for a short time after the facility opened and subsequently discontinued. In 2015, Development Disability Association (DDA) took over as service provider for the childcare. Present staff state that there has been no interest expressed in extended hour service. This has been verified through regular surveys of families enrolled in their services, including surveys conducted since the start of the COVID-19 pandemic.

Vancouver Society of Children's Centres (VSOCC) was reported to have previously made attempts to offer extended hours and Saturday care. Their staff reported that the programs were not viable due to consistently low uptake from parents. Staff indicated that these programs were financially unsustainable in the absence of ongoing external funding support, for example from government grants or employers of parents working non-standard hours.

Non-Standard Hour Childcare beyond Vancouver

Non-standard hour childcare has been studied, trialled and in some cases operated consistently in a number of other jurisdictions, and at various points in time. Case studies of these programs documented factors associated with their success or failure, which vary from program to program and are often related to local conditions. The applicability of the insights gained from programs is limited, given the significant changes in childcare policy and direction in Vancouver.

This section starts with a high-level overview of non-standard hour care licensed centre-based childcare services regionally, highlighting the themes previously identified in the research consulted. It will then summarize the key takeaways from evaluations of flexible childcare trials in two jurisdictions that have extensively trialled non-standard hour care: Quebec and Australia.

British Columbia

Richmond

Richmond's childcare assessment for 2017-2022 surveyed parents and identified need for care on early mornings, evenings (6:30pm – 9:00pm) and weekends and holidays.

The main barriers for parents to accessing non-standard hour care were found to be (1) that non-standard care was unavailable or (2) that available options were cost-prohibitive to use. In Richmond, 13% of surveyed parents indicated that they needed different hours or days than what their present childcare provider offered. 19 providers across all license types operated outside non-standard hours, and the majority of this care was offered on weekend days.

Trail - Unicorn Childcare Centre (Planned)

The Unicorn Childcare Centre facility in Trail is presently under construction and slated to open in late summer 2022. The facility is targeting the creation of 65 new licensed child care spaces, 46 of which are supported by the Provincial government's Childcare BC New Spaces grant, which funds capital costs for childcare operators. The spaces include 12 infant and toddler spaces, 24 spaces for children aged three years to kindergarten, 10 preschool spaces and 24 school-age spaces. The operating hours for the facility are planned for 4:30 am to 8 pm, seven days a week. The project is a partnership of the City of Trail, the Union of BC Municipalities and the Columbia Basin Trust. (One of the regional employers, Teck Trail Operations, is contributing to the project via a land transfer for the lot where the facility is being built.)

In 2018, a consultant (working at the direction of the Skills Centre, a non-profit workplace skills and economic development agency) produced a detailed costing and business case for a non-standard hour childcare facility. Building on previous research brief, the consultant surveyed employees at the region's two largest employers (all with high numbers of workers with shift, casual and other irregular-hour arrangements) and regional health authority, in order to identify employees' preferred location of childcare and the span of needed hours. The study then costed the gap in capital funding for the construction of the facility in a suitable location at competitive wages, as well as the ongoing operational funding needs of an extended hour facility.

Kitimat - Status of Women Tamitik (Planned)

Status of Women Tamitik is a non-profit society providing social services in Kitimat (in operation since 1974). The organization is presently developing a three-phase facility consisting of a transition house, second stage housing units for women and children, and secured affordable housing units. A 24-hour child care component was added to the vision of the project in mid-2019 both in recognition of the importance of childcare in supporting women's access to the workforce (especially in relation to shift work and non-standard hours) and with the announcement of then-newly available of provincial funding for childcare. The centre will consist of 60 spaces total - with 36 daytime spaces and 24 overnight spaces. There is also commitment for involvement of the Haisla Nation in the childcare program.

Partnership support for the project include construction and operational funding from the Province's Building BC: Women's Transition Housing Fund; project Development Funds from the Canadian Housing & Mortgage Corporation and BC Housing; the Affordable Housing Fund from the District of Kitimat; Nechako-Kitimaat Development Fund Society; and additional private funding. This project speaks to the potential benefits of co-locating social services alongside childcare, whereby the cost of facilities can be partially defrayed by sharing space with other social programs that have a mandate that includes extended or 24-hour service provision.

Nationally

As of 2019, seven out of 13 jurisdictions in Canada reported having additional funding programs to support non-standard hour childcare. The review also shows that nine out of 13 jurisdictions (including BC) have regulations and policies regulating non-standard

hour care. See Appendix C for a summary of regulations in territories and provinces across Canada (as adapted from the review conducted by Lero, 2019).

Internationally

In the US, where childcare is provided predominantly in a market-based system, non-standard hour care is difficult to come by and has been researched in particularly constrained markets (such as Washington, DC). Some noteworthy examples include models where unions directly provide and arrange non-standard hour childcare to their worker-members.

Non-Standard Hour Care in Jurisdictions with Universal Childcare

With the transition to universal childcare, flexible and non-standard hour child care in jurisdictions that have explored providing non-standard hour child care in a publicly supported context is helpful instructive for understanding possible outcomes to potential responses to needs for non-standard hour child care.

Quebec

Since 1997, Quebec has implemented a number of childcare policy reforms to build out a universal childcare system. In 2016, Ministère de la Famille (Ministry of Families) expanded funding to CPEs (childcare centres) and created new funding for SGEEs (education childcare services) with the intent of increasing provision of more diverse and flexible childcare service during non-standard hours.

In 2021, the Ministry conducted a consultation of operators. It reported that while some non-standard hour services were made available (primarily on weekday evenings and weekends) amongst subsidized child care programs (SGEEs), an auditor found that the non-standard hour childcare available was not seen as broadly meeting the non-standard hour care needs of parents. Furthermore, for the operators that did try to expand their offerings beyond standard hours, they observed that their efforts in expanding their operating hours were in competition with or acted as a hindrance to developing other programs for which there was also considerable need (such as part-time child care services).

The Ministry observed that they had little information about either why childcare operators did not choose to offer non-standard hour care or about parents' needs, and that in the absence of this information, were not at time of writing able to offer incentives or measures to better improve the situation of making care available for parents. They further observed that other providers of care, such as drop-in child care services, or those with different, more flexible models (such as part-time care, evening care, care during specific times of the school year for parents enrolled in post-secondary studies, on-call care) were used more by parents needing non-standard hour child care. For this reason, the Ministry is weighing its options in working with parts of the childcare system to develop non-standard hour care services, in part to ensure that the flexible services remain available for their intended purposes.

Australia

In 2013-2014, the Australian Government undertook a project known as the Childcare Flexibility Trials, to research and pilot childcare arrangements in support of parents working non-standard hours. These trials were used to test and evaluate the viability, strengths and weaknesses of a number of approaches of different kinds of care (in-home family care, centre-based care, fixed schedule, variable schedule), in collaboration with public and private service providers, and stakeholders such as sector employers.

Several of the attempts at creating non-standard hour care were not met with success or high uptake from parents, resulting in early discontinuation. While weekend and evening child care for school-aged children was highly regarded by parents, it was used less than expected and discontinued, likely because parents had other options available to them. Features that appeared to support provision included those that supported flexibility, such as reducing the length of time required for cancellation, or not requiring separate bookings or additional fees on top of existing services. The trials concluded that flexible services are challenging to offer in a financially sustainable fashion. Because the services were also identified as being a trial, parents also viewed these services as unsuited for reliance in the long-term; or their starting and end may not have matched up well enough with convenient times of the year for parents to adjust their other arrangements.

Workplace Childcare

Given that the demand for non-standard hour childcare is overwhelmingly driven by non-standard hour work (and to a lesser extent, non-standard hour education and training), there is considerable overlap and potential to involve employers and workplaces in surmounting the challenges of non-standard hour work. In 2018, City of Vancouver staff, in collaboration with UBC Healthy Cities Scholar Jacqueline Hunter, prepared a research report on opportunities and challenges to expanding workplace childcare in Vancouver. The following section summarizes relevant and key findings of that report.

Workplace childcare refers to childcare services that assist workers at a particular workplace, organization, or development with their childcare needs. The nature of a workplace's involvement in childcare programs can vary widely, ranging from "the supply of land, funds, and resources for the capital construction of a childcare facility; assistance with design and development of a facility; support for ongoing operations and maintenance costs; direct subsidies to parents; as well as many other initiatives that support employee childcare needs. Workplace childcare centres can exist on the premises of an actual workplace, or can take place in facilities that are off-site, although they are normally nearby" (Hunter *et al.*, 2018). Locally, models for employer participation have been identified, ranging from:

- for-profit programs;
- non-profit owned and operated childcare programs;
- childcare programs with spaces accessible only a company's employees;
- childcare programs that prioritize a company's employees but with spaces accessible to the broader community; and
- partnerships between employers and independent, non-profit childcare operators.

In some cases, unions may also be in a position to play a similar role as workplaces, through either creating facilities or operating programs, or both.

Informant Interviews

Who we spoke to

In order to gather an initial understanding of the local state of practice on this topic, initial interviews were held. We approached staff from three large childcare providers (YMCA, DDA, VSOCC) each with experience operating multiple childcare programs across varying age groups and areas of the city. The interviews were comprised of open-ended, loosely structured conversations regarding extended hour and overnight care. Two of the interviewees had direct

experience operating childcare programs associated with regional health care service providers.

We additionally spoke with long-time childcare advocate Sharon Gregson, and workplace childcare consultant Martha Sculley, to better understand what the obstacles to and benefits of non-standard hour childcare are from their respective vantage points and what they have heard about the topic from the people they interact with.

What we heard

Parent and family needs

Of the childcare providers we spoke to, VSOCC constitutes the one with the greatest range and depth of experience with operating childcare programs. On the topic of extended hour care, staff from VSOCC identified a past pilot attempt to offer an extended hour service (on Saturday), as a result of parents expressing desire for the availability of such a service. Once the service was made available however, staff found that actual uptake of these weekend services by families to be low. Since the number of families actually using the service were far fewer than anticipated, the program did not turn out to be financially viable, and was discontinued. The operator expressed hesitation and concern at the idea of attempting to pilot such an offering again.

A second operator, DDA, describes keeping in close touch with families enrolled in childcare programs at their various centres, and surveying these families on a regular basis. Their staff member reported not receiving any signals or indication from families that an extended hour service was needed at this time. At the start of the COVID-19 pandemic, DDA staff anticipated receiving requests for extended hour services due to changes in work patterns as a result of distancing measures, but in the end no such feedback was received. Since 2015, has been the operator for Kids in General, a previously-established childcare program in the health services district surrounding Vancouver General Hospital. The centre was designed with features that appear to have been purpose-built to facilitate extended hour or overnight care services (such as bathing facilities). However, in the years that they have operated the service, they report receiving no requests for overnight care service.

The third operator, YMCA, described the positive impact that extended hour care could have for families, including single parent families, and those with a caregiver who works during day and undertakes training or education activities in the evenings (or vice versa). Parents often prefer to find childcare close to home or work, but the choice is even more critical for those families who need non-standard hour care: near home, to allow neighbours or family members to help pickup or drop off children close to home; or near work, to reduce the chances of experiencing commute- or traffic-related delays in picking up a child themselves. The staff member was not aware of many changes to care related to pandemic-related changes in work situations.

The childcare consultant we spoke to, who had past experience consulting and working with the Pacific Immigrant Services Society, suggested that parents who are newcomers to Canada may struggle particularly with the lack of non-standard hour childcare. In general, newcomers are less likely to have a social or support network of extended family or trusted relationships with neighbours on whom they can rely. They may be making do with fewer or constrained economic resources, be single working parents, and be employed in more precarious or inconsistent work arrangements. Parents in these situations may have few if any choices around importance work features like adequate notice for non-standard hour work, or may have to trade-off on things such as quality, appropriateness or distance to childcare.

Staffing non-standard hour care

When asked if any prospective staff members had ever expressed an interest in working non-standard hours, interviewees from all three childcare service operators responded that they

were not aware of any staff had expressed preference or indicated willingness for this. All operators emphasized that it had been stressful and challenging environment in which to hire and retain enough staff for existing standard hour programs, and that this has become even more true as pandemic-related employment challenges strain staff and negatively impact working conditions.

Given the chronic and system-wide nature of the difficulties with staffing being experienced by operators by November 2021, one interviewee speculated that the City's interest in non-standard hour care might be perceived negatively by childcare program staff who are already struggling to serve families enrolled in existing services.

Case: Kiwassa Neighbourhood House - Hastings Racetrack Multi-Age Program

We consulted with a staff member at Kiwassa Neighbourhood House, who operate the Hastings Park Childcare Centre's multi-age childcare program. The program is intended to accommodate racetrack workers, whose contracts vary seasonally and which can sometimes shift with little to no notice, as workers are employed by teams that operate at the track. The programs accommodate workers by allowing for drop-offs at roughly 5:30am and with a pickup time of roughly 1:30pm. The program also offers care hours on weekends. The program is based out of a dedicated, purpose-built facility that has been secured space by the City of Vancouver, with nominal rent collected from the program.

At the time of the interview, the program was not operating at full capacity. The program's staffing situation was noted to be unusually flexible, with long-term staff members in place who were committed to and willing to providing care outside of standard hours. The program is able to operate as a result of these factors, as well as with the support of an ongoing financial contribution from the racetrack.

Employer involvement in non-standard hour childcare

Employer involvement in non-standard hour childcare was primarily discussed with one interviewee whose consulting work brought them in contact with employers and unions. Local sectors and industries where non-standard hour work is common include hospitality, film, and healthcare. Employers (and organizations such as unions) may see childcare as an important tool for supporting retention either within companies or the industry as a whole, particularly if women's workforce participation or equity is a core concern. The structure of the film industry, with entities being formed on a per-project basis and employing individuals on fixed length contracts, makes it incompatible with existing models of workplace childcare in a way that is similar to what is found at the Hastings Racetrack.

Survey Design

A questionnaire was developed based on the thematic areas that emerged from conversations with initial informants. These themes were:

- Program Operating Hours
- Parents and Families' Needs (and impacts of COVID-19)
- Staffing
- Operations and Facilities

The questionnaire consisted of 21 multiple-choice questions in total, delivered to operators as a web survey. The questionnaire was designed to ask further sub-questions on a topic based on responses to a main question. As a result, operators could potentially complete the survey by answering as few as 14 questions. A general open-ended question was also included for each theme.

Survey Outreach

Working with Westcoast Childcare Resource Centre, City staff identified contacts associated with programs in the following categories: Group Care (School Age), Group Daycare (36 months to School Age), and Group Daycare (under 36 months).

A contact list of 178 unique e-mail addresses was used to distribute an initial invitation e-mail, followed by a reminder e-mail. The survey was open for two weeks, from Tuesday, November 23rd, 2021 to Tuesday, December 7th, 2021. A total of 63 surveys were completed, including responses from operators that run multiple centres.

Survey Response Summary

Operating Hours

An overwhelming majority (95%) of the 63 operators who responded to the survey stated that they did not and had never provided any childcare services outside of standard hours.

- Four out of 63 respondents stated that they had previously provided services outside standard hours. When prompted to describe what services they offered and (if they were no longer being offered) what the reasons were for it being discontinued:
 - Two respondents stated that they had previously offered care on weekend days.
 - Of these two respondents, one respondent indicated that they were located in a neighbourhood house that had a family drop-in program on Saturdays
 - The other respondent stated that they had offered extended hour care during evenings, on an irregular basis for a span of a few months when specific families needed it for work or family reasons.
 - One respondent stated that although their weekend service was requested, actual take up by families of the service when run as a pilot was low and proved difficult to staff.

The majority of survey respondents stated they did not anticipate making changes to the existing childcare programs.

- Three of the 63 respondents stated that they believed their programs could changing
 - Of those, one stated they were potentially going to reduce their hours (closing earlier) due to challenges of maintaining ratios of children to staff.
 - Two respondents stated that they would be willing to explore extending their hours of operation.

Five respondents stated that they had at some point considered extending their hours to extended weekday and weekend hours. These respondents indicated that their interest was driven by (1) parent demand, (2) the desire to expand or diversifying revenue within their business model, and (3) the Provincial government's stated interest in exploring extended hour care.

Staffing

The majority of respondents (77%) indicated that no current or prospective staff had expressed interest in working non-standard hours. Roughly 10% stated that staff had expressed some interest, and 12% stated that they were unsure if staff had expressed this interest.

Respondents that had received indication of staff willingness or interest to work non-standard hours gave the following reasons for this preference/interest:

- That staff would have more hours for additional income (62%);
- That non-standard hours would allow for better accommodation of other employment or education opportunities (46%);
- That non-standard hours would better allow for personal obligations for family or care commitments (39%).

For those that stated a staff preference to work standard hours, respondents gave the following reasons for this interest/preference:

- Non-standard hours would be difficult for staff members to manage / accommodate with other personal obligations (care, other employment / education, etc.) (75%); and
- Staff did not/would not want to work additional hours (59%).
- Additional responses provided for staff preference to work standard hours rather than extended or overnight hours included references to the rate of pay, and the shortage of ECEs in the Province resulting in unpleasant working conditions.

In open-ended responses, some operators stated that their staff's preferences for not wanting to work non-standard hours pertained to concerns about overwork, workload and burnout, as a result of the overall shortage in staffing in childcare as a whole. Some stated that it was challenging to hire auxiliary staff to cover for permanent staff, and that enhanced sanitation procedures associated with COVID-19 had added to responsibilities.

Two respondents also used the survey to convey objection to consideration for extended hour care and overnight care, on the basis that

- Providing childcare service during non-standard hours would add to already-overwhelmed workloads,
- Tasks related in particular to overnight care would not be appropriate tasks for early childhood educators (ECEs), and
- The inclusion of non-standard hour care in future childcare policy would be detrimental to the broader goal of professionalizing the ECE workforce.

Parents & Families

While some operators expressed interest in learning more about parents and families' needs for extended hour childcare, an equal number expressed confidence that the families they served did not require any services outside standard hours.

One identified a "self-selection phenomenon" as the reason they would not hear queries from parents needing services outside standard hours, *i.e.* that families of children already enrolled in a program wouldn't ask for extended or overnight care because they are aware that such services are not currently available at this childcare centre.

Based on operator's responses, we can expect that approximately one-third of all families may have some level of interest in non-standard hour childcare. One-fifth of operators who responded also reported that families had to remove their child(ren) from care as a result of a mismatch between childcare operating hours and the families' scheduling needs.

One operator shared that they had heard of parents requesting weekend care or care during evenings; others speculated about the need for extended hour care due to changing schedules associated with COVID-19. Some articulated that extended hours could be useful to help accommodate commuting times.

COVID-19-related challenges

Roughly 70% of operators reported hearing no interest from parents relating to non-standard hour child care or overall scheduling, that they attributed to impacts of changes in work policies as a result of COVID-19.

- 11% (7 respondents) responded that they did see a change in parental interest as a result of COVID-19, while 19% (12 respondents) were not sure.
- Some operators expressed that expanded availability of work from home meant children were in care for fewer hours per day and/or that families were able to exercise more flexibility around drop off and pick up as a result of increased incidence of work-from-home.

For those who did observe a change, two respondents observed that more non-standard hour care was required (particularly for healthcare workers' families and for families in need of weekend care), and one described parents changing their work patterns in order to retain childcare services during standard hours.

Operations & Facilities

When asked what features of their childcare operation could potentially facilitate offering extended service hours, roughly one-third of all respondents (11 operators) identified beneficial features of their facilities and programs that they perceived as conducive to providing non-standard hour care.

Some considered being located in a residential area to be of benefit for care; others cited having a central location, access to transit, being located in public facilities that are unoccupied or unused outside standard hours, and proximity to job sites with concentrations of shift work, to be positive factors.

Some operators expressed that they would need to renegotiate leases or agreements with facility partners regarding use of spaces in order to operate outside their existing hours. Some identified other potential challenges related to co-location, such as the impact of sound on neighbours. Others expressed concerns or uncertainty about ensuring staff would be adequately resourced in the event of emergency. Some had non-specific concerns about safety about the surrounding area of their facilities during evening or overnight hours, while others made suggestions around lighting or security monitoring.

Analysis & Discussion

Variations by Geography, Auspice and Age of Children in Programs

Due to limitations in the data on programs associated with respondents as well as constrained sample size, the explanatory power of findings around operators' age of program and geography is limited (as some responding operators operate multiple programs located in different geographies or programs serving multiple age groups).

One noteworthy finding related to auspice is that non-for-profit operators responded that they had explored extended hour care with school-aged children. Conversely, providers who stated that they had explored non-standard hour care for children aged 0-3 and 3-5 years old were operating in for-profit models.

For those operators who had tried providing non-standard hour child care, the ages served by their programs were children aged 0-3 and school-aged children.

Operators who conveyed that parents were interested in non-standard hours care were primarily operator programs for children aged 0-3. It was also primarily operators of programs

for children aged 0-3 who expressed that their present facilities were adequate for providing non-standard hour care.

Parents and Families' Varying Needs and Demand for Care

Overall, operators' reports about parents and families' needs showed a great deal of variation. This finding was expected, as operators are drawing on different sources of information, many of which may be based on highly local circumstances. It also confirms what was found in explorations of non-standard childcare provision in other locations and reflects the constrained nature of the market, whereby parents who need care are not generally making their needs known to operators. The stability of parents' preferences for licensed family care or licensed group care outside standard hours in particular is unknown, as household or employment factors shift.

Mismatch between childcare offerings and parents and families' childcare needs may be exacerbated as a result of both COVID-19 related changes in working hours, the staffing shortage and general unavailability of childcare. In standard hour care, this might look like parents who pay for full-time childcare spaces despite only needing part-time care, because a part-time arrangement is not offered, or is financially unfeasible for operators to offer. For parents needing non-standard hour care, as observed in other jurisdictions, this may involve parents drawing on multiple care options (such as occasional childcare) as part of their overall "care package," while displacing capacity from the system for other childcare needs (such as emergencies) that these care types are intended to address.

With COVID-19 social distancing policies having affected commuting patterns, and remote work policies increasingly available, it is likely to be challenging to anticipate many important factors for providing non-standard hour child care successfully. These include features such as hours (or days) of care, the location or distance of the childcare facility from home or work, and regularity of care.

It has also been observed that the pandemic has encouraged a great deal of labour mobility, as workers transition in and out of industries or seek non-standard work due to illness or disability, as people pursued training in new fields, or changing family circumstances. For this reason, it is unknown whether and what kind of role employers or industry organizations might play, who might seek ways to offer childcare to present or prospective employees in order to support recruitment or retention in their organizations or sectors. The extent to which employers may seek to explore both policies permitting work from home and supporting childcare access for employees, and the impact this might have on needs for non-standard hour childcare in particular, is unknown.

Co-location and Facility Leases

Several responding childcare operators expressed uncertainty about what they would be able to do in their space outside standard hours as a result of being located in facilities leased from or provided by the Board of Parks and Recreation, Vancouver School Board, City of Vancouver, or faith-based organizations. Given the high number of operators that operate out of spaces leased from other entities, there may be an opportunity for the City of Vancouver to assist in helping to understand and manage any impacts on lease conditions involving child care service with extended hour or overnight operations. These could range on topics from training, safety and security, to insurance and local procedures. With co-location and assets such as proximity to public transit being perceived as potential advantages to parents in need of non-standard hour care, this could additionally allow the City to realize more value from public facilities.

As the BC government's approval of childcare projects in other jurisdictions has shown, co-location of childcare with programs that have extended hours serving communities and parents in supportive facilities, can potentially be a win-win. While the facilities are not yet

operational, it is anticipated that co-located programs will be able to provide convenience and benefits for parents and families accessing care, while being an effective and efficient use of public facilities.

Most operators expressed awareness that their facilities must meet licensing requirements in order to provide care overnight, though many stated they did not know the specifics. Almost no operators cited any specific part of the regulations as an impediment to offering non-standard hour child care.

Staffing unknowns & ECE Industry Development Concerns

There is little known about what might support ECEs' willingness to work non-standard hours and continuity in staffing an extended hour or overnight program. Survey respondents indicated that offering wages might attract some staff. However, the effect of this on the overall model alongside the changes associated with universal care, as well as impacts on staff turnover in extended hour or overnight childcare programs, are both unknown.

A minority of respondents expressed strong opposition to non-standard hour licensed group childcare as a concept. Their opposition rested on three assertions: that extended hour and overnight care was better suited to in-home care rather than licensed group facilities; that extended hour and overnight care was not suited to ECEs, whose professionalization is noted as key for universal childcare systems; and that educators are presently overburdened in meeting standard hour childcare needs. While the City of Vancouver has little to no direct influence over the ECE industry, it may be worth noting these arguments as a factor in any operators' attempts to expand their non-standard hour child care services.

Ongoing Information Gaps

Based on Census information about non-standard hour work and the makeup of households, it is reasonable to assume that some form of non-standard hour care would be useful to a sizable number of parents and families. However, the extent to which those needs can be acceptably addressed through licensed centre-based care specifically is unknown and constitutes an information gap. This gap is likely to persist and grow in importance, as the situation of families accessing care is likely in significant flux (with standard hour care becoming increasingly available, or generally as people's employment situations conceivably change).

As the research indicates (and which some survey respondents allude to), the provision of non-standard hour type of care differs significantly from that of other forms of licensed group child care. These differences include (but are not limited to):

- Different and evolving expectations / working conditions for childcare staff;
- Higher overhead costs associated with administration and staffing, depending on the amount of flexibility an operator can provide or which is desired or needed by parents;
- Finding and retaining staff who are willing to provide high quality, continuous and stable childcare during non-standard hours (which may require additional pay either for incentive or to offset additional costs borne by staff associated with non-standard hour work);
- Revising and adjustment agreements with facility partners as necessary; and
- Addressing the varying needs and preferences of parents and families regarding non-standard hours, in combination with other childcare needs.

Given the heightened challenges faced by operators that deliver standard hour care, operators' expressions of hesitation to change their operating hours make sense. Several acknowledge the need and desire for non-standard hour care from families, but may also be unsure of how to manage the risk of potentially destabilizing existing standard hour services.

With the rising costs associated with securing space, many childcare programs operate on thin margins and rely on full, or nearly full enrollment to remain viable and sustainable while also juggling the constraints imposed by staffing challenges.

Based on the experience of previous programs where non-standard hours have been piloted, parents who express interest in non-standard hour care may not actually use or find workable the non-standard hour care offered by a centre. Without validation that parents are willing to actually (not simply hypothetically) use non-standard hour services, and which specific non-standard care services are desired (weekend, weekday evening / early morning, or overnight), operators are likely hesitant to move forward. In addition, childcare operators may not have the resources to effectively assess demand for potential services on their own.

In large worksites and/or for employment sectors where non-standard work is widespread, the broader availability of non-standard hour childcare for employees may be a good fit. Industry organizations, educational or training institutions, or large employers are likely in the best position to be able to assess childcare needs resulting from non-standard hour work or training activities.

Being able to make this information available on an ongoing basis, in a manner comparable to the Childcare Needs Maps that is currently maintained and updated regularly by the City of Vancouver, is a potentially useful source of information that would support operators in assessing the viability of expanding their operating hours for families in need of non-standard hour care.

Regional-level Coordination to Respond to Uncertainty

The challenge of meaningfully addressing the lack of non-standard hour childcare service is further complicated by the issue's regional dimensions, amidst a significant amount of uncertainty in both supply and demand of non-standard hour care.

A number of other Metro Vancouver municipalities have identified the lack of non-standard hour care as an issue for their residents⁷¹, some of whom presumably are employed at sites in the City of Vancouver. The extent to which either employers or families' homes (or both) are located inside or outside of Vancouver, and the impact of these locational aspects on up-take for non-standard hour care located in Vancouver, is presently unknown.

As other municipalities explore creating non-standard hour care, demand for care from parents may shift. It will likely be advantageous to coordinate closely with employers based in Vancouver to understand whether their non-standard hour working employees need or prefer care in Vancouver or elsewhere in the region. With both travel behaviour, housing and workforce development all having regional-level impacts, regional coordination on non-standard hour care will ensure efficient use of resources for developing spaces and staffing childcare operations.

Potential Next Actions

The City of Vancouver, by virtue of its varying roles in areas such as economic development, transportation, land use and community services, and long-standing partnerships and involvement in facilitating childcare, is in the unique position of having ongoing visibility into the impacts experienced by residents unable to access non-standard hour childcare.

While the City of Vancouver is able to invest and use regulatory tools, the impact of these actions is limited if not coordinated adequately with other actions related to the creation of a universal care system. Having identified significant information gaps around both the supply

⁷¹ Non-exhaustively, the need for non-standard care in Metro Vancouver has been identified as part of childcare needs assessments and actions plans in North Vancouver, Richmond, Port Coquitlam and New Westminster.

of and demand for non-standard hour childcare, partnerships are likely to be central for improving families' access to non-standard hour care in Vancouver. Grouping by the three aforementioned categories (*partnership*, *investment*, and *regulation*), potential actions for the City of Vancouver to support provision of non-standard hour childcare in Vancouver are listed below.

Investment

- Develop and/or model best practice for other major employers in Vancouver by assessing non-standard hour child care needs for City of Vancouver's workforce.
- Ensure non-standard hour care facility considerations are incorporated into future City-facilitated sites (where appropriate).

Regulation

- Ensure sites with high co-location potential for non-standard hour childcare is incorporated into existing processes for assessing development sites for potential childcare opportunities.
- Support public facilities in developing procedures in partnership with childcare operators on non-standard hour care, with regards to facility management, safety, and other operational requirements.

Partnership

- Advocate to senior levels of government to incorporate ongoing actions on this issue, such as:
 - develop and maintain ongoing information resources on non-standard hour child care relating both to demand for care (regional employment and parent needs assessments) and supply (operators, staffing, guidance on overnight care needs and standards, etc.).
 - Employer engagement: identifying public institutions and/or industry representatives for workers with caregiving obligations that are required to work non-standard hours:
 - Shift work (regular or rotating)
 - Non-standard work - contract based, entrepreneurial, informal / undocumented, seasonal, or precarious work
- Build on existing / ongoing work:
 - Engage with Vancouver Economic Commission on childcare impact on workforce;
 - Engage with creative industries and local experts on nighttime economies to determine ongoing non-standard hour care needs and challenges.

Taking together the process undertaken in the development of other facilities in the province, as well as the experience of other jurisdictions, a fully-costed proposal would be strengthened by a detailed assessment of parent's needs for non-standard hour care. This would provide validation for features of the project to ensure sustainable levels of enrollment in services for operators. Collecting the following information about prospective parents would be beneficial for an operator exploring extended hour or overnight care:

- Where employees presently access childcare versus where they would prefer to access care;
- Preferred times for start and end of child care services (based on employment);
- Where adequate fit with operating hours is amongst other childcare priorities (such as location, quality, support for special needs, costs, cultural safety, etc.), and what their present challenges are for accessing care;
- Whether their lack of access to child care has had an impact on their employment.

Conclusions & Findings

As has been noted by both researchers and local expertise familiar with childcare delivery, non-standard hour child care is a challenging service to provide. While its impacts are significant, particularly on low-income working parents and their households, there has been little information collected to date about the needs, capacities and constraints of employers, parents and families, and ECE workers.

Staffing

Staffing is a top concern for childcare providers. The existing staffing crisis across all childcare services makes it challenging for operators to learn more about parents' needs or to develop their understanding through trialling services, nor do they have ready access to resources to gather information to manage risk or uncertainty. Furthermore, there is little to no widespread information on how to effectively recruit or retain a workforce with the capacity and willingness to continuously provide quality non-standard hour care. Additionally, staff wages, workplace wellness, availability of coverage (especially related to sick leave or enough staffing that would enable vacation time or time for professional development) are high priorities for the sector. Professionalization of the early childhood educator workforce is also an important component of the \$10/Day plan for universal childcare, which runs contrary to the kinds of tasks expected of staff who would care for children overnight.

Operational Feasibility

Many operators are interested and willing to explore extended hour and/or overnight care, but their margins and business models do not give them room to ensure services would be feasible or sustainable. It may call for a different kind of workforce and delivery model than what is called upon for standard hour licensed care. Non-standard hour childcare inherently has more complex logistics and different risks to manage for operators, as well as administrative burdens. The present state of best practice to manage these effectively in Vancouver's context is not well-developed.

Space Requirements

The Province's requirements for all childcare facilities are defined in the Childcare Licensing Regulation. The requirements were not identified by operators to be a barrier to establishing overnight or extended hour care.

The City of Vancouver's Childcare Design Guidelines presently do not specify any additional requirements relating to space or equipment for child care centres providing overnight care, beyond what is required for a program to be fully licensed by the Province through Community Care Facilities Licensing (CCFL).

For the operators surveyed, many were unsure whether expanding their operating hours would mean renegotiating their tenant agreements, as a result of their programs being located in public facilities.

Regulatory Oversight & Tracking

CCFL staff have indicated that they are willing to inquire with operators about their willingness to explore extended hour childcare as part of the information they collect during the licensing process.

Employers, Parents and Families

Parent and family buy-in for extended hour or overnight care is vital for the success of childcare programs, but the relationship between a need for extended hour and overnight care, and non-standard employment or education hours of parents is complex, widely varied, and challenging to predict.

The variable nature of parents and families' non-standard hour care needs may require parents to draw on multiple childcare options, of which licensed group care is only one kind. Other jurisdictions that have extended hour and/or flexible care further highlight the importance of good communication and upfront planning on timing, so that parents and families can feel confident that their care arrangements are reliable and continuous.

The precise role that employers and workforce or industry organizations might play both in universal childcare overall and non-standard hour childcare specifically, is yet unknown, but potentially core to enabling the delivery of service.

Final Remarks & Next Steps

With this report, the City of Vancouver has sought to provide guidance on how local government involvement in childcare dovetails with prospective actions by senior government in support of non-standard hour childcare. This report has emphasized the value of coordinated approaches informed by the needs of working parents and their families.

The City will also endeavor to take the following actions as next steps:

- Distribute the research report to other local governments and interested parties (i.e. employers).
- Share the report with the Province's Child Care Reference Group, emphasizing the benefits of a regional approach to coordinating responses to the issues related to non-standard hour childcare service provision (namely: employment, housing, transportation).
- Advocate to the Province to set-up a working group to determine potential actions to address the system-wide challenges and ongoing information gaps relating to expanding provision of non-standard hour childcare.
- Explore the City's internal policies for non-standard hour working employees with caregiving obligations, to better understand and model prospective approaches, policies and actions.

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Sub-Appendix A: Survey Responses

Open-ended text responses are presented as entered into the online survey software, except where noted. In open-ended responses consisting of multiple sentences touching on different themes, the sentences from a single response have been sorted to permit grouping with a statement's respective themes.

1. Does your organization currently provide, or has it ever previously provided, any services for parents / families outside of standard hours?

Response	Percent	Count
Yes	4.8%	3
No	95.2%	60
	Totals	63

2. Please tell us more about your current or previous non-standard hour childcare service.

- What were or are its hours of operation?
- How many families are using it? How do they find out about it?
- How long has the service run for?
- Is it still running? If it's no longer running, was there a specific reason it was withdrawn or discontinued, and what did you learn from the experience of offering it?

[Note: this question was only shown to respondents who answered 'Yes' to Question 1.]

Theme	Response
Past non-standard hour care experience	<ul style="list-style-type: none"> - Many years ago, we offered care on Saturdays & Sundays for a short period (8am- 5pm) as a pilot; it only ran for a short period of a few months. Although we had numerous families indicating that they would like this option, when offered, very few actually signed up for it, and it was extremely difficult to staff. We made the decision to not continue. - Hours of operation - 8am to 530pm We have have opened several times at 630am to 7pm, to accommodate specific families who needed to start earlier or stay a bit later due to their work and family situations. We only extended the hours for several months or when required by families. It is not an ongoing service. (though some would like it to be more permanent)

3. Do you anticipate your service offerings staying the same, or changing (becoming broader or more focused) in the next 3 or 4 years?

Response	Percent	Count
Our services are likely to stay the same.	85.7%	54
Our services are likely to change in the next few years.	6.3%	4
I don't know / Not sure	7.9%	5
	Totals	63

4. Please describe how you think your program or services might be changing in relation to hours of care available. Are there any circumstances, challenges or opportunities spurring this on?

[Note: this question was only shown to respondents who answered 'Our services are likely to change in the next few years' or 'I don't know / Not sure' to Question 3.]

Theme	Response
Expanding hours	<ul style="list-style-type: none"> - Our neighbourhood house use to offer a family place drop in program on Saturdays (closed now) WE use to offer way more evening workshops for parents and others - We are interested in expanding our programs. There is interest in offering extended hours if our community requires it, however there are some roadblocks. Mainly limited available space, and Park Board policies requiring Park Board staff to be onsite during any open hours. - At present we had to reduce our hours from 7:30 to 6:00 to 7:30 to 5:30. We were having difficulty maintaining ratios between 8:45 and 9:30 so for the next 2 months we will be closing at 5:30. This may stay depending on staffing.
Changes not related to hours	<ul style="list-style-type: none"> - We wish to open another infant and toddler facility to serve the parents and families who are in need of our service.

5. Has your organization looked into potentially extending weekday operating hours, or providing care beyond weekdays?

Response	Percent	Count
Yes	8.3%	5
No	76.7%	46
I don't know / Not sure	15.0%	9
	Totals	60

6. Can you describe what led your operation to consider non-standard hour service, and what the outcome was?

[Note: this question was only shown to respondents who answered 'Yes' or 'I don't know / Not sure' to Question 5.]

Theme	Response
Capacity & Revenue	<ul style="list-style-type: none"> - Some of our centres remain empty on the weekend and evenings so it would nice to utilize these spaces. - Shrinking margins in our core business and the need to increase revenues.
Parent need	<ul style="list-style-type: none"> - We get a number of requests from parents who do shift work and have to work on the weekend. - Parent demand. - A couple of families requested extended hours
Outcomes of attempts at non-standard hour care	<ul style="list-style-type: none"> - We have some families who work long shifts or evening/afternoon shifts and require hours outside of our normal hours. We found that we did not have enough interested to maintain a balanced budget and if we were to try this now, we would not have enough staff.

7. Have any staff (current or prospective) expressed willingness in, interest in or preference for working outside of standard hours and/or weekdays?

Response	Percent	Count
Yes	9.5%	6
No	77.8%	49
I don't know / Not sure	12.7%	8
	Totals	63

8. Please indicate any and all reasons staff members give who are interested or prefer to work non-standard hours:

[Note: this question was only shown to respondents who answered 'Yes' or 'I don't know / Not sure' to Question 7.]

Response	Percent	Count
Non-standard hours would better allow for family or care commitments	38.5%	5
Non-standard hours would better accommodate other employment or education opportunities	46.2%	6
Non-standard hours would allow for more work hours for additional income	61.5%	8
Non-standard hours would allow for more work hours for additional work experience	7.7%	1
Not sure	23.1%	3

9. Please indicate any and all reasons that staff members give for preferring to not work non-standard hours:

[Note: this question was only shown to respondents who answered 'No' or 'I don't know / Not sure' to Question 7.]

Response	Percent	Count
Standard hours are preferred because staff members don't want to work any more hours.	59.6%	34
Standard hours are preferred because non-standard hours are difficult for staff members to manage / accommodate with other obligations (care, other employment / education, etc.)	75.4%	43
Not sure	7.0%	4
Other - please describe <i>Note: the open-ended submissions for this question have been combined with the observations and comments in Question 10.</i>	7.0%	4

10. Do you have any additional observations and comments about childcare staffing and extended hour or 24-hour / overnight services?

Theme	Response
Parent demand	<ul style="list-style-type: none"> - The families we serve, never demanded extended hours, overnight or 24-hours services. - while we are asked about providing at home and BI services in evenings, we do not and have never needed to offer evening care. - There is a need out there for this and in particular for our centre as we are located very close to several hospitals which employ many parents that work evenings, weekends and nights. - In our area (Kits) it doesn't seem to be needed - We have never had the request.

Staffing	<ul style="list-style-type: none"> - It is incredibly challenging to find Qualified Early Childhood Educators every day. Growing the workforce is critical prior to growing the sector. This is where Quebec failed with their universal system. BC is tracking for the same failure if intentional growth of the sector labour force is not prioritized. I would also be curious how the BCTF would respond to the request to have overnight and extended hours in the school system. This idea does not acknowledge Early Childhood Educators as professionals and this message will further damage the desire for Early Childhood Educators to remain in the field. Alternatives to this proposal should be considered. - There are not enough ECEs in our sector to cover the regular service and growth in progress, let alone trying to add more workers to the day. Just wondering where the funding and qualified ECEs will come from to staff extended hour or overnight programs. - If we are to open for an extended hour, we will need more staff because our current staff are not interested in working for longer hour. For regular staff, regular work hours are already too much in term of fatigue created. Specific non-regular staff must be assigned to those shift - we would never be able to staff any extra opening hours - Many years ago they tried it in New West. They said they had a hard time finding staff to do the late shifts. - Lack of teachers - The labour market for ECE's is extremely tight for standard hours and there are not enough students entering the field. It will be even more challenging to hire for non-standard hours. - Likely staff working extended hour of over night services will be looking for a higher rate of pay - I will hire additional staff to work in overnight service. - staff would be willing if compensation is supported well - It's difficult enough to find staff to work regular hours!! - its hard to find good/qualified staff ECE wage needs to be higher more incentives need to given to already hard working ECE's - Finding teachers is hard as it is now for standard hours and trying to find qualified people to work overnight or on weekends would be difficult. - where will this staffing come from. It is already hard to find good, qualified, passionate child care workers as is. - It would be very difficult to implement as staff already have a very busy and tiring day with standard hours. Staff have family and other obligations outside of work hours as well. - We are already facing the challenge of hiring qualified, competent auxiliary staff to provide back fill for the regular permanent staff who are sick or on vacation. - As previously mentioned there are not enough qualified ,competent auxiliary staff to cover the regular permanent staff who are sick or on vacation. We need a registry similar to the ones that the schools use for substitute staff. Then we can look at extending hours. - In addition to that, we have to allow the staff at the beginning and end of each day more time to do the additional cleaning and sanitizing. - Most staff wages are low and some have other jobs to supplement their income so being able to having the option for additional hours would be -
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	<ul style="list-style-type: none"> - ideal. Also i think a wage supplement would be appropriate for evening/overnight hours - It is hard to find qualified staff that are willing to put in the work for standard hours as there is often shifts that you will always need to work overtime just to maintain ratios. - Our hours of operation reflect the extreme shortage of ECE's in the province. When staff members are sick, we frequently cover for one another. This means a 9 hour day in which it is difficult to take breaks as mandatory staff to child ratios must be maintained. It would be impossible to extend our hours at this time. - [reason staff prefer standard hours] rate of pay
	-

Child experience	<ul style="list-style-type: none"> - It was very hard for children to get adjusted to night care. - most parents want their children at home at night, not at a centre
Facilities	<ul style="list-style-type: none"> - Not feeling safe for a overnight care regarding the neighborhood. - We are a school...we are not set up for overnight care.
Feasibility	<ul style="list-style-type: none"> - We do not have the staff to offer that service. We had to reduce our hours to maintain ratios. - It is difficult enough to staff the daycare for standard hours and stay within the staff /child ratios, adding additional hours or days would not be manageable

11. Have any parents/families of the children in your care expressed interest in or need for regular extended hour care?

Response	Percent	Count
Yes	30.2%	19
No	68.3%	43
I don't know / Not sure	1.6%	1
	Totals	63

12. Have any parents/families of the children in your care expressed interest or need in regular overnight care?

Response	Percent	Count
Yes	1.6%	1
No	93.7%	59
I don't know / Not sure	4.8%	3
	Totals	63

13. Have any parents/families needed to take a child out of your care to better work with their scheduling needs?

Response	Percent	Count
Yes	20.6%	13
No	68.3%	43
I don't know / Not sure	11.1%	7
	Totals	63

14. Has interest or preferences from parents/families for non-standard hour child care or scheduling changed from prior to the COVID-19 pandemic compared to present day?

Response	Percent	Count
Yes	11.1%	7
No	69.8%	44
I don't know / Not sure	19.0%	12
	Totals	63

15. Can you describe more about how parents/families' needs or preferences for non-standard hour care have changed since prior to the COVID-19 pandemic?

[Note: this question was only shown to respondents who answered 'Yes' or 'I don't know / Not sure' to Question 14.]

Theme	Response
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More non-standard hour care required	<ul style="list-style-type: none"> - More parents are working non-standard hours. Weekends are a norm for many of our families. - The COVID-19 pandemic has highlighted the families who work in health care, especially the 7am-7pm shifts, so I am more aware of this need, even though it's not really different than pre-COVID, just more highlighted. - The pandemic has made some parents work hours change. Some parents have had to leave their work due to the hours they have to work and the hours our centre offers.
More childcare generally	<ul style="list-style-type: none"> - We had to add 12 more places in our after school care in our Junior School (grades 1-5) and 2 more in our Little School (Kindergarten) when school resumed in Sept 2021 due to increased parental demand - more parents needing to leave the home to work. parents more likely to want full time rather than part time.

16. Do you have any other observations or comments that you can share on parents and families' needs for non-standard hour care?

Theme	Response
Care Options	<ul style="list-style-type: none"> - Families can employ nannies, emergency nanny services, ask family members to help. It is not necessary to have LICENSED Early Childhood Educators for this type of work. There are many options. Please DO NOT put more strain on an already overwhelmed work force by putting this in place.
Observations of need / changes in need	<ul style="list-style-type: none"> - With more families working from home we find children are in care for less hours/day. - I think it would be really difficult for families to find care in group centres. I think this would be suited more for in home centres where there is more flexibility for scheduling. - Some time some of the parents ask whether we could provide weekend care and few hours during the nights. - I think there are more families now who have had to change jobs etc and need more flexible child care arrangements - Families need flexibility in their work schedules to be able to work from home with children - For families who are working from home, they continue to require daily care, but they often have more flexibility with the time of drop off / pick up.
No need observed	<ul style="list-style-type: none"> - Most parents need standard 9-5 (work hours) The only ones who may need additional care may be some of the families who need support and have Social workers assigned to there case. Keep in mind children need consistency. They need caring loving caregivers.

Need more info	<ul style="list-style-type: none"> - Parents would of course love longer hours of care as most families (both parents are working). However, as we are still in the middle of a pandemic, most children are picked up earlier than their designated pick-up time. - Some of our parents need more time to commute and/or a change in their work hours. And thus, need an extended hour of child care service. - I suspect people don't ask or bring it up because it's not an option right now; if it were, we would hear more accurately about it. Also, I suspect some underserved families would accept non-standard hours of care as a bridge until they could get the schedule they actually want (i.e., wants M-F but takes Th-M while they are waitlisted for M-F).
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17. If you were to incorporate extended hour or overnight care into your services, are there any particular strengths or features of your facilities or operations that would be helpful in making those services successful?

Response	Percent	Count
Yes	17.5%	11
No	50.8%	32
I don't know / Not sure	31.7%	20
	Totals	63

18. Please describe the features of your facilities or operations that you think would help make extended hour or overnight services successful.

[Note: this question was only shown to respondents who answered 'Yes' to Question

17.]

Theme	Response
Facilities & Features	<ul style="list-style-type: none"> - We have plenty of indoor and outdoor spaces, we provide snacks (and possibly) meals for children - we have residential based group services - so being in a more home-like environment is more what parents would hope for for overnight care. - Our facility is also located on the fifth floor making it very secure as a centre and is access controlled through the elevator fob system. Our centre also has 5 nap rooms, full kitchen and a gross motor room allowing ample space to accommodate overnight care. - Our facilities are leased from the COV, and are designed to provide quality spaces for children. - Teacher area that is more comfortable for overnight stays. - We can use facility as it's empty during the night. - The Community Centre is currently not in use during the late evenings which would give us access to a larger amount of space.
Location	<ul style="list-style-type: none"> - we are strategically located near Commercial-Broadway skytrain station and many bus routes. - Our proximity to hospitals where a lot of families work shift work. - Our centre is located in a transit friendly area and is on a major traffic hub for the city. - we are operated in a residential zone - We have smaller stand alone facilities located in residential communities that wouldn't require large buildings opening up for use.
- Programming & Staff	<ul style="list-style-type: none"> - trained ECE staff - Consistent /reliable /dependable ECE staff - loving caring and fun ECE staff - more \$\$ more incentives nice environment - Strong family to staff relationships, trusted for unique care with their children.

19. If you were in a position to offer overnight care, would you be able to do so with the existing physical facilities you already have?

Response	Percent	Count
Yes	31.7%	20
No	49.2%	31
I don't know / Not sure	19.0%	12
	Totals	63

20. Could you please describe the kinds of changes would you need to make to your facilities in order to provide extended hour or overnight care?

[Note: this question was only shown to respondents who answered 'No' or 'I don't know / Not sure' to Question 19.]

Theme	Response
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<p>Space-related needs & Licensing Requirements</p>	<ul style="list-style-type: none"> - Not sure what the requirements would be. Definitely cannot bathe them in our facility - Our facility is not licensed for daycare. We do not have the environment for best practice overnight care. We also have a huge homeless issue with folks sleeping on site and at the doors of our facility - Equipment for sleeping would need to be changed, standard cots for naps would not be sufficient for longer hours of sleep, concerns with where we would store these. - upgrades would be required. in the pass the by-laws for zoning has been extremely unsupportive of an upgrade to our existing permit. we still turn families away when we can accommodate them. - We would need considerable additional space including sleeping set up. - bathing/showers more storage staffing more of a home type environment instead of a classroom / learning environment - More lighted area bedding as most kids will be sleeping an emergency phone (in case) at least 2-3 trained staff - We do not have a room for sleeping - Larger sleep rooms and a proper staff room. - We are a daycare located in a school who operate in a classroom. - Would need changes for providing dinner, proper sleep area for longer duration than naps. - Larger space for beds - We would have to expand our washroom facilities to include more storage for overnight toileting needs, a better sleeping area (closed off space)for overnight needs as well as a space for staff to observe the children while they sleep. - Our centre which was built in 1982 is basically modeled on the one room school house. We would need a bigger centre with at least one to 2 more rooms for sleeping and another play area. - We do not currently have licensed space for sleeping, or infant care. New spaces would need to be licensed. Our kitchen is also not currently licensed for cooking (heating bottles for infants) - Space we are a one room school house. Storage for beds and bedding. - I'm not aware of licensing's requirements for overnight care - what is the ratio of teachers to children and does this change? It's one thing for a child to nap on a cot - for overnight would a proper bed be required? - I have no ability to increase the size of my center - At this time, we do not know what the requirements are to allow for overnight care or extended hours. Will need more clarification from licensing officer. - become license for this program - Sleeping area and full working kitchen
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Facility-related needs	<ul style="list-style-type: none"> - [...] We would also have to work out a plan with the building managment that we rent from to include overnight heating. - We are situated in a building. We will probably have to think of extra security at night time as all the offices' hours of operations end maximum 8:00 pm. We also have to confirm with the building owners and get approval from the licensing to provide services overnight. - Within Elementary School - We are located in a community Centre. their permission would be needed - We are located on VSB property and are therefore beholden to their terms, restrictions, wishes, etc. My impression is that it would be an uphill battle to force their rentals model to accommodate flexible hours. - Insurance Security Union contract - building is alarmed overnight and that would have to be changed.
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21. Do you have any other observations or comments to share regarding operating non-standard hour care in your facilities?

Theme	Response
Support or interest	<ul style="list-style-type: none"> - Families will like it - Would love to learn more. We are always available to provide additional feedback and perspective. - It is something we would be interested in exploring
Opposition	<ul style="list-style-type: none"> - As stated previously, it's a terrible idea. - Not in favour
Space	<ul style="list-style-type: none"> - May require added sound barrier / room separations for break out rest spaces. - This might suit family child care or multi-age license settings as they are "homier" than a large group centre. - space and storage. - We need to get extra beds, Bed sheets, Blankets, - Some of the locations are in questionable areas and staff may not be comfortable working in them at night. Day is fine when there are a lot of people around and safety is not a concern then.

Co-location	<ul style="list-style-type: none"> - would be unable to due to VSB policy that care are only within hours of 7am - 6pm - We are based in a community Centre that closes at 10pm - Note there may be additional challenges with neighbour concerns with weekend / evening programs cause higher levels of noise for neighbours. - Some of our space we lease from churches - would they be agreeable to us using the space 24 hours? If other user groups are using other space in evenings, it could get noisy. - Our services are located in a school, so there is no space for overnight care which would require sleeping arrangements.
Staffing	<ul style="list-style-type: none"> - Staffing - Staffing, staffing, staffing. I can't stress that enough. - Early childhood educators are working maximum of 8 hours a day and they have to balance the work, family, physical, emotional and well being of themselves. Finding a qualified ECE as a substitute is hard because of the lower wages they leave the field or they do not come with the adequate skills to work with children such as developed kindness, compassion and care for them. - I wonder how staffing will work out, since we have staffing issues already. - There is a shortage of licensed and qualified educators for regular hours. It is going to be impossible to hire qualified educators to even extend of services. Please focus on helping the existing regular service hours for more families. Priority please, not doing because of the government pressure.
Suggestions	<ul style="list-style-type: none"> - More lighted area close parking an emergency phone (in case) at least trained / qualified staff
Parent constraints, preferences	<ul style="list-style-type: none"> - We could operate within existing facilities if families felt it was appropriate for children to sleep on floor mats rather than in beds.
Other	<ul style="list-style-type: none"> - we currently have an long waitlist of families hoping to get a spot in our program. - Childcare providers are facing more and More difficulties with ensuring financial viability. Costs have increased significantly higher then revenues. We need support and welcome it. This should be considered in any model that is offering "non-standard" hours of operation.

Sub-Appendix B: Survey Questions & Responses

Operating Hours

1. Does your organization currently provide, or has it ever previously provided, any services for parents / families outside of standard hours?
 - a. Yes
 - b. No

- c.
- d. I'm not sure
- 2. [If answered Yes to Question 1] Please tell us more about your current or previous non-standard hour childcare service. What were or are its hours of operation? How many families are using it? How do they find out about it? How long has the service run for? Is it still running? If it's no longer running, was there a specific reason it was withdrawn or discontinued, and what did you learn from the experience of offering it? (Open Text)
- 3. Do you anticipate your service offerings staying the same, or changing (becoming broader or more focused) in the next 3 or 4 years?
 - a. Our services are likely to stay the same.
 - b. Our services are likely to change in the next few years.
 - c. I don't know / Not sure
- 4. [If answered Yes or I don't know to Question 3] Please describe how you think your program or services might be changing in relation to hours of care available. Are there any circumstances, challenges or opportunities spurring this on? (Open Text)
- 5. Has your organization looked into potentially extending weekday operating hours, or providing care beyond weekdays?
 - a. Yes
 - b. No
 - c. I'm not sure
- 6. [If answered Yes to Question 5] Can you describe what led your operation to consider non-standard hour service, and what the outcome was? (Open Text)

Staffing

- 7. Have any staff (current or prospective) expressed willingness in, interest in or preference for working outside of standard hours and/or weekdays?
 - a. Yes
 - b. No
 - c. I'm not sure
- 8. [If answered Yes or I don't know to Question 7] Please indicate any and all reasons staff members give who are interested or prefer to work non-standard hours:
 - a. Non-standard hours would better allow for family or care commitments
 - b. Non-standard hours would better accommodate other employment or education opportunities
 - c. Non-standard hours would allow for more work hours for additional income
 - d. Non-standard hours would allow for more work hours for additional work experience
 - e. Not sure
 - f. Other (please describe)
- 9. [If answered No to Question 7] Please indicate any and all reasons that staff members give for preferring to not work non-standard hours:
 - a. Standard hours are preferred because staff members don't want to work any more hours.

- b.
 - c. Standard hours are preferred because nonstandard hours are difficult for staff members to manage / accommodate with other obligations (care, other employment / education, etc.)
 - d. Not sure
 - e. Other (please describe)
10. Do you have any additional observations and comments about childcare staffing and extended hour or 24-hour / overnight services? (Open Text)

Parents & Families

11. Have any parents/families of the children in your care expressed interest in or need for regular extended hour care?
- a. Yes
 - b. No
 - c. I'm not sure
12. Have any parents/families of the children in your care expressed interest or need in regular overnight care?
- a. Yes
 - b. No
 - c. I'm not sure
13. Have any parents/families needed to take a child out of your care to better work with their scheduling needs?
- a. Yes
 - b. No
 - c. I'm not sure
14. Has interest or preferences from parents/families for non-standard hour child care or scheduling changed from prior to the COVID-19 pandemic compared to present day?
- a. Yes
 - b. No
 - c. I'm not sure
15. [If answered Yes to Question 14] Can you describe more about how parents/families' needs or preferences for non-standard hour care have changed since prior to the COVID-19 pandemic? (Open Text)
16. Do you have any other observations or comments that you can share on parents and families' needs for non-standard hour care? (Open Text)

Operations & Facilities

17. If you were to incorporate extended hour or overnight care into your services, are there any particular strengths or features of your facilities or operations that would be helpful in making those services successful?
- a. Yes
 - b. No
 - c. I'm not sure
18. [If answered Yes to Question 17] Please describe the features of your facilities or operations that you think would help make extended hour or overnight services successful.

19. If you were in a position to offer overnight care, would you be able to do so with the existing physical facilities you already have?
 - a. Yes
 - b. No
 - c. I'm not sure
20. [If answered No or I'm not sure to Question 19] Could you please describe the kinds of changes would you need to make to your facilities in order to provide extended hour or overnight care? (Open text)
21. Do you have any other observations or comments to share regarding operating non-standard hour care in your facilities?

Sub-Appendix C. Policies for Non-standard Hour Childcare Across Jurisdictions (Canada)

Adapted from Lero, Donna S, Susan Prentice, Martha Friendly, Brooke Richardson, and Fraser Ley. 2019. "Non-Standard Work and Child Care in Canada: A Challenge for Parents, Policy Makers, and Child Care Provision."

Province / Territory	Regulations / Policies
NL	- Yes - As of 2017, new legislation allows operators to request in writing hours of operation other than the standard hours legislated (6:30 am to 8:30 pm). These requests must be approved by the Minister.
PEI	- No - While there is nothing in the current regulations that specifically restricts nonstandard hours, the expectation is that as nonstandard hours become more common, some parts of the regulations may require fuller definition.
NS	- Yes - Regulations/policies have specific standards for N-SH; N-SH is a condition of licensing
NB	- No – currently there are no specific regulations. Regulation changes in 2014 allowed centres to stay open past 9:00 pm. Operators must apply to provide N-SH.
QC	- Yes - regulations specify that Centres de la petite enfance (CPEs) and funded garderies ⁷² must be open from at least 7:00 am to 6:00 pm. There are no specified times for home child care. - CPEs and funded garderies are required to provide a maximum of 10 hours of child care per day. Child care may take place in any of the following time periods: 7:00 am to 6:00 pm, 6:00 pm to 12:00 am, or 12:00 am to 6:00 am. In centres, a child cannot be present for more than 48 consecutive hours.
ON	- Yes - New child care legislation from 2014 specifies that child care provision may not exceed 24 continuous hours. As well, under ON Regulation 137/15, child care operators must comply with municipal fire, health/, building, and zoning regulations, which may restrict the possibility of N-SH child care.

⁷² CPEs (non-profit centres), licensed home child care, some garderies (for-profit centres) and school-age child care are operationally funded in Québec with provincially-set parent fees; there are no individual parent fee subsidies. Parents using an additional category of unfunded (Non-Reduced Contribution) garderies, which do not have set fees, receive a substantial tax rebate from the Québec government.

MB	- Yes - Child care services must submit written proposals for providing extended hours to the Director of the ELCC program who may approve them. There must be specific licensing visits regarding space and equipment for N-SH care. Monitoring must be conducted during N-SH operation.
SK	- Yes – There are restrictions on the number of hours a child may be cared for in home child care, but no restrictions for child care centres. License holders must notify their consultant to provide N-SH child care.
AB	- Yes - Licensing regulation states “a license holder must not provide overnight child care to children in the program”. Note that licensing regulations do not apply to day homes, or home child care, which are approved, not licensed. The Standards Manual for day homes states a child may not receive care for more than 18 hours within a 24-hour period without prior written notification to the agency. For accommodations that are longer than 18 hours, bedding, sleeping and bathing arrangements are specified.
BC	- Yes - Regulations limit the maximum number of hours a child can be in care to 13 hours per day. There are specific requirements for overnight care including pre-approval from a medical health officer. Licensing categories for occasional child care and child minding are also relevant
NU	- No
NT	- No
YT	- Yes - There are extensive regulations for both home and centre child care for all age groups, including regulation on adult to child ratios, sleeping arrangements, bedding, and supervision. Regulations also state that staff must be awake at all times. There is the potential for restriction related to ratio requirements (this has not been experienced).

Appendix G: Policy Alignment with Abridged List of Recommendations from Red Women Rising and National Inquiry Reports

The following summary tables reflect recommendations from two recent reports, with local and national scope. *Red Women Rising: Indigenous Women Survivors in Vancouver's Downtown Eastside* was published by the Downtown Eastside Women's Centre in 2019, and includes several recommendations related to the critical need for childcare services to support Indigenous women and children in the inner city. *Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls* (2019) contains 231 Calls for Justice to end and redress genocide against Indigenous women, girls, and 2SLGBTQQIA people.

The two tables below identify recommendations from each of these critical reports which are most relevant to the Childcare Strategy, and reflect responses and areas of alignment from the Strategy's policy directions, goals, and early actions. Some recommendations have already been integrated within the Childcare Strategy draft Policy Framework or early actions. Others are poised to be further integrated, explored or realized through guiding development of a future Four Year Action Plan, pending Council direction.

Table 1: Red Women Rising - Key Report Recommendations and Connections to Vancouver's Childcare Strategy

Recommendation Title Heading	Description of Recommendation	Connection to Childcare Strategy Policy Framework	Childcare Strategy Policy Goal where Reflected
Immediate Services Needed in the DTES (#16)	One multipurpose Indigenous Women's Centre, run by and for Indigenous women with long-term funding and wrap-around support services...including childcare.	Early actions propose to support new expanded Indigenous-led childcare programs through a funding stream in the City's 2023-26 Capital Plan, and to set priority within the proposed Community Childcare Expansion Program (CCEP) program.	2B Support development and expansion of Indigenous-led childcare; 2A Integrate First Nations and urban Indigenous perspectives in policy and planning
Guaranteed Public Service (#31)	Guarantee a free and culturally appropriate childcare system for all Indigenous families	The City will support and share research to understand and define cultural safety and humility in childcare for Indigenous children. Future actions explored as part of an upcoming Four Year Action Plan may include expanded partnerships between the City and Indigenous organizations to further support cultural safety across all childcare programs.	2C Support cultural safety for Indigenous children and families
Recommendations to End Indigenous Women's Displacement from Land (#6)	All... governments must ensure that Indigenous women are engaged fully and have equitable access to decision-making on issues of...child care and other areas impacting Indigenous women	Engagement to support development of the Childcare Strategy has included Indigenous representation. Future strategy implementation and action planning will include First Nations and urban Indigenous partners, and will be supported by ongoing engagement that includes diverse Indigenous perspectives.	2A. Integrate First Nation and Urban Indigenous perspectives into Policy and Planning C. Support cultural safety for Indigenous children and families

<p>Build Social Housing and Transition Homes (#9)</p>	<p>Any new social housing must consider the needs of Indigenous women, such as adequate space for children and extended families ... and with integrated services such as child care.</p>	<p>The City will seek to retain, replace, and expand childcare co-located with non-market housing in partnership with the Vancouver Affordable Housing Endowment Fund. Objectives of a new Community Childcare Expansion Program (CCEP) are likewise proposed to include encouraging co-location of new childcare with housing and other community services.</p> <p>Future actions developed as part of an upcoming Four Year Action Plan may include exploring broader policies, tools and opportunities to secure expanded childcare co-located with non-market housing.</p>	<p>1A. Engage in comprehensive planning, to locate childcare with housing, schools and jobs;</p> <p>1B. Secure not-for-profit childcare programs where needed most;</p> <p>1C. Employ and develop diverse tools to support the expansion of childcare infrastructure</p> <p>2B. Support development and expansion of Indigenous-led Childcare</p> <p>5A. The City and partners support sustainability of civic-led childcare infrastructure</p>
<p>Recommendations for Indigenous Women's Wellness in the DTES (#2)</p>	<p>Strengthen all the social determinants of Indigenous women's health by ensuring access to and governance over childcare (and other components such as health, land, etc).</p>	<p>The City will support data collection to understand Indigenous childcare needs and gaps, including data which considers social determinants of Indigenous women's health.</p> <p>Future actions developed within a Four Year Action Plan may include updating need models to assess equity gaps in childcare access, and updating governance and oversight models for City investment streams supporting Indigenous-led childcare to respect Indigenous rights to self-determination.</p>	<p>2A. Integrate First Nation and Urban Indigenous Perspectives into policy and Planning;</p> <p>2B. Support development and expansion of Indigenous-led Childcare</p> <p>1 A. Engage in comprehensive planning, to locate childcare with housing, schools and jobs</p>

Table 2: National Inquiry into Missing and Murdered Indigenous Women and Girls Calls to Justice - Key Report Recommendations and Connections to Vancouver's Childcare Strategy

Recommendation Title Heading	Description	Connection to Childcare Strategy Policy Framework	Childcare Strategy Direction/Goal where Reflected
Human and Indigenous Rights and Governmental Obligations(1.2)	<p>We call upon all governments, with the full participation of Indigenous women, girls, and 2SLGBTQQIA people, to immediately implement and fully comply with all relevant rights instruments, including but not limited to:</p> <p>i. ICCPR, ICESCR, UNCRC, CEDAW, and ICERD, as well as all optional protocols to these instruments, including the 3rd Protocol to the United Nations Convention on the Rights of the Child (UNCRC).</p>	The Childcare Strategy Policy Framework identifies childcare as a right, an essential service, and a foundational and integrated priority for the City. Guiding principles further reflect inherent rights of Indigenous communities and families.	<p>Childcare Strategy Policy Framework: Principles;</p> <p>Shifting Perspectives;</p>
Human and Indigenous Rights and Governmental Obligations(1.4)	<p>...to take urgent and special measures to ensure that Indigenous women, girls, and 2SLGBTQQIA people are represented in governance and that their political rights are respected and upheld. We call upon all governments to equitably support and promote the role of Indigenous women, girls, and 2SLGBTQQIA people in governance and leadership....</p>	Engagement to support development of the Childcare Strategy has included Indigenous representation. Future strategy implementation and action planning will include First Nations and urban Indigenous partners, and will be supported by ongoing engagement that includes diverse Indigenous perspectives.	<p>2A. Integrate First Nation and Urban Indigenous perspectives into Policy and Planning</p> <p>2C. Support cultural safety for Indigenous children and families</p>
Human and Indigenous Rights and Governmental Obligations(1.8)	<p>...to create specific and long-term funding, available to Indigenous communities and organizations, to create, deliver, and disseminate prevention programs, education, and awareness campaigns designed for Indigenous communities and families related to violence prevention and combatting lateral violence</p>	Childcare Grant Principles to 2026 identify supporting Indigenous-led early learning and care programs as a focus area for City investment.	<p>2B. Support development and expansion of Indigenous led Childcare;</p> <p>3C. Operating grants and nominal leases increase equitable access to childcare</p> <p>Childcare Grant Principles to 2026</p>

<p>Culture (2.3)</p>	<p>...to ensure that all Indigenous women, girls, and 2SLGBTQQIA people are provided with safe, no-barrier, permanent, and meaningful access to their cultures and languages in order to restore, reclaim, and revitalize their cultures and identities. These are rights held by all segments of Indigenous communities, from young children to Elders. All governments must further ensure that the rights of Indigenous children to retain and be educated in their Indigenous language are upheld and protected. All governments must ensure access to immersion programs for children from preschool...</p>	<p>The City will dedicate targeted capital resources to support creation of Indigenous-led childcare, and will support cultural safety for Indigenous children and families in childcare programs.</p> <p>Future actions developed as part of an upcoming Four Year Action Plan may include exploring mechanisms to deliver and advocate for adequate supports for new Indigenous-led childcare programs</p>	<p>2B. Support development and expansion of Indigenous led Childcare;</p> <p>2C. Support cultural safety for Indigenous children and families;</p> <p>3C. Operating grants and nominal leases increase equitable access to childcare</p>
<p>Culture (2.5)</p>	<p>in partnership with Indigenous Peoples, create a permanent empowerment fund devoted to supporting Indigenous-led initiatives for Indigenous individuals, families, and communities to access cultural knowledge, as an important and strength-based way to support cultural rights and to uphold self-determined services. This empowerment fund should include the support of land-based educational programs that can assist in foundational cultural learning and awareness. This empowerment fund will also assist in the revitalization of distinct cultural practices as expressed by Indigenous women, girls, and 2SLGBTQQIA people, with eligibility criteria and decision making directly in their hands</p>	<p>As outlined under Childcare Strategy Policy Directions 2 and 3, the City will shift existing granting programs to better align with an equity focus that provides community-directed funding for urban Indigenous programs.</p> <p>Future actions developed as part of an upcoming Four Year Action Plan may include working with partners to explore, pilot and support Indigenous land-based programs.</p>	<p>2B. Support development and expansion of Indigenous led Childcare;</p> <p>2C. Support cultural safety for Indigenous children and families;</p> <p>3C. Direct City operating grants and nominal leases towards increasing equitable access to childcare</p>

Human Security (4.1)	<p>We call upon all governments to uphold the social and economic rights of Indigenous women, girls, and 2SLGBTQIA people by ensuring that Indigenous Peoples have services and infrastructure that meet their social and economic needs.</p>	<p>The City will dedicate targeted capital resources to support creation of Indigenous-led childcare, and will support cultural safety for Indigenous children and families in childcare programs.</p> <p>In alignment with Childcare Strategy Direction 2 and 3, the City will shift existing granting programs to better align with an equity focus that provides community-directed funding for urban Indigenous programs.</p>	<p>2B. Support development and expansion of Indigenous led Childcare;</p> <p>2C. Support cultural safety for Indigenous children and families;</p> <p>3 C. Operating grants and nominal leases increase equitable access to childcare</p>
For All Canadians (15.7)	<p>Create time and space for relationships based on respect as human beings, supporting and embracing differences with kindness, love, and respect. Learn about Indigenous principles of relationship specific to those Nations or communities in your local area and work, and put them into practice in all of your relationships with Indigenous Peoples.</p>	<p>Building on the guiding principle of Reconciliation in Planning and Action, the City will integrate Indigenous perspectives into all phases of the policy and planning process for childcare to serve Indigenous children and families. Relationships with Musqueam Indian Band, Squamish and Tsleil-Waututh Nations, Urban Indigenous organizations, public partners, and across sectors will be essential to the realization of this work through integrated planning.</p>	<p>1A Intentionally plan for childcare with housing schools and jobs;</p> <p>2A. Integrate First Nation and Urban Indigenous Perspectives into policy and planning</p> <p>2B. Support development and expansion of Indigenous-led childcare</p>

Appendix H - Research, Data, Engagement Summaries, and Glossary

This appendix is split into two parts:

- **Part 1** provides an overview of engagement, data and research conducted for the Childcare Strategy. This includes methodologies used, key data sources analyzed and engagement summaries from engagement data along with the Community Advisory Panel's Terms of Reference.
- **Part 2** is the Glossary of Terms for the Strategy.

Part 1 – Research, Data and Engagement Summaries

Childcare Strategy Engagement Summaries

18 public and community agencies across sectors engaged through discussion groups
(including the JCC which itself represents ~20 agencies)

21 non-profit childcare providers engaged through discussion groups & questionnaires

63/178 childcare providers responded to the Extended and Flexible Hour Survey

Organizations Engaged For the Childcare Strategy

- Childcare Strategy - Community Advisory Panel
- Joint Council on Childcare
- Metro Vancouver Aboriginal Executive Council (MVAEC)
- City of Vancouver Women's Advisory Committee
- Association of Neighbourhood Houses of BC
- BC Aboriginal Child Care Society (BCACCS)
- BC Centre for Ability, Supported Child Development Program
- BC Ministry of Education & Child Care (formerly Ministry of Children & Family Development)
- Capilano University - School of Education and Childhood Studies
- Child Care Administrators Network (CCAN)
- Coalition of Child Care Advocates of BC (CCABC)
- Community Centre Associations – All Presidents' Group
- University of British Columbia –School of Architecture and Landscape Architecture, and Human Early Learning Partnership
- Vancouver Affordable Housing Agency
- Vancouver Board of Education
- Vancouver Board of Parks and Recreation
- Vancouver Board of Trade
- Westcoast Child Care Resource and Referral Centre

Childcare Providers Engaged:

- ABC University Daycare Society
- Acorn Eight Oaks Daycare
- Boat Daycare
- Brant Villa Daycare Society
- Britannia Community Services Society
- Cedar Cottage Neighbourhood House
- Children's World Childcare Centre
- City Hall Childcare Society
- Creekview Tiny Tots Society
- Developmental Disabilities Association of Vancouver-Richmond
- Eagles' Nest Preschool
- Frog Hollow Neighbourhood House
- Gingerbread House Daycare
- Kitsilano Area Child Care Society
- McGregor Child Care Society
- Spare Time Child Care Society
- Sunset Child Care Society
- Sunshine Corner Daycare
- UBC Child Care Services
- Vancouver Society of Children's Centres
- YMCA

An Extended and Flexible Hour Survey focused on the 3 primary group care categories of under 36 months, 36 months to school age, and school age group care. The survey went out to 178 childcare providers and received 74 responds across all neighbourhoods of Vancouver. Key findings are summarized in Appendix F: Childcare That Works: Extended Hour & 24 Hour Childcare in Vancouver

VANCOUVER'S CHILDCARE STRATEGY – COMMUNITY ADVISORY PANEL - TERMS OF REFERENCE

June 4, 2021

Mandate	<p>The purpose of the Community Advisory Panel is to advise on and support key aspects of the emerging strategy. The Panel will draw on its members' expertise to offer input and assistance to inform City priority-setting and policy framework development. The Panel will represent perspectives of key external experts and stakeholder groups. With representation from Vancouver's Joint Childcare Council, the Panel will support the JCC's mandate to provide advice on proposed policy and on supporting the broader childcare system.</p> <p>Upon adoption of the Childcare Strategy by City Council, the Community Advisory Panel will dissolve. The Joint Childcare Council will offer key supports to local public partners in supporting implementation of the Strategy going forward, and in future Strategy updates.</p>
Terms of Reference	<p>The Community Advisory Panel will work on the following activities:</p> <ul style="list-style-type: none"> • Advise staff on priority issues which the Childcare Strategy should address, within the scope identified by City staff • Offer expert input on optimizing key emerging policies, setting City priorities, and supporting alignment with best practices and emerging Senior Government directions • Offer stakeholder perspectives on current contexts and on the implications of proposed policy and program directions for families, childcare operators, disproportionately impacted populations, and moving towards universal childcare.

	•
Membership	Up to 10 experts, operators, parents, and academics, jointly selected by the JCC and City staff, including: <ul style="list-style-type: none"> • Representation from the JCC • Non-profit Childcare sector operators • Other representatives identified by staff and the Committee chair, including but not limited to: <ul style="list-style-type: none"> ○ Indigenous organizations ○ Academic Researchers ○ Childcare advocates ○ Provincial government
Member Responsibilities	To attend Community Advisory Panel meetings regularly, and support the goals of universal childcare, in alignment with the role and mandate of the JCC
Chair	The Community Advisory Panel will be co-chaired by a representative of Vancouver's Joint Childcare Council and by a City staff person engaged in Strategy development.
Term	The Community Advisory Panel will meet between up to four times, between September 2021 and when a draft Strategy is completed and considered by Vancouver City Council (within the JCC's current 2019-2022 term)

Key Findings from Questionnaires to CCAN and Independent Childcare Providers:

Engaged Groups (Childcare Operators):

- Child Care Administrators Network (CCAN) (two engagement sessions with one questionnaire)
- Independent Childcare Providers (one engagement session with questionnaire)

Key Sentiment Responses:

From CCAN Discussions + Questionnaire:

- **Working Together is Better:**
 - There is a need to increase collaboration across the sector and within the community. There is a willingness to explore a mentorship model of support.

- **Capacity Building Requires Funding:**
 - Increased funding is needed to accomplish any mentorship model, expansion of programs, or to build capacity in the sector to transition to a universal system.
- **Staffing Crisis – Affordability is a Barrier for All:**
 - Living costs are not affordable to attract enough ECEs; ECE wages are too low; working conditions are difficult; Childcare costs are still too expensive for middle and lower income families.
- **Equity is a Challenge:**
 - Not all providers can consistently target equity-denied populations due to capacity and resource constraints. Equity is on the mind of providers, in different ways, but coordination remains limited.

From Independent Childcare Providers Discussions + Questionnaire:

- **Build More Relationships:**
 - Independent providers want to build more relationships, stay connected, and learn more from the City and sector in general
- **Retain Autonomy:**
 - Independent providers want to retain autonomy over their governance and operations in relationships and service coordination models moving forward.

Data Analysis & Research Snapshot

Methodologies:

- Literature Review
- Descriptive Statistical Analysis
- Affordability/Financial Analysis
- Geo-spatial Analysis
- Economic Analysis
- Surveys/Questionnaires
- Discussion Groups
- Informal Interviews + Ongoing Discussions

Key Data Sources:

Quantitative

- Statistics Canada - Census + NHS (2001, 2006, 2011, 2016)
- Canadian Data Program Census cross-tabulations of Census 2001-2016
- WCCRC Capacity Reports (2011 Q1 to 2021 Q4)
- HELP UBC - Vancouver Neighbourhood Profiles
- CCPA - Living Wage Calculator – 2019 – Family Budget
- CMHC Vancouver Rental Report 2020
- Vancouver City Social Indicators Profile 2020
- Various internal City of Vancouver tracking and data documents

Qualitative

- 50+ academic and grey literature articles on childcare policy
- Women's Equity Strategy qualitative survey answers and engagement feedback
- VanPlan engagement feedback
- Questionnaires from CCAN + independent providers presentations
- Discussions/Questionnaires with multiple partners, and stakeholders across the childcare sector and government institutions – see “List of Organizations/Groups Engaged for the Childcare Strategy” below.

Qualitative Data Summaries

Key Qualitative Findings from the VanPlan Navigator Engagement Report (2020):

Neighbourhood Houses Involved:

- Collingwood
- Mount Pleasant
- South Vancouver
- Hastings-Sunrise
- Kiwassa

Engaged Groups:

- 1 Spanish Community Group
- 1 Newcomer Group
- 2 Indigenous Groups
- 3 BIPOC groups

Key Sentiments from Respondents:

- Childcare is unaffordable
- There is a lack of available spaces
- The lack of available and affordable childcare spaces forces many (mainly women) to stay home to take care of the children

Key Qualitative Data Findings from the Women's Equity Strategy (2018):

- Women's advisory committee identified five priority issues for women in the City from a survey conducted for the WES (n=1113): addressing violence against women (62% of respondents indicated this as their top priority), with safe and affordable housing, and safe, affordable and accessible childcare coming as the second priorities (52%).
- The survey question that asked "What is the one action the City could take to improve the lives of women and girls in Vancouver ?" saw the majority of comments (248) indicate that childcare was the one thing that would improve the lives of women with housing receiving 208 comments.
- Of the 248 comments, 185 indicated that affordable childcare was the key issue, with accessibility being the second most noted issue with 85 comment.
- Due to the priority issues of childcare and housing, co-location and leveraging City powers with developments was seen as a key recommendation.

Key Findings from VanPlay, Community Centre Strategy (forthcoming) & VanSplash documents & engagement:

- **VanPlay Strategic Bold Moves Report (2019):**
 - Notes on Equity section (p 39) mentions as an example a refugee using childcare for their son at a community centre and notes the different needs between this example and the one before it.
- **Community Centre Strategy Engagement Summary Report (2022):**
 - Survey Findings for "Programming" asked the question (p35) "What programs/activities does your group provide at facilities that you use? (select all that apply)" The three top answers were "organized sports" (61%); "fitness & wellness;" and "other" (33%). Childcare and training were the most prevalent "other" responses provided.
 - Future amenity priorities in Vancouver for respondents of this survey indicated "0-5 care" and "After school care" as the seventh top priority (17% for both categories)
 - Key Survey Statistics are:
 - Responses to the survey = 1833;
 - 60% of respondents identified as "European" as their "main ethnic origin;"
 - 64% of respondents were in the age range of 40-69;
 - 68% of respondents identified as women;
 - 39% of respondents indicated they had children under the age of 19 in their homes.

Part 2: Glossary of Terms

Auspice: The type of operator of a childcare program. Childcare programs in BC may be operated by non-profit organizations, for-profit organizations, and public bodies, including Indigenous governments.

Childcare Infrastructure: In this Strategy, childcare infrastructure refers primarily to physical childcare facilities and associated outdoor childcare activity areas, including indoor or outdoor spaces that are dedicated for licensed childcare use, as well as those shared between licensed childcare and other social, community, or public users. However, the physical component of childcare infrastructure cannot be fully separated from the services and programs delivered within, or the service provider networks that link and provide community support to childcares across the city.⁷³

Complete Neighbourhoods: Complete neighbourhoods are areas planned to include a wide range of resources to meet residents' daily needs within a short distance – childcare, shops, restaurants, work spaces, community services, a diverse range of housing options, transit, schools, parks and other features. These highly walkable neighbourhoods support better livability, allowing residents to rely less on cars, and to save time in their daily errand and commute patterns. These neighbourhoods can also provide more opportunities for social interaction as people meet and connect on the street, at their favourite coffee shop, local playground and during everyday activities like walking to get groceries.

Community Amenity Contributions (CACs) - In-kind or cash contributions provided by property developers when City Council grants development rights through rezoning. CACs are used to address impacts of additional residents and demands on existing City and community infrastructure, resulting from development. Eligible uses for CAC contributions include building and expanding facilities such as affordable housing, parks and open space, childcare, social service centres, community centres, libraries, transportation, public realm, and arts and culture spaces.⁷⁴

Development Cost Levies (DCLs) – DCLs are fees collected from property developers to assist in paying for a portion of new facilities required due to growth. The purpose is to assist the City in paying the capital cost of providing, constructing, altering, or expanding infrastructure like parks, childcare facilities, social and non-profit housing, and engineering projects. DCL rates are determined (or may be waived) based on the types of project proposed, but in general, DCLs apply to all development.⁷⁵

⁷³ "Report – Spaces to Thrive Phase 1: Vancouver's Social Infrastructure Strategy Policy Framework." City of Vancouver. (2022). p.79. <https://vancouver.ca/people-programs/social-infrastructure-strategy.aspx#:~:text=Social%20infrastructure%20is%20defined%20as,spaces%20where%20people%20come%20together>.

⁷⁴ "Community Amenity Contributions," City of Vancouver, last accessed August 2021, <https://vancouver.ca/home-property-development/community-amenity-contributions.aspx>

⁷⁵ "Bulletin: Development Cost Levies," City of Vancouver, last modified September 30, 2021, <https://bylaws.vancouver.ca/bulletin/bulletin-development-cost-levies.pdf>

Early Learning and Childcare (ELCC): “Early learning and child care programs and services are defined as those supporting direct care and early learning for children in settings including, but not limited to, regulated child care centres, regulated family child care homes, early learning centres, preschools and nursery schools.”⁷⁶ While licensed childcare is a key component of ELCC, ELCC is a broader category that may include unlicensed child and family support programs.

Equity - Equity is both a process that names and addresses systemic inequities, as well as a goal to amplify and affirm the dignity and rights of all people and to centre the diverse voices of disproportionately affected groups.⁷⁷ Individuals and communities with intersecting identities of Indigeneity, race, gender, gender expression and sexual orientation, ability, age and class can be, and often are, negatively affected by favoured social systems. Systemic inequities often have a disproportionate impact on cultural communities, Indigenous, Black and other racialized groups.

Equity-denied groups / Equity-seeking groups: These terms explicitly recognize the consistent exclusion of certain groups⁷⁸, due to systemic inequities.

Integrated Planning: Integrated planning is a sustainable planning approach that builds aligns efforts both horizontally (across different policy areas) and vertically (for example, between different levels of government).⁷⁹ Involving multiple perspectives in holistic policy, planning, and development processes enables achievement of common goals that improve community well-being and resilience, and emphasizes preparedness for change.⁸⁰

Licensed Childcare: “Licensed child care facilities are monitored and regularly inspected by regional health authorities. They must meet specific requirements for health and safety, staffing qualifications, record keeping, space and equipment, child-to-staff ratios, and programming.”⁸¹ There are multiple categories of licensed childcare which each serve particular age groups and have maximum program sizes, outlined in the BC Child Care Licensing Regulation, and summarized in Appendix E – Background and Current State Analysis⁸²

⁷⁶ Canada – British Columbia Early Learning and Child Care agreement 2017. Government of Canada.

<https://www.canada.ca/en/early-learning-child-care-agreement/agreements-provinces-territories/british-columbia-2017.html>

⁷⁷ “Equity Framework Report,” City of Vancouver, last modified July 20, 2021,

<https://council.vancouver.ca/20210720/documents/p1.pdf>

⁷⁸ In the *Employment Equity Act*, the federal government names four designated Employment Equity groups: Women, Aboriginal peoples, persons with disabilities, and members of visible minorities. In general use, the term “equity-denied” is not limited to these four designated groups.

⁷⁹ “Integrated Urban Planning for Sustainable Development in the HEAT Project,” Sternberg, Emilia; February 13, 2020.

<https://www.heatproject.eu/articles/integrated-urban-planning-for-sustainable-development-in-the-heat-project/>

⁸⁰ “Integrated Planning,” Society for College and University Planning; Accessed April 28, 2022. <https://www.scup.org/planning-type/integrated-planning/>

⁸¹ “Understanding the different Types of Childcare in BC: Licensed Childcare.” Government of British Columbia.

<https://www2.gov.bc.ca/gov/content/family-social-supports/caring-for-young-children/how-to-access-child-care/licensed-unlicensed-child-care>

⁸² BC Community Care and Assisted Living Act, Child Care Licensing Regulation https://www.bclaws.gov.bc.ca/civix/document/id/complete/statreg/332_2007

Missing Murdered and Indigenous Women and Girls (and 2-Spirit) (MMIWG(2S)) report:

The National Inquiry into Missing and Murdered Indigenous Women and Girls was announced by the Government of Canada in 2015, and delivered a Final Report in 2019. “The Final Report is comprised of the truths of more than 2,380 family members, survivors of violence, experts and Knowledge Keepers shared over two years of cross-country public hearings and evidence gathering. It delivers 231 individual Calls for Justice directed at governments, institutions, social service providers, industries and all Canadians.”⁸³

Neighbourhood Networks: Formal or informal connections between local service providers. For non-profit childcare operators, neighbourhood networks help to facilitate sharing of information and best practices, and increase capacity of the sector to meet the needs of individual children and families. Childcare neighbourhood networks may provide an important connection between licensed, centre-based childcare providers, and for home-based family childcare providers and non-licensed child and family support programmers. In a universal childcare system, there may be potential for neighbourhood networks to become more formally embedded into institutional and system-wide structures, and to take on broader roles aligning service delivery and connecting childcare services to broader education and community services.⁸⁴

Non-Profit/Not-for-Profit Organizations - Non-profit organizations are legal entities with their own constitution and bylaws, formed for a purpose other than generating profit. In BC, non-profits are ‘societies’, governed by legislation known as the Societies Act.⁸⁵ In the childcare context, the City of Vancouver focuses on relationships with non-profit childcare societies that create community benefits, operate for the public good and include care and service to others in their core values..⁸⁶

Proportional Universalism / Proportionate Universality): A principle that acknowledges the impact of social inequities, and seeks to ensure that actions (e.g. programs, services, policies) are delivered universally, “but with a scale and intensity that is proportionate to the level of disadvantage”.⁸⁷ Applying this principle to childcare services, the UBC Human and Early Learning Partnership identifies the goal of developing a universal childcare system in which targeted programs and interventions are available for those experiencing more barriers, or who have more complex needs.⁸⁸

⁸³ “Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls.” National Inquiry into Missing and Murdered Indigenous Women and Girls. (2019) <https://www.mmiwg-ffada.ca/final-report/>

⁸⁴ “\$10 a Day Roadmap 2022.” Coalition of Child Care Advocates of BC and Early Childhood Educators of BC. (2022). p.38. https://d3n8a8pro7vnm.cloudfront.net/10aday/pages/2995/attachments/original/1642602021/10aDay_Roadmap_Second_Edition_Jan_17_2022_web.pdf?1642602021

⁸⁵ Government of BC. Not-for-profit organizations. <https://www2.gov.bc.ca/gov/content/employment-business/business/not-for-profit-organizations>

⁸⁶ Profile of Sector: Non-profit Organizations,” Factsheet, Employment Lands and Economy Review, City of Vancouver, <https://vancouver.ca/files/cov/other-sectors-non-profit.pdf>

⁸⁷ Marmot M. Fair society, healthy lives. Strategic review of health inequalities in England post-2010. The Marmot Review. 2010 February.

⁸⁸ “2015 Policy Brief: Proportionate Universality” UBC HELP. (2015) p.1 & 4. http://earlylearning.ubc.ca/media/publications/proportionate_universality_web_november_2015.pdf

Red Women Rising (RWR) Report: A 2019 policy report documenting and reporting on the systemic violence faced by Indigenous women in the Downtown Eastside of Vancouver, concluding with 35 key recommendations.⁸⁹

Reconciliation - Reconciliation is a process that seeks to establish and maintain a mutually respectful relationship between Indigenous and non-Indigenous peoples and institutions. Undertaking this process requires awareness of the past, an acknowledgement of the harm that has been inflicted and its ongoing effects, atonement for the causes, and action to change behaviour.⁹⁰

Resilience – Resilience refers to the capacity for an individual , group or organization to survive, adapt, and thrive in the face of challenge, crisis and change.

Social Infrastructure - Social Infrastructure consists of bricks and mortar facilities that house important community services that help individuals, families, groups, and communities meet their social needs, maximize their potential for development, and enhance community well-being. Social infrastructure is an essential ingredient in building strong, resilient communities, and some examples include senior centres, youth centres, multi-purpose rooms, community kitchens, childcare facilities, neighbourhood houses, family places, social enterprises, social service centres, and non-profit office space.⁹¹

⁸⁹ Martin, Carol and Walia, Harsha, Red Women Rising: Indigenous Women Survivors in Vancouver's Downtown Eastside," Downtown Eastside Women's Centre, 2019<https://dewc.ca/wp-content/uploads/2019/03/MMIW-Report-Final-March-10-WEB.pdf>

⁹⁰ "Honouring the Truth, Reconciling for the Future: Summary of the Final Report of the Truth and Reconciliation Commission of Canada," Truth and Reconciliation Commission of Canada (2015), 6. https://ehprnh2mwo3.exactdn.com/wp-content/uploads/2021/01/Executive_Summary_English_Web.pdf

⁹¹ "Report – Spaces to Thrive Phase 1: Vancouver's Social Infrastructure Strategy Policy Framework." City of Vancouver. (2022). p.79. <https://vancouver.ca/people-programs/social-infrastructure-strategy>

Appendix I: Making Strides - Policy Alignments

5 Key Policy Directions		Policy Alignments													
	Key Policy Goals	VanPlan	Housing Strategy	City of Reconciliation Framework	Equity Framework	Culture Shift	ELER	Accessibility Strategy	Social Infrastructure Strategy	Community Centre Strategy (Park Board)	MMIWG2S Inquiry	Women's Equity Strategy	DCL Review	CED Strategy	Healthy City Strategy
1	Plan for Expanded Childcare as part of Complete Neighbourhoods	●	●	●	●	●	●	●	●	●	●	●		●	●
	1A. Engage in comprehensive planning to locate childcare with housing, schools and jobs.	●	●	●	●	●	●	●	●	●	●	●		●	
	1B. Secure not-for-profit childcare programs where needed most			●								●		●	●
	1C. Employ and develop diverse tools to support the expansion of childcare infrastructure	●		●							●			●	●
	1D. Streamline approvals to support efficient childcare delivery				●										
2	Support Indigenous Children and Families	●		●	●	●	●		●		●			●	●
	2A. Integrate diverse Indigenous perspectives in policy and planning			●	●	●					●				□
	2B. Support expansion of and capacity-building for Indigenous-led childcare through City investment and policies			●		●					●				

3	2C. Support cultural safety for Indigenous children and families in childcare programs			●		●								
	Expand Equity and Accessibility of Quality Early Learning and Childcare		●	●	●	●	●	□	●	●	●	●	●	●
	3A. Design and build new childcare facilities to be barrier free, to support healthy development.							●						●
	3B. Explore the needs for flexible childcare services, including services beyond standard weekday hours.				●			●					●	
	3C. Direct City operating grants and nominal leases towards increasing equitable access to childcare.			●	●	●		●			●	●	●	●
	3D. Promote more equitable access to nature			●				●		●	●			●
4	Build Partnerships towards a Universal System			●	●		●		●	●	●	●		●
	4A. Advocate full investment by senior governments in a universal childcare system			●						□		●		●
	4B. Build strong partnerships to align childcare planning with facility delivery			●	●								●	●
	4C. Continue to build capacity in the non-profit sector			●	●						●			●
5	Support Renewal and Resilience of Critical Childcare Infrastructure	●	●		□	●	●		●	●			●	●
	5A. Support long-term sustainability of civic-led childcare infrastructure	●							●	●			●	●
	5B. Identify and mitigate the impacts resulting from displacement of needed childcare		●						●				●	●