

SIDNEY
CHILD CARE
INVENTORY &
ACTION PLAN

2020



Queenswood
Consulting Group

ACKNOWLEDGEMENTS

Thank you to everyone who was involved in this project, with special thanks to the members of the Inter-municipal working group who guided this project.

District of Central Saanich

Britt Burnham, Manager of Community Services

District of Highlands

Laura Beckett, Planner

District of North Saanich

Brian Green, Director of Corporate Services

District of Oak Bay

Steve Meikle, Manager, Recreation and Cultural Services

District of Saanich

Cristina Caravaca, Senior Manager, Community Services

Town of Sidney

Yazmin Hernandez, Municipal Planner

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EXECUTIVE SUMMARY

Background

A chronic shortage of daycare is causing significant problems for families with young children - impacting the quality of life, family budgets, and our municipal economies.

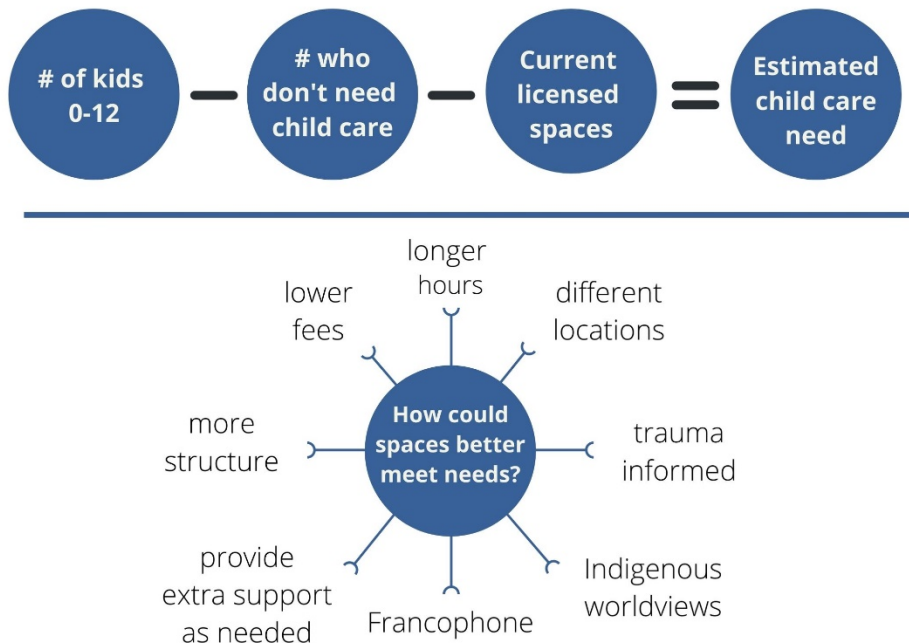
Six municipal partners – Central Saanich, Highlands, North Saanich, Oak Bay, Saanich and Sidney - worked together to develop a childcare inventory, gap analysis, and develop a regional Saanich Peninsula child care action plan, funded by the Government of BC through the Union of BC Municipalities.

The Child Care Action Plans are focused on realistic and achievable actions with measurable results to enable the partner municipalities and communities to create new child care spaces and improve access to affordable, quality child care.

Methodology

Data for the report was gathered through four central sources: background research, consultation with child care providers, interviews with community partner organizations, and consultation with families.

Approach to estimating the need for child care



Key facts to understand about child care

Not all families use child care, and use varies by age of child.

National use of paid child care, by age of child						
Age	Under 1	1 to 2	3 to 5	6 to 10	11 to 12	0 to 12
Percent using care	13%	56%	69%	55%	33%	58%

Different types of child care require different levels of training for staff, as well as different ratios of children to adults.

- Unlicensed child care requires no training.
- Licensed Family child care requires Responsible Adult: 20 hours of training
- Group child care requires precise mix of different certifications:
 - Infant Toddler Educator (ITE): 1300 hours of training
 - Early Childhood Educator (ECE): 900 hours of training
 - Early Childhood Educator Assistant (ECEA): 30-90 hour course

Families access child care all across the region – taking spaces where they are available, convenient or not.

- Parents commuting after dropping children at child care need longer hours for care, but many centres only open from 8:30 to 5:30.

Barriers to creating child care

1. Finding and retaining qualified staff
 - Staff earn low wages and lack of benefits
 - Challenging working conditions: long hours, few breaks
 - Low public perception of the sector
2. Access to buildings or land suitable for child care facilities
 - Municipal zoning allows group care in very few zones
 - Licensing requirements often require building renovations
 - Agricultural land reserve further limits access to land
3. Funding to support child care development and operation
 - Development funding does not cover all costs, especially on privately-owned land
 - Operational funding only covers maximum of 20% costs – remainder of costs passed on to parents in fees

Consultation findings

FAMILIES LIVING ON LOW INCOMES	<ul style="list-style-type: none"> • Subsidy applications difficult to navigate • Variable subsidy rates by type of care • MCFD can require care, but does not provide a space
FRANCOPHONE FAMILIES	<ul style="list-style-type: none"> • Loss of protected right to language and culture without access to Francophone child care; bilingual child care does not fill this need • Francophone ECEs trained outside BC face challenge in credential recognition
FAMILIES WITH CHILDREN WITH EXTRA SUPPORT NEEDS	<ul style="list-style-type: none"> • Difficulties accessing and retaining care • Supported Child Development Program is effective but underfunded • Licensing Regulation language needs updating
INDIGENOUS FAMILIES	<ul style="list-style-type: none"> • Ongoing impacts of colonization limit access to child care for many • Few Indigenous focused child care options • No protection for language and culture
NEWCOMER FAMILIES	<ul style="list-style-type: none"> • Face difficulty with the complexity of the system • Lack of culturally safe and trauma-informed spaces

Key Family Survey Results - Sidney

<p>613 regional respondents</p> <p>48 Sidney respondents</p>	<p>68%</p> <p>had their children regularly in paid child care for some days each week</p>
<p>59%</p> <p>of families with paid child care still looking for other child care arrangements</p>	<p>61%</p> <p>need care for 5 days a week;</p> <p>55%</p> <p>have care for all 5 days needed</p>
<p>45%</p> <p>with care had two or more paid childcare arrangements</p>	<p>21%</p> <p>with care had been able to find care when they needed it</p>
<p>PREFERRED TYPES OF CHILD CARE</p> <ol style="list-style-type: none"> 1. Group care 2. Multi-age care 3. Before or after school care 4. Care on Pro-D days 5. Preschool 6. Licensed family care 7. License-not-required care 	<p>FEATURES FAMILIES LOOK FOR:</p> <ul style="list-style-type: none"> • Lower fees • Location closer to home • Child care with credentialed Early Childhood Educators • Structured early child care education and programming • Longer/flexible hours of care

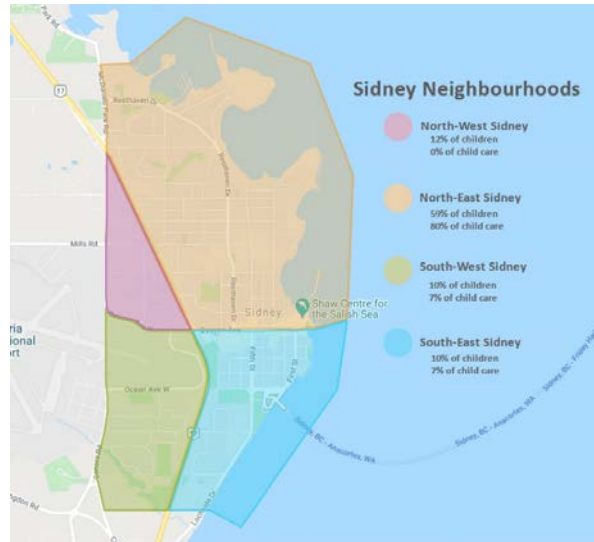
Key Municipal Demographics

In 2016, 12% of households in Sidney reported having children under 14¹ living at home with them – or 700 households.²

Estimated Sidney population of children 0 to 12, 2020						
	Under 1	1-2	3-5	6-10	11-12	Total
Estimated 2020	71	153	240	413	168	1,045

North East Sidney is the neighbourhood with the majority of licensed child care spaces, as well as the neighbourhood with the highest percentage of children in Sidney and the location of Sidney Elementary.

However, there is no child care in North West Sidney.



Bylaws and Policies

Sidney municipal bylaws, policies, and plans were reviewed for their potential impact on the provision of child care:

- Zoning bylaws are well designed as they pertain to home and group daycare businesses, but terms are inconsistent with Child Care Licensing Regulation which may cause confusion.
- Sidney's commitment to child care could be demonstrated by including discussion of the issue in the Sidney Official Community Plan, Local Area Plans, or Parks Master Plan.
- Child care could be listed as an example of a Community Amenity Contribution.
- Group child care centres (9+ children) are limited to Institutional, some commercial, and one comprehensive development zone; excluded from residential and other zones.

¹ Child care is designed for children 12 and under. However, the closest available Census data groups families with children under 14.

² Statistics Canada, 2016 Census of Population, Statistics Canada Catalogue no. 98-400-X2016025.

Child Care Space Inventory

THE TOWN OF SIDNEY HAS 24 LICENSED CHILD CARE SPACES AVAILABLE FOR EVERY 100 CHILDREN 0-12 YEARS OF AGE.



Table 9: Sidney Child Care Needs

	Infant Toddler	Three to Five*	School Age	Total
Estimated 2020 population of children 0-12	224	240	581	1,045
Estimated children needing space	73	128	282	483
Licensed spaces ³	39	116 (151 with preschool)	95	250 (285)
Percent of need met	53%	90%	34%	52%
Spaces needed to meet 100% of estimated need	34	12	187	233
New spaces underway*	0	0	40	40

*SD 63 has been funded to create new spaces at Sidney Elementary opening in September 2020.

Prior to my first child I had been working at my job for 5 years. Due to not being able to find childcare I had to leave that position. Now upon returning to work with both children needing care I have again been put in a situation where we are unable to find care and I cannot return to job I had. There is a serious need for licensed care for children under three. Thankfully I am a nurse and can work casual hours around my husband's work, otherwise I don't know how we could live here.

Longer operating hours to accommodate those who live on the Peninsula but commute to work in Victoria. Take a look at the daycare operating hours in Sidney for example where most open at 8:00 am and close at 4:30 pm. With a 30-minute commute each way, this doesn't work for most working parents. We have had to move our child to a care centre of much less quality in Victoria so we could return to work.

³ Assumes that Family Child Care includes 1 infant toddler spot and Multi-Age Child Care includes 2 infant toddler spots.

Recommendations

Bylaw and Policy Considerations:

- Incorporating child care into relevant municipal plans, such as Official Community Plan, Local Area Plans and Parks Master Plan.
- Clarifying child care definitions in Zoning Bylaws.
- Investigating options, community support and economic impact for allowing group child care centres in more zones.
- Listing child care as an example of a community amenity.
- Signalling support for in-home child care by waiving home-based business fees.

Partnership Considerations:

- Sharing child care inventory findings with relevant municipal committees.
- Sending a staff person to attend the Peninsula Connections for Early Childhood community table.
- Adopting a Child Care Partnership Guideline to direct staff to designate a staff person to be the lead contact for organizations seeking to create or expand child care.
- Promoting the Prime Minister's Awards for Excellence in Early Childhood Education and work with local groups to acknowledge all nominees.
- Writing a letter of support for the creation of a local Workforce Development Program to support people to receive basic training for Early Childhood Education.

New Space Creation Considerations:

- Exploring options to support the construction of new child care facilities whenever municipally owned land comes up for redevelopment.

Advocacy Considerations:

- Formally endorsing \$10aDay Child Care Plan, a province-wide initiative for affordable, quality child care through increased provincial operating funding.
- Informing and advocating on issues which cannot be addressed by the municipal government, but require action from other orders of government or community groups.

BACKGROUND

A CHRONIC SHORTAGE OF DAYCARE IS CAUSING SIGNIFICANT PROBLEMS FOR YOUNG FAMILIES ON THE SAANICH PENINSULA AND IN THE SURROUNDING MUNICIPALITIES - IMPACTING THE QUALITY OF LIFE, FAMILY BUDGETS, AND OUR MUNICIPAL ECONOMIES.

Six municipal partners – Central Saanich, Highlands, North Saanich, Oak Bay, Saanich and Sidney - worked together to develop a childcare inventory, gap analysis, and develop a regional Saanich Peninsula child care action plan.

The Government of British Columbia has committed to addressing access to affordable quality child care through \$1 billion in new investments in child care and early learning between 2018 and 2021.

Funding is directed toward the creation of new licensed spaces, training bursaries and wage subsidies to assist in recruitment and retention, start up grants to license-not-required providers to become licensed, and increasing the licensing capacity of Health Authorities.

One component of this funding is the Community Child Care Planning Program, administered by the Union of BC Municipalities, which provides funding for local governments to engage in child care planning activities in order to develop a community child care space creation action plan. The Saanich Peninsula Child Care Action Plan project activities have been funded through this program.



The Child Care Action Plans are intended to be focused on realistic and achievable actions with measurable results to enable the partner municipalities and communities to create new child care spaces and improve access to affordable, quality child care. This plan will answer the following questions:

- What are the current child care needs?
- How many spaces are required to meet these needs now and in the future?
- What actions can the partner municipalities take to support child care space creation?

METHODOLOGY

Data for the report was gathered through four central sources:



Background research including regional and municipal demographics, bylaws, national studies on child care utilization, and BC child care licensing regulations. A reference list is provided in Appendix A.



Consultation with **child care providers** within the partner municipalities through an online survey, telephone interviews, and an online focus group.



Interviews with **community partner organizations** and local government staff. A participant list is provided in Appendix B.



Consultation with **parents and families**, including: scheduled parent and family open houses, drop in attendance at family programs, an online survey which reached 613 families. Full survey results are reported in Appendix C.

A close-up photograph of a young boy with dark, spiky hair, wearing black-rimmed glasses and a green jacket over a blue shirt. He is smiling broadly, showing his teeth, and looking upwards and to the right. The background is a soft-focus green, suggesting an outdoor setting with foliage.

section one

UNDERSTANDING CHILD CARE

CHILD CARE LEGISLATION

The Government of BC sets policy, legislation and regulations on child care in BC, under the [Community Care & Assisted Living Act](#), and the [Child Care Licensing Regulation](#). The *Child Care Licensing Regulation* sets out detailed requirements for facilities, staff qualifications, ratios, and group sizes for licensed facilities.

The legislation also permits the existence of unlicensed child care for two or fewer children. Unlicensed child care facilities may register with their local Child Care Resource and Referral Centre, but receive no annual licensing inspection.

BC Health Authorities monitors compliance of licensed child care providers with licensing regulations with annual inspections, and response to complaints.

The Ministry of Children & Family Development oversees other aspects of child care, including operational funding for child care providers, subsidies to families, and space-creation grant funding.

Child Care Staff Training Requirements

Different types of child care require different levels of training for staff.

- Unlicensed child care requires no training.
- Licensed Family child care, or registered unlicensed child care, requires responsible adult certification: 19 years+ and 20 hours of child care training + First Aid and clear Criminal Record.
- Other licensed childcare requires a precise mix of workers with different certifications:
 - Infant Toddler Educator (ITE): 1300 hours of training
 - Early Childhood Educator (ECE): 900 hours of training
 - Early Childhood Educator Assistant (ECEA): one early childhood education course

Table 1: Types of child care

	Ages	Maximum group	Staff: child ratio	Staff qualifications	Oversight
Group child care (under 3 years old)	Birth to 36 months	12	1:4	1 to 4 children: 1 ITE 5 to 8 children: 1 ITE & 1 ECE 9 to 12 children: 1 ITE, 1 ECE & 1 ECEA	Annual licensing inspection
Group child care (2.5 years to school age)	30 months to school age	25	1:8	1 to 8 children: 1 ECE 9 to 16 children: 1 ECE & 1 ECEA 17 to 25 children: 1 ECE & 2 ECEAs	Annual licensing inspection
Group child care (before and after school)	School age	24	1:12	1 to 12 children: 1 Responsible Adult 2 to 24 children: 2 Responsible Adults	Annual licensing inspection
Multi-age child care	Birth to 12 years old	8	1:8	1 to 8 children: 1 ECE	Annual licensing inspection
Preschool	30 months to school age	20	1:10	1 to 10 children: 1 ECE 11 to 20 children: 1 ECE & 1 ECEA	Annual licensing inspection
Family child care	Birth to 12 years old	7	1:7	1 Responsible Adult	Annual licensing inspection
Registered License-not-required	Birth to 12 years old	2 (or sibling group)	1:2	1 Responsible Adult	Initial home safety assessment
License-not-required	Birth to 12 years old	2 (or sibling group)	1:2	No qualifications required	None

REGIONAL USE OF CHILD CARE

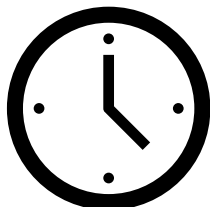
FAMILIES TOLD US THEY COMMONLY ACCESS CHILD CARE ALL ACROSS THE REGION – TAKING SPACES WHERE THEY ARE AVAILABLE, CONVENIENT OR NOT.

This project focused on child care within the six partner municipalities. However, while most families reported preferring having child care close to their home or children's school, others wanted child care closer to their work or school.

The six partner municipalities represent 45% of families with children under fourteen years old living in the Capital Regional District. The project has taken a sub-regional approach to inventorying child care spaces relative to the number of children, but we understand that the high demand for child care means families use child care where they can find it.

83%
of surveyed families preferred child care close to home or their child's elementary school

Commuting time



It is common for workers across the Capital Region to commute between municipalities. In the 2016 Census, almost one-third of workers (29%) reported commute for 30 minutes or more.

Parents or guardians commuting to work after dropping children at child care need longer hours for care. A workday from 9 to 5, with a 30 minute commute, requires a child care to be open from 8 to 6, while many child care centres are only open from 8:30 to 5:30. As a result, some parents look for child care closer to their work than home.

AVAILABLE CHILD CARE FUNDING

The Government of BC has funding to support the creation of new spaces.

Child Care BC New Spaces Fund

The Child Care BC New Spaces Fund is helping to fund the creation of 22,000 licensed child care spaces across BC. Funding is available to support the creation, expansion and relocation of child care facilities proposing to create new licensed child care spaces. Per project, eligible applicants can receive up to:

- \$3 million for up to 100% of project costs for public sector organizations and Indigenous Governments
- \$1.5 million for up to 100% of project costs for Indigenous non-profit societies
- \$1.5 million for up to 90% of project costs for non-profit societies, including non-profit child care providers and child development centres
- \$250,000 for up to 75% of project costs for child care providers that are businesses or corporate companies

The next phase for applications for this fund is open from July to November 2020.

Community Child Care Space Creation Program

This fund will assist local governments in creating new, licensed child care spaces within their own facilities or in a facility under a long-term lease agreement by the local government. The fund, administered by the Union of British Columbia Municipalities (UBCM), provides local governments with up to \$1 million to create new licensed child care spaces for children aged 0-5.

Start-Up Grants for Becoming a Licensed Child Care Facility

There are also start-up grants available to support individuals to create family or in-home multi-age licensed child care spaces. Anyone who is currently not licensed (an adult, ECE, LNR or RLNR not currently operating licensed child care) is eligible, and funding provides an initial \$500 upon approval and up to a maximum total of \$4,500 based on number of licensed spaces created (\$500 / space).

BARRIERS TO CREATING CHILD CARE

The Child Care Inventory and Action Plan Project was designed to help inform the creation of new child care spaces. As part of this work, the project connected with child care providers across the partner municipalities to understand the barriers to expanding child care spaces. Three central barriers emerged:

1. Finding and retaining qualified staff
2. Access to buildings or land suitable for child care facilities
3. Funding to support child care development and operation

Finding and retaining qualified staff

In the survey of child care providers (83 responses), when asked about the staffing challenges they faced, the most common challenges were:

- 84% limited supply of subs
- 64% limited supply of applicants
- 23% high staff turnover

The survey comments from child care providers further illustrated the difficulties agencies were having finding staff.

This is the major issue. We need more spaces for children but we as a community don't have the resources to staff.

ZERO SUBSTITUTES AVAILABLE. Makes finding coverage for appointments, etc., very challenging, and working alone I have no choice but to find substitutes or close my centre.

One position took 6 months to fill. Currently I have a posting that has been up for 2 months.

We desperately need qualified, experienced infant/toddler ECE's. We could have another class full of younger siblings if we could get the staff.

We are really struggling to find staff with proper qualifications.

We are very interested in expanding, but being able to recruit and retain staff is a huge obstacle. Our rates are lower than average, which means our staff wages are lower than average, but we are having difficulty getting CCOF approval to raise our rates.

Across all regions of BC, there is a current and worsening labour shortage of child care providers with all levels of certification.

Key recruitment and retention issues identified in a 2018 Phase1 Labour Market Partnership - BC Child care Sector: Final Engagement Report included:

Low wages and lack of benefits:

- The wages are low relative to other jobs with comparable training.
- There are limited abilities to offer raises, and few career pathways.
- Wages are the main reason people leave the field or one employer for another.
- Most centres are too small to offer benefits or pensions.

Challenging working conditions:

- Child care work requires emotional commitment, and physical fitness.
- Work hours are long, with few breaks and administrative tasks and planning must be completed outside of time caring for children.
- Skills shortage have resulted in few available substitutes, even if budgets permit covering sick or vacation days.
- These working conditions lead to burnout and high turnover.

Public Perception of the Sector:

- Child care is viewed by some as merely babysitting
- The lack of respect for the value of the work is contributed to by the gender imbalance of the sector.
- The perception of the child care sector contributes to low morale for child care providers and makes it difficult to recruit new people.

WorkBC reported that in 2018 the annual provincial median salary of Early Childhood Educators and Assistants was \$35,360, or \$17 / hour⁴, despite the completion of an Early Childhood Certificate or Diploma ranging from one to two years. Compared to other comparable professional certificates, ECEs require more training and earn a lower wage.

Early Childhood Educator	Education Assistant	Health Care Assistant
Training: 1-2 years	Training: 10 months	Training: 7 months
Median wage: \$17	Median wage: \$21	Median wage: \$24.10

⁴ www.workbc.ca/Jobs-Careers/Explore-Careers.aspx

PROVINCIAL ECE RECRUITMENT AND RETENTION INITIATIVES UNDERWAY

Increased funding for ECE seats at BC post-secondary institutions, as well as investment in the development of new training approaches, including targeted cohorts, summer intensives, online learning and part-time certificates.

An ECE Education Support Fund launched September 2018, with nearly \$16 million in bursaries provided since to offset the costs of ECE training, including an increased investment when the number of requests for bursaries exceeded expectations.

Wage Enhancement Fund From January 2019, a \$1 per hour wage enhancement for front-line ECEs working in eligible licensed child care facilities, with a second \$1 per hour wage enhancement added April 2020.

Early Childhood Pedagogy Network supports ECEs working in the field to collaborate. Across BC, 32 teaching specialists (known as pedagogists) have been hired to work with up to 45 ECEs in their area through community hubs.

BC Early Years Professional Development Hub provides online learning opportunities and a virtual space for educators to connect and share knowledge and experiences.

Sector-led evaluation of the Early Care and Learning Recruitment and Retention Strategy for BC's Early Childhood Educator is underway, to be completed by 2022.

Access to buildings or land suitable for child care facilities

We heard about this challenge both from existing child care centres, looking to expand or needing to relocate, as well as from organizations seeking to create new centres. Appendix D includes a summary of all municipal zones where child care is permitted.

SUITABILITY OF BUILDINGS

This includes access to outdoor play space, licensing requirements for space design, physical accessibility, and parking availability. Even where a building may be physically appropriate or adaptable to a child care facility, municipal zoning limits child care facilities to certain types of properties. The cost to design a new building to meet child care licensing requirements can be substantial, and some providers expressed frustration that these costs are being duplicated by applicants to the

Child Care BC New Spaces Fund, who each pay individually to design modular buildings, with no access to designs from other similar facilities.

MUNICIPAL ZONING

Group child care centres (with more than 8 children):

- Typically limited to institutional, commercial, community and assembly zones.
- Not permitted in most residential, industrial (including light industrial), park, agricultural, or comprehensive development zones.

Family or in-home multi-age centres (up to 8 children):

- Permitted in residential zones as a home occupation.
- Though municipal zoning may explicitly limit the numbers of children who can be cared for in home occupations, the Community Care Act Section 20 supersedes these bylaws, and if challenged, the municipality may be required to permit any family and in-home multi-age care centre to have up to 8 children if the facility meets licensing requirements and municipal fire and safety regulations.
- This is likely not understood by most applicants hoping to open child care, or municipal bylaw staff addressing the requests.

One-off zoning:

- In many municipalities there are group child care facilities which have successfully rezoned a larger lot within a residential zone, so group centres have been successfully created within single family residential neighbourhoods.
- However, this is a risky approach for an organization seeking to create a child care facility – the property must be purchased prior to rezoning applications, with no guarantee that the application will be successful, or how long the process will take.
- A key consideration in these decisions is often whether the lot is sufficiently large to provide adequate off-street parking to accommodate staff and family drop-offs and pick-ups.

AGRICULTURAL LAND

In the Saanich Peninsula, development pressures are compounded by the agricultural value and importance of the land. As a result, large portions of the land are protected within the Agricultural Land Reserve (ALR), a provincial zone recognizing agriculture as the priority use, with restrictions on non-agricultural uses.

In most cases, child care providers recognize these restrictions as appropriate, even though they limit the properties available for child care facilities. However, providers expressed frustration by limitations preventing property in the ALR currently being used for school or church facilities from adding a modular child care building.

The survey comments from child care providers further illustrated the difficulties agencies were having finding property.

We rent the space from a society which owns the building. We do not have 24/7 access or usage. We have to put away all of our belongings and set up tables and chairs for seniors groups regularly. This presents a real challenge but we make do because we see the need for child care in the neighbourhood and commercially zoned space is expensive and hard to find which meets all of our licensing requirements.

I know of many people who are interested in opening new centres, but their biggest obstacles come from municipalities. Zoning is a huge issue, and the costs associated with meeting both VIHA and municipal requirements are completely insurmountable.

Our program closed Dec 20, 2019 due to lack of affordable space.

We would love to have a more secure facility/land. We are renters on church property that most likely will be sold in the upcoming years for development.

Funding to support child care development and operation

Affordability of child care fees is a significant concern for families with young children. Families and community members often question why fees are so high, even when government funding helps to subsidize the development and operational costs, and staff wages are typically low. However, licensing requirements which are designed to ensure quality care, such as staff ratio and access to outdoor play space, result in high operating costs, which are not offset by available government funding.

DEVELOPMENT FUNDING

Even with the significant investment the Government of BC has made into supporting the development of child care spaces through the Child Care BC New Spaces Fund, there are many costs which are not covered.

It takes time and resources to find a location, prepare an application for funding, contract and manage an architect and builders, and recruit and hire staff. The Child Care BC New Spaces Fund also provides the

greatest funding for child care facilities on public land, where the facility will remain in the public domain. Non-profit organizations building on privately owned land can receive a maximum of \$1.5 million compared to municipal governments who can receive up to \$3 million – and some non-profits have found that \$1.5 million is insufficient to cover building costs, yet they have limited ability to borrow or reserves to cover the difference.

While development funding only covers part of the costs for the creation of new child care spaces, smaller organizations will be unable to take the lead in child care creation, and organizations who do may pass on remaining costs to parents over time through fees.

OPERATIONAL FUNDING

There are also administrative costs for the operation of a child care facility, above and beyond the direct care provided to children. This includes administrative time for reporting to the provincial government on attendance, staffing, and other funding related requirements; human resources (hiring, scheduling, finding substitutes as needed), and professional development. Further, there are operational costs such as rent and utilities, toys and learning supports, play equipment, cleaning supplies, and food if provided.

The Ministry of Children and Family Development provides some operating funding to child care facilities to support delivery and reduce parent fees.

Child Care Operating Funding (CCOF) Base Funding: This funding assists eligible licensed family and group child care providers with the day-to-day costs of running a facility. Rates of funding are greatest for Group or Multi-Age Centres than for Family Centres, and License-Not-Required Centres receive no base funding.

Table 2: Child Care Operating Fund Rates

Rate Category	Group & Multi-Age	Licensed Family
Under 36 months	\$12.00	\$3.70
3 years to Kindergarten	\$5.48	\$2.82
Grade 1 to 12	\$2.80	\$1.46
Preschool	\$1.37	-

Child Care Fee Reduction Initiative: This funding enhances child care affordability by offering funding to eligible, licensed child care providers

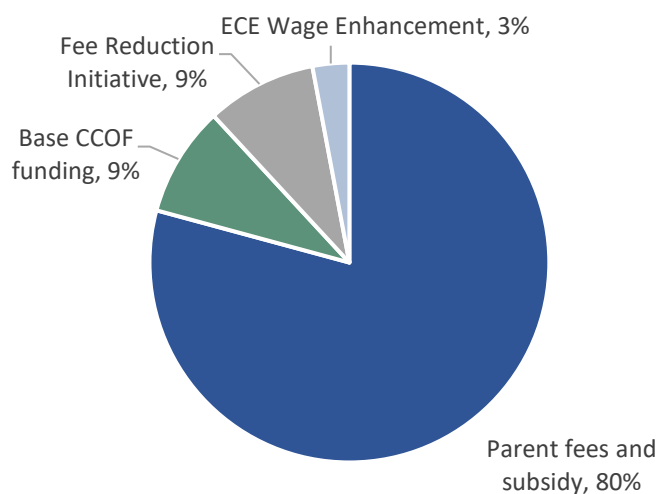
to reduce and stabilize parents' monthly child care fees. Again, funding amounts vary depending on the age of the child.⁵

- \$350/month for group infant/toddler care
- \$200/month for family infant/toddler care
- \$100/month for group care for children aged 3 to Kindergarten
- \$60/month for family care for children aged 3 to Kindergarten

Providers also receive Administrative Top-Up funding equivalent to 20% of the facility's CCOF Base Funding.

While the Government of BC has considerably increased the investment into child care, and continues to explore a Universal Childcare model, operational funding, fee reductions, and wage enhancement subsidies still make up only a small portion of required child care revenue (20%).

Figure 2: Example of revenue for a Group Child Care Centre for 3 to 5 year olds



It should be noted that the increase in government operational funding for child care since 2017 has already reduced child care fees across BC. However, in the absence of a further increase in operational funding, fees will continue to be unaffordable for many families.

[Child care] is often the second biggest expense for parents after rent or mortgage.

-David Macdonald, Canadian Centre for Policy Alternatives

⁵ Part-time care receives a pro-rated amount.

\$10aDay Child Care Plan

In 2011, child care advocates across BC proposed the \$10aDay Child Care Plan. In 2018, the BC government introduced its Child Care BC Plan in response, a plan with shared goals to reduce parent fees, increase educator wages and education, and create more licensed spaces that meet diverse family needs.

Steps towards this plan have included substantial new funding in all these areas, as well as funding 50 Universal Child Care Prototype Sites which are helping to test funding and operational models required to move BC towards a universal child care system, such as the one outlined in the \$10aDay Child Care Plan.

The \$10aDay Plan aims to make child care affordable by bringing fees down to \$10 a day for full time care, \$7 a day for part time care, and no parent fees for families with annual incomes under \$45,000. The plan also invests in the Early Childhood Educator workforce, supporting all care providers to obtain an ECE diploma over time, and increasing wages to an average \$25 per hour, along with improved benefits and regular inflation adjustments. Unlicensed caregivers will be supported to become Early Childhood Educators and work in the regulated system if they choose.

As of June 2020, 68 municipal governments and governmental organizations had endorsed the \$10aDay Child Care plan, including the District of Oak Bay and City of Victoria within BC's Capital Region.

Endorsing the plan requires passing a motion at Council.

Before 2018, child care in BC received very little public funding, unlike schools and other community services.

section two

REGIONAL CONSULTATION



CONSULTATION FINDINGS

The Child Care Inventory and Action Plan Project was designed not only to determine how many spaces were available, and how many more were needed, but also how spaces could better meet the diverse needs of the families within the partner municipalities. In particular, the Union of BC Municipalities asked that each project look at how well child care spaces were meeting the needs of families who might be underserved, including:

- Families living on low incomes
- Families with children with extra support needs
- Francophone families
- Indigenous families
- Newcomer families

Families living on low incomes

Across the Capital Region, there are 9,400 children living in poverty, or one in six children. Children in lone-parent families are at the highest risk of living in poverty, with 44% of lone-parent families living in poverty.⁶

The Living Wage for Greater Victoria for 2019 dropped by \$1.04 between 2019 and 2018. Although the cost of living continued to rise, the BC government's new child care investments significantly improved affordability for families with young children. Despite this, child care fees are the second-largest expense for most young families after housing.

\$ AFFORDABLE CHILD CARE BENEFIT

Low and middle income families can receive financial assistance towards child care through the Affordable Child Care Benefit, a monthly payment to help eligible families with the cost of child care. Families need to renew their application every year.

Completing the subsidy applications can be very challenging, and often requires assistance from social service agencies.

⁶ <https://stillin5.ca/2019-child-poverty-report-card/2019-regional-factsheets/>

The subsidy amount increases with the staff qualifications required at each facility: a family will receive a higher subsidy for a child at a group child care or multi-age centre, than they will for a child at a licensed family centre, followed by registered license-not-required, and unregistered license-not-required. This assumes that the fees are lower in centres with lower qualifications, but this is often not the case.

It is easier to find a child care space in a licensed family or license-not-required centre, so low-income families are at a further disadvantage in affording child care because the subsidy is lower for the spaces which are most available.

COMMUNITY SERVICES

Non-profit community-based groups offer key support to low-income families. Of note in the partner municipalities are Saanich Neighbourhood Place and Beacon Community Services, as well as organizations like the Single Parent Resource Centre and Boys and Girls Club which serve the Capital Region as a whole. These organizations provide a range of important services such as:

- outreach and referrals,
- pre- and post-natal support,
- parent & child drop-ins,
- parenting courses,
- food security programs, and
- clothing exchanges & toy libraries.

There is an unmet demand for community-based services in some neighbourhoods which existing agencies cannot meet without physical expansion.

MCFD INVOLVED FAMILIES

Families who have been involved with the Ministry of Children and Family Development (MCFD) or a delegated Aboriginal Agency, and may have had their children removed, or are at risk of removal, may be required to access licensed child care as part of the terms of the Ministry involvement.

The requirement by MCFD for a child to attend child care does not result in priority access to any space.

Families with children with extra support needs

It is unclear how many families with children with extra support needs there are in BC or this region, though across Canada the 2006 Participation and Activity Limitation Survey found that 4.6% of children 5 to 14 years old had one or more disabilities. Learning, speech, and chronic conditions were the leading types of disabilities for children in this age group.

Families with children with extra support needs commonly reported difficulties accessing and retaining child care. With child care spaces in such high demand, child care providers are often less likely to accommodate the need for extra support. Group centres are often best equipped to meet their needs, as it is most common that they have multiple staff working at once who can assist with accommodations.

Amongst the families who answered the family survey, 9% reported having children with extra support needs. The most commonly reported extra support needs were:

79%	Behavioural / Emotional
43%	Developmental
36%	Learning / Cognitive
23%	Speech
11%	Mobility



PRINCE EDWARD ISLAND REQUIRES PUBLICLY FUNDED AND MANAGED EARLY YEARS CENTRES TO ACCEPT CHILDREN WITH EXTRA SUPPORT NEEDS. IN EVERY OTHER PROVINCE ACROSS CANADA, CHILDREN CAN LEGALLY BE TURNED AWAY.



BRITISH COLUMBIA EARLY LEARNING FRAMEWORK

The newly revised BC Early Years Framework strengthens the vision of inclusive spaces and practices for all children, including children with diverse abilities and needs. Inclusive learning and care is the principle that children of all abilities, including children with diverse abilities and needs, have equitable access to quality learning and child care and are supported in play and learning along with other children in a regular program.

One of the new 9 Early Learning Framework Principles is:

Early years spaces are inclusive.



SUPPORTED CHILD DEVELOPMENT PROGRAM

The Government of BC funds the Supported Child Development Program for children 0-12 in communities across BC, offering consultation, extra staffing supports and staff training to child care providers and early childhood educators. Within the Capital Region, this program is offered through Island Health at the Queen Alexandra Centre for Children's Health. The child care provider has to apply for this extra funding.

The program has been enormously helpful in providing support staff and training to child care providers to meet the needs of their children, but provincial funding for this program has been fixed for some time.

Children in preschools are prioritized for support staff. However, many child care centres describe themselves as preschools, but are not licensed as such, and are therefore not eligible.



CHILD CARE LICENSING REGULATION

The Child Care Licensing Regulation defines the certificate to work with children with extra support needs as “a special needs early childhood educator certificate”.

This term is no longer preferred within early learning settings, but because the term is used in legislation, it is often used by default. Inclusive early learning advocates and families are frustrated with the ongoing use of the term.

Extra support needs, or inclusive learning, help us understand that these needs are not “special”.

Francophone families

Across the Capital Region, 2% of residents are Francophone, or an estimated 845 children age 0 to 12. Francophone families are often looking for Francophone child care, which is distinct from bilingual child care where children and teachers primarily speak in English. Francophone child care is an essential foundation to the transmission of language and culture within a largely English-speaking society.

With both a Francophone child care followed by Francophone school, only 33% of Francophone children successfully retain their language and culture.

With only a Francophone school, this number drops to 18%.

- Société francophone de Victoria

We were only able to identify 74 full-time Francophone child care spaces for children below school age, 14 preschool spaces, and 100 school age care spaces. The majority of these are operated by the Société francophone de Victoria, on Francophone school district property. None of these spaces are within the six partner municipalities.

Though the BC School Act, eligible Francophone children with a Francophone school in their district, must be provided a space in the school. This same approach does not apply to Early Childhood Education, and the waitlists for the small number of Francophone day cares are very long.

Francophone child care providers struggle to find and retain Francophone Early Childhood Educators. It is not possible to take an Early Childhood Education program in French anywhere in BC.

- The Société francophone de Victoria recently had to close their preschool program because they were unable to find and retain staff.
- It is common for Francophone schools to recruit workers from Francophone child cares, and schools are able to pay a higher hourly wage.



BC EARLY CHILDHOOD EDUCATOR REGISTRY

Many Early Childhood Educators certified elsewhere in Canada come to the Capital Region along with a spouse in the military.

While the BC Early Childhood Educator Registry has linked certifications from other provinces to the BC equivalent, Quebec is not included. Despite these certification equivalencies being covered by the Federal Provincial Agreement on Internal Trade Certification Equivalencies from Province to Province, child care providers report that applying for this certification recognition is extremely slow and often unsuccessful.

The certifications of Francophone Early Childhood Educators from Quebec or France are often not easily recognized by the BC Early Childhood Educator Registry.

Indigenous families

The Esquimalt, Songhees, Tsawout (S̷ÁUTW), Tsartlip (W̷JOLÉLP), Pauquachin (BOKÉĆEN), Tseycum (W̷SÍKEM), and Malahat (MÁLEXEŁ) First Nations have lived for thousands of years in the lands now known as the Capital Region, and continue to have vibrant communities and cultures here.

The Tsawout (S̷ÁUTW), Tsartlip (W̷JOLÉLP), Pauquachin (BOKÉĆEN) and Tseycum (W̷SÍKEM) all have reserve lands within the subregion. The Songhees and Esquimalt Nations each have reserve lands nearby. As the population of families within the partner municipalities has grown, likely so too has the population of families living on these reserve lands. While the overall population of non-Indigenous people in BC grew by 5% between 2011 and 2016, the population of Indigenous people grew by 16%. The already younger populations have likely continued to grow.

Estimated numbers of children under 14 on reserves within the subregion⁷:

250	Tsartlip (W̷JOLÉLP) First Nation
210	Tsawout (S̷ÁUTW) First Nation
100	Pauquachin (BOKÉĆEN) First Nation
<u>90</u>	Tseycum (W̷SÍKEM) First Nation
650	

⁷ Statistics Canada, Aboriginal Population Profile, 2016 Census

In addition to the estimated 650 children living on reserve, living off reserve, 5% of the population across the Capital Region are Indigenous, or an estimated 2,115 children ages 0 to 12.

Despite the high numbers of Indigenous children, only two child care facilities were identified which were managed by Indigenous organizations and which explicitly incorporate Indigenous worldviews, including the XaXe STELITKEL managed by the Victoria Native Friendship Centre, and the St̓ɛ̓l̓ɛ̓m̓w̓ CHILD DEVELOPMENT CENTRE managed by the W̓S̓Á̓NEĆ School Board.



ABORIGINAL HEAD START

Aboriginal Head Start supports activities focused on early childhood learning and development for Indigenous children from birth to age six and their families. There are both urban Aboriginal Head Start programs and programs on reserve, and programming is designed and delivered by Indigenous communities to meet their unique needs and priorities. On reserve programs exist in Esquimalt, Songhees, Tsawout, Tsartlip, Pauquachin, Tseycum, and Malahat First Nations.

Program components

- Culture & language
 - Education
 - Health promotion
 - Nutrition
 - Social support
 - Parent & family involvement
-



INDIGENOUS LEARNING AND CHILD CARE FRAMEWORK

Building on their work to help Indigenous communities develop high quality, culturally grounded, spiritually enriching, community child care services based in the child's culture, language and history, the BC Aboriginal Child Care Society has been authorized by the BC First Nations Leadership Council to coordinate the implementation of the national [Indigenous Early Learning and Child Care Framework](#) in BC. They also offer training to help early childhood educators enhance the services they provide for Indigenous children and families.

IELCC Framework areas for immediate need:

Increasing access for First Nations families

Enhancing the quality of ELCC services and supports

Building capacity in the Indigenous ELCC sector



MÉTIS NATION EARLY LEARNING AND CHILD CARE FRAMEWORK

The Métis Nation and the Government of Canada entered a 10-year Métis Nation Early Learning and Child Care Accord in 2019, with the goal of implementing the Métis Nation Early Learning and Child Care (ELCC) Framework. A distinct Métis Nation ELCC Framework recognizes the importance of a distinctions-based approach in ensuring that the rights, interests and circumstances of the Métis Nation are acknowledged, affirmed and implemented.

Framework goal:

Create and enhance early learning programs and supports for Métis children and their families, anchored in Métis culture and responsive to the unique needs of Métis children and families.



BRITISH COLUMBIA EARLY LEARNING FRAMEWORK

The newly revised BC Early Years Framework strives to resist language, concepts, and pedagogies that perpetuate legacies of colonization and marginalization of Indigenous people.

Some of the ways that Indigenous worldviews have been woven into the Framework include:

- Encouraging educators to engage with local histories with respectful curiosity and a desire to contribute and share, recognizing Indigenous peoples' roles as knowledge keepers of these places.
- Recognizing the diversity and richness of Indigenous communities throughout B.C., including 203 First Nations and 34 First Nations languages.

Early child care programs within or near Indigenous communities can contribute to the cultural vitality of the program by exploring ways of honouring and learning from community Elders.

Newcomer families

Across the Capital Region, 18% of the population immigrated to Canada, and 2% immigrated within the past five years. An estimated 845 children 0 to 12 living in the Capital Region are recent immigrants.

Newcomer families may face additional challenges in accessing child care, including understanding how to find and access child care and communicating with child care providers.

Many newcomer children have experienced trauma in their journey to Canada, and few child care providers are able to provide trauma informed care. Child care providers may also demonstrate cultural bias when engaging with newcomer families and their cultures, for example, highlighting only on the newcomer's culture as different, rather than taking an opportunity to share everyone's cultural background.

The Victoria Immigrant and Refugee Centre Society has been funded through the BC Child Care New Spaces Fund to create a trauma informed child care centre.

COVID-19

In early March, as the consultation phase of this project was underway, the COVID-19 pandemic hit BC. This limited the engagement options for the remainder of the project, but will also impact child care in the short and medium term.



The Government of BC made Temporary Emergency Funding available to licensed child care providers who were already receiving Child Care Operating Funding. This funding was intended to help providers who remained open continue to support essential service workers and families in their community and help those who needed to temporarily close get back up and running when they are able.

In response to concerns about COVID-19 spreading, many child care centres closed. Others remained open, but prioritising spaces for essential workers. In May, the Government of BC released [Public Health Guidance for Child Care Settings](#) guidelines for child care centres to slow the potential spread of COVID-19.

In conversation with child care providers and families in May, as more child care providers began to re-open, the project sought to understand what the impact of COVID-19 would be in the short and medium term on child care facilities.

Here are the key points we heard:

Short-term

- Drop off and pick up times are more complicated, with some centres requiring this to happen outside the centre (minimising the numbers of adults inside).
- Practicum students have had to delay the completion of their practicums, subsequently delaying their availability to complete their certification and be available for work.
- Reallocating spaces from essential workers to those who previously held them is logistically difficult.
- Families are reluctant to send children back to child care, leaving centres operating with lower numbers which is not sustainable.
- Families with school age children are struggling to find care through the summer, as summer camp spaces are reduced.

Medium-term

- Requirements for more frequent and thorough cleaning and disinfection may result in child care centres offering shorter hours, especially Family child care centres, who have to complete cleaning tasks at the end of an already long day.
- Child care operators who were planning to close or retire in the next year are not reopening.
- Some Licensed-not-required and Family child care centres who had not been planning to close decided to do so.
- Families and child care providers worry about children who attend multiple child care centres, or go to both school and after school care, as being at higher risk.
- There is a greater demand for outdoor and nature based child care, but child care licensing regulations still require that providers maintain an indoor facility in order to be licensed.

A SIGNIFICANT IMPLICATION FOR THIS PROJECT IS THE LIKELIHOOD THAT THE NUMBER OF LICENSED CHILD CARE SPACES IS NOW SMALLER THAN THE NUMBER INVENTORIED PRIOR TO COVID-19.

section three

MUNICIPAL FINDINGS



DEMOGRAPHICS

12% OF SIDNEY HOUSEHOLDS HAVE CHILDREN UNDER 14 LIVING AT HOME.

In 2016 (the date of the last Statistics Canada Census), 700 households in Sidney reported having children under 14⁸ living at home with them.⁹

It is likely that this number is still approximately the same. Sidney experienced a small increase in population between 2011 and 2016.¹⁰ However, licensed child care is designed for children from birth to 12 years of age, so it is important to look at the population of children in these age groups. There was a decrease in the population of children under 12 between 2006 and 2016, but this trend is contradicted by a 15% growth in elementary school enrolment since 2015-16. Given these trends, we are estimating a small increase in the population of children, similar to the projected increase in the population overall. See Appendix B for more detailed population tables.

Table 3: Estimated Sidney population of children 0 to 12, 2020

	Under 1	1-2	3-5	6-10	11-12	Total
Estimated 2020	71	153	240	413	168	1,045

About the Sidney Population

Understanding more about the population helps us consider a diversity of needs in child care.

In the 2016 Statistics Canada Census Profile of Sidney¹¹:

- 22%** were immigrants, and 2% had immigrated in the last 5 years
- 10%** had a mother tongue that was not English or French
- 8%** of children (17 and under) were living on low income
- 6%** were people of colour
- 3%** were Indigenous
- 2%** were Francophone

⁸ Child care is designed for children 12 and under. However, the closest available Census data groups families with children under 14.

⁹ Statistics Canada, 2016 Census of Population, Statistics Canada Catalogue no. 98-400-X2016025.

¹⁰ Statistics Canada. 2016 Census of Population, *Sidney Census Profile*. Statistics Canada Catalogue no. 98-316-X2016001.

¹¹ Statistics Canada. 2016 Census of Population, *Sidney Census Profile*. Statistics Canada Catalogue no. 98-316-X2016001.

Not all demographic information is available at the municipal level.

In the Victoria CMA, Statistics Canada reported that in 2016:

0.3% of couples with children were LGBTQ (same-sex)¹²

Across Canada, in 2006, the Participation and Activity Limitation Survey:

4.6% of children 5 to 14 years old had one or more disabilities.¹³

How can early childhood education be better suited to reflect the needs of a diverse group of children?

Are families of children with extra support needs able to find care?

Are there Francophone centres?

Are there centres offering care in languages other than English or French?

How do child care centres support families living on low income?

Are child care providers providing culturally safe care?

Are there child care centres incorporating Indigenous worldviews?

First Nations

The Town of Sidney is situated within the traditional territory of the W̱SÁNEĆ First Nations, including Tsartlip, Tsawout, Tseycum & Pauquachin. None of these First Nations have reserve land or administration offices, within the Town of Sidney, however, their members have lived for thousands of years in the lands now known as the Saanich Peninsula.

Sidney Neighbourhoods

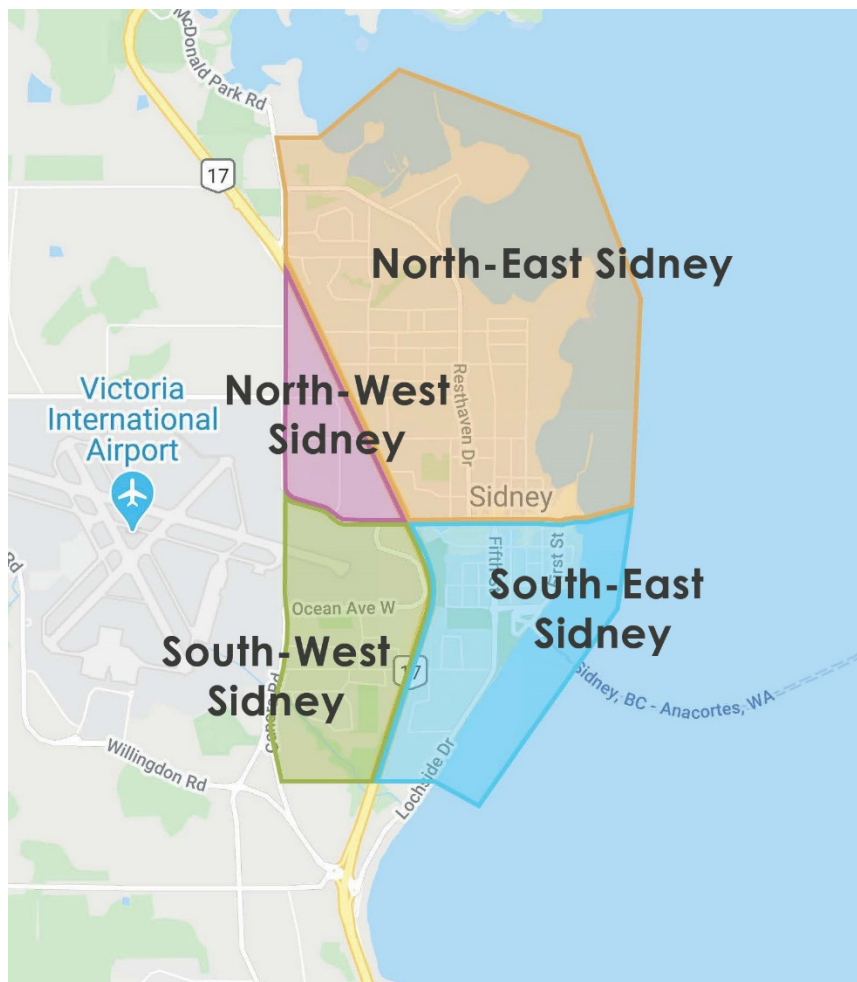
The neighbourhood with the majority of children in Sidney is North East Sidney, which is the neighbourhood with the largest concentration of children under 12 years in the municipality. Sidney Elementary is also located in this neighbourhood. As shown on Table 10 of this report (page XX) this is the neighbourhood where the vast majority (80%) of child care options are located.

¹² Statistics Canada. 2016 Census of Population, *Private households by household type, Canada and census metropolitan areas and census agglomerations*.

¹³ Statistics Canada. Participation and Activity Limitation Survey 2006, *Families of Children with Disabilities in Canada*.

Table 4: Population of children by neighbourhood		
	Number of children 0-12	Percent of municipality's children 0-12
Sidney NE	580	59%
Sidney NW	115	12%
Sidney SE	100	10%
Sidney SW	185	11%

Figure 2: Map of Sidney Neighbourhoods (Victoria Real Estate Board)



BYLAWS AND POLICIES

Sidney municipal bylaws, policies, and plans were reviewed for their potential impact on the provision of child care. Appendix C provides a more detailed summary of each document.

Official Community Plan (OCP)

It has not been the norm for child care to be included within Official Community Plans, and, as with many other such documents, there is no specific mention of child care in the Sidney OCP. Including child care within an Official Community Plan is a common recommendation following municipal-led child care research projects such as this, in order to send a message that municipal governments recognize the importance of child care. A review of the Official Community Plan is scheduled for 2020.

Bonus Density and Community Amenity

This policy establishes a framework for the calculation of Community Amenity Contributions. Section 5 allows council to accept alternate contribution of tangible amenities in lieu of cash. Child care is not listed as an example of a tangible amenity.

Parks Master Plan

The Parks Master Plan provides high level guidance for the future of the Sidney parks system. There is no mention of child care provision within parks, or acknowledgement of the importance of parks (including playgrounds, green space, and natural areas for childhood development).

Bylaw 2015: Zoning

Sidney's zoning bylaws are well designed as they pertain to home and group daycare businesses. Definitions for group and home occupation child care centres are provided, but using different terms than in the Child Care Licensing Regulation.

Regulations for home occupation daycares operating in detached residential zones do not present obstacles to their appropriate functioning. However, group child care centres are only permitted in certain zones, and of note, are not permitted in residential zones.

Bylaw 2119: Business Bylaw

This bylaw presents the requirements for obtaining and maintaining a business license within Sidney, including license fees and regulations specifically for home-based businesses. The current *Home Occupation Regulations* (section 10.14) may present some difficulty for home daycares, due to prohibitions on noise detectable from outside the premises, outdoor storage of any materials related to the business, and parking or stopping of vehicles on or about the premises.

Downtown Sidney Local Area Plan

This Local Area Plan is specific to downtown Sidney, a small, mainly commercial area characterized by small businesses and low-rise mixed use buildings. While the plan includes a policy supporting downtown Sidney as a place for children and families, adding a direct reference to the potential for child care in the downtown core in the next iteration of the plan would illustrate the town's understanding of the need for child care integrated with areas where citizens are at work.

Town of Sidney West Side Local Area Plan

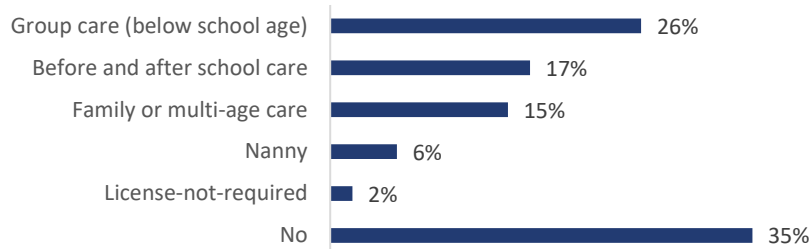
The Local Area Plan for the section of Sidney that is on the west side of Highway 17 and north of Beacon Avenue presents a comprehensive vision for the area's development over the next 2 decades. The area is currently home to about 120 households and welcomes 1,500 workers each day from around the region. Child care is specifically highlighted as a potential accessory use for the residentially-zoned land in the area, as well as being identified as one of the social-infrastructure uses that the town will encourage in the mixed-use commercial area. The plan also calls for the development of multiple children's playscapes in the area.

Recommendations to address the issues identified in this document review are included in the Action Plan.

PARENT AND FAMILY SURVEY

Of the 700 households in Sidney children under 14 living in them, 48 responded to the Parent and Family survey, a response rate of 7%.

65% OF RESPONDENTS HAD THEIR CHILDREN IN SOME PAID CHILD CARE.



59% of families with paid child care were still on the waitlist for other child care arrangements.

IT IS COMMON FOR FAMILIES TO HAVE MORE THAN ONE CHILD CARE ARRANGEMENT.

Amongst families with paid child care:

- 55% had one paid child care arrangement
- 35% had two paid child care arrangements
- 10% had three or more paid child care arrangements.

This means that families with more than one child have to pick up and drop children off at more than one care provider each day, or use multiple care providers for the same child(ren) over a one-week period because they were unable to find full time care with one provider.

THE MAJORITY OF SIDNEY FAMILIES WITH PAID CHILD CARE HAD FOUND SOME CARE ON THE PENINSULA (SIDNEY 77%, NORTH SAANICH 27%, CENTRAL SAANICH 3%).

Outside the Peninsula, the most common locations for care was Victoria (3%). Over seven in eight Sidney respondents wanted child care in their home community (76%) or near their child's elementary school (12%).

ALMOST TWO-THIRDS (61%) OF RESPONDENTS NEEDED CARE FIVE DAYS PER WEEK.

- 12% four days a week
- 6% three days a week
- 9% two days a week
- 9% varied depending on their schedule

OF THE RESPONDENT FAMILIES WHOSE CHILDREN WERE NOT IN PAID CHILD CARE, 73% WERE NOT LOOKING FOR CHILD CARE, INSTEAD HAVING:

- a parent or guardian caring for their children at home
- a friend or family member able to care for children at no cost
- were on the waitlist for child care, but didn't yet need it

ONE IN THREE (34%) OF RESPONDENTS HAD FOUND CHILD CARE WITHIN ONE MONTH OF THE TIME THEY NEEDED IT.

- 21% two to three months later
- 7% four to six months later
- 3% seven to eight months later
- 17% nine months or more
- 14% have not yet found child care
- 3% unsure / other

When they needed child care but could not get it, families reported using the following strategies:

- 72% relied on family and friends for unpaid care
- 39% delayed their return to work
- 39% worked on an adjusted schedule
- 11% hired a nanny

The top 3 recommendations by Sidney residents for the Action Plan to focus on creating were:

Child care age groups	Child care features
1. Infant toddler care	1. Affordable child care
2. Before and after school care	2. Structured early child care education and programming
3. Child care for 3 to 5 year olds	3. Child care with flexible hours

Sample of Survey Comments

Special needs care for before and after school - and care for those older than 12. Their needs become greater as they age. Disabilities don't disappear when they turn 12 - in fact they become more complex - so care is even more important over 12.

I think creating more spots in all age groups should be priority. I don't think it matters if it is group facilities or at home childcare. There just needs to be more spaces.

Prior to my first child I had been working at my job for 5 years. Due to not being able to find childcare I had to leave that position. Now upon returning to work with both children needing care I have again been put in a situation where we are unable to find care and I can not return to job I had. There is a serious need for licensed care for children under three. Thankfully I am a nurse and can work casual hours around my husband's work, otherwise I don't know how we could live here.

More licensed places in Sidney. We had a terrible experience with unlicensed provider with my first child and will not put our children in an unlicensed care ever again.

Longer operating hours to accommodate those who live on the peninsula but commute to work in Victoria. Take a look at the daycare operating hours in Sidney for example where most open at 8:00 am and close at 4:30 pm. With a 30-minute commute each way, this doesn't work for most working parents. We have had to move our child to a care centre of much less quality in Victoria so we could return to work. Provide incentives to privately run centres and/or open government-run child care centres to expand operating hours.

Survey Respondent Demographics

Survey participants were not representative of the Sidney population in two key areas.

Respondents were more likely to be married or common law than the population.

Table 5: Respondent family structure demographics

	Survey respondents	Sidney Census Families ¹⁴
Married/common law	98%	77%
Single parent	2%	24%

Respondents had higher income than the overall Sidney population.

Table 6: Respondent income demographics

	Survey respondents	Sidney ¹⁵ households
Less than \$20,000	0%	8%
\$20,000-\$50,000	2%	30%
\$50,000 - \$75,000	13%	22%
\$75,000 - \$100,000	29%	15%
More than \$100,000	52%	26%

Other Respondent Demographics:

- 17% had children with extra support needs
- 4% of considered themselves to be part of the LGBTQ+ community
- 4% identified as Indigenous
- 4% had immigrated to Canada
- 2% identified as persons of colour
- 2% had children who spoke English as an additional language

¹⁴ Town of Sidney Census

¹⁵ Town of Sidney Census Dissemination Area. Statistics Canada (2017). *Catalogue No. 98-316-X2016001 Profiles of a community or region*. Census Profile, 2016 Census. Retrieved from: <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/index.cfm?Lang=E>

CHILD CARE SPACES

Space Inventory

An inventory of child care spaces was conducted using Ministry of Children and Family Development and Island Health licensing records, and validated through a survey of local child care providers.

Child Care Space Utilization

In most Group and Multi-Age centres, the number of permitted spaces and numbers of children enrolled is usually the same – most spaces are full all the time. There might be a briefly unfilled space occasionally while a centre waits for a child to transition from an Infant Toddler to a Three to Five room, or holds a space briefly for a sibling to join a centre.

However, this is often not the case in licensed Family Child Care Centres. In these licensed spaces, there is typically only one staff person working alone with up to seven children. Our child care provider survey confirmed anecdotal and historical child care utilization reports that licensed family child care providers have an average of 4 children in their care at any one time, despite being licensed for 7. The Ministry of Children and Family Development used to publicly report on child care utilization (the number of licensed spaces which are used) but no longer does, and historical public reports did not distinguish between types of licensed spaces. The implication of care providers taking fewer children than they are licensed to do so is not that we should encourage care providers to enroll the full 7 children. Care providers with smaller numbers have determined that this is the appropriate number which they are able to provide good and safe care for, given their own capacity and the ages and developmental needs of the children in their care.

After factoring in utilization, we estimate that there are count of available licensed spaces is 250, assuming that the Family Licensed Child Care Centres have an average of 4 children per centre enrolled.

Table 7: Sidney licensed spaces, adjusted for utilization

	Group Infant Toddler	Group 30 months to school age	Group School Age	Multi Age	Licensed Family	Total
Inventory	32	95	95	8	20	250

Estimating Child Care Needs

Across Sidney, 250 full-time licensed child care spaces were identified. These spaces met just under half (42%) of the estimated demand for child care, once the following factors were considered:

- How many children 0 to 12 are estimated to live in each municipality as of 2020?
- How many of these children do national studies suggest families want paid child care for?

Table 8: Percent of children whose families use paid care in Canada						
Age	Under 1	1 to 2	3 to 5	6 to 10	11 to 12	0 to 12
Percent needing care	13%	56%	69%	55%	33%	58%

Other families might have children cared for by a parent, other family member, or friend, or use a nanny.

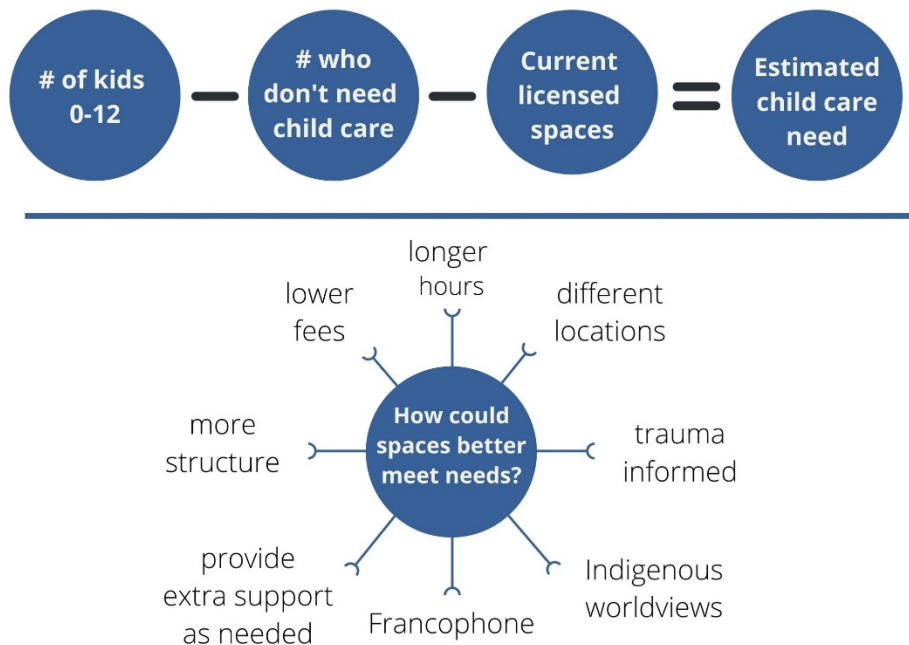


Figure 3: Approach to determining child care needs

Preferred care location

Additionally, some parents living in Sidney, but working in other parts of the Capital Regional District prefer child care closer to their work. Of the families who answered the Parent and Family Survey, 23% reported that if, given a choice, they wanted child care closer to their work rather than their home or their child’s school. We have therefore estimated that 23% of Sidney families with children under 5 are looking for care elsewhere in

the Capital Region. Parents of children 6 and up wanting before and after school care want care in Sidney, close to the school.

Table 9: Sidney Child Care Needs

	Infant Toddler	Three to Five*	School Age	Total
Estimated 2020 population of children 0-12	224	240	581	1,045
Estimated children needing space	73	128	282	483
Licensed spaces ¹⁶	39	116 (151 with preschool)	95	250 (285)
Percent of need met	53%	90%	34%	52%
Spaces needed to meet 100% of estimated need	34	12	187	233
New spaces underway	0	0	40	40

If the estimated need for child care within Sidney was to be fully met, given the estimated 2020 population, it would require the creation of 233 spaces, though 40 of those are underway. As the population will continue to grow, the estimated need will increase over time.

THE GREATEST NUMBER OF SPACES NEEDED ARE FOR SCHOOL AGE, FOLLOWED BY INFANT TODDLER, AND FINALLY THREE TO FIVE.

Child care by neighbourhood

The majority of child care spaces are located in the neighbourhood where the majority of children 12 and under live, which is also the neighbourhood with the elementary school. However, there are no licensed child care spaces in Sidney North West.

Table 10: Neighbourhood population of children 0 to 12 to percent of licensed spaces

	Percent of municipality's children 0-12	Percent of licensed child care spaces
Sidney NE	59%	85%
Sidney NW	12%	0%
Sidney SE	10%	5%
Sidney SW	11%	10%

¹⁶ Assumes that Family Child Care includes 1 infant toddler spot and Multi-Age Child Care includes 2 infant toddler spots.

There is out of school care at Sidney Elementary.

Table 11: Presence of out of school care at or near Sidney Elementary

Elementary School	Out of School Care
Sidney Elementary	Percy's Clubhouse The Playhouse - OSC

* Panorama Rec Out of School Care provides transportation from Sidney Elementary to Greenglade Community Centre.

OTHER COMMUNITY RESOURCES

Local governments commonly offer resources which may reduce or help to meet the need for licensed child care, such as drop-off short-term programs for young children, after school programs, pro-D day camps, and spring break and summer camps. Understanding what other resources are available helps to provide a full picture of the needs for child care. Appendix E provides a more detailed summary of the types of community resource programs identified in Sidney?, and in the nearby peninsula municipalities, which are all advertised in the Panorama Recreation Guide.

Child Minding

Greenglade Community Centre in Sidney and Panorama Recreation in North Saanich offer child minding for children up to 5 years old as long as the parent, guardian or caregiver stays on the premises. The program runs Monday to Friday mornings.

WHILE CHILD MINDING IS LIKELY HIGHLY VALUED BY PARENTS, AN INCREASE IN SERVICE HOURS WILL NOT HELP MOST PARENTS EVEN LOOKING FOR PART TIME CHILDCARE.

Early Years Programs

Community Early Years programs play an important role for families with young children, offering support with parenting, early learning, and programming with parents/caregivers and children together to strengthen their relationship. Such programs also commonly provide early childhood intervention, promotion of health and child development,

emotional wellness and literacy, and can include family support elements such as food security.

Most recreational programs for preschool age children are designed for parent participation. However, there are programs offered which allow for parents to drop off children for two to three hours, which may alleviate the need for child care on those days. This time is insufficient to work even a part time shift, but would allow for a parent or guardian to complete some school work or for a self-employed person to complete a small amount of work (depending on their occupation). Courses are also offered for a limited number of weeks (usually between 6 to 10) and subsequent offerings require separate registration, and may not be available at the same time, or have gaps between offerings.

The Early Years programs, as they are so short, provide very limited alternatives to child care because they are so short, only once or twice per week, and require regular re-registration. These programs do not meet the need for child care, but do provide invaluable supports for children and families.

WHILE THE EARLY YEARS PROGRAMS ARE HIGHLY VALUED BY PARENTS, AN INCREASE IN THESE PROGRAMS WILL NOT HELP MOST PARENTS EVEN LOOKING FOR PART TIME CHILDCARE.

School Age Programs – After School Care

Recreational and community centres may also offer programs which help to meet the need for after school care, especially for older students who are able to walk unsupervised from school to the program, likely at the youngest 10 years of age. These programs need to begin relatively soon after the end of the school day (2:50 pm) to meet this need. Note that these programs are distinct from the licensed Panorama Recreation Out of School Care program based out of Greenglade Community Centre and the Central Saanich Cultural Centre, with transportation from Brentwood, Keating, KELSEY and Deep Cove elementary schools.

In Sidney, there is one elementary school: Sidney Elementary. However, the community programming available after school for 10-12 year olds in Sidney is at the Greenglade Community Centre, which is a half hour walk from Sidney elementary. As a result, no community programming was identified which could be used by parents of 10-12 year olds as an alternate to a formal after school care program.

AN INCREASE IN SCHOOL AGE PROGRAMS BEGINNING SHORTLY AFTER SCHOOL MIGHT ASSIST PARENTS OF OLDER CHILDREN (10-12) TO EXTEND THEIR WORKDAY SLIGHTLY, IN THE ABSENCE OF BEING ABLE TO FIND AFTER SCHOOL CARE.

School Age Programs – Pro D Days

During the school year, there are typically 6 non-instructional days when schools are closed but parents may still be working or otherwise unavailable to care for their children. While older children (typically 10+) may be able to stay home alone, parents or guardians of younger children may need care for these days. Municipal recreation and community centres often offer Pro-D day camps to help meet this need.

Across Central Saanich, North Saanich, and Sidney, three Pro-D camps were identified on each Pro-D day.

PARENTS OF SCHOOL AGE CHILDREN EXPRESSED AN INTEREST IN AN INCREASE IN PRO-D CAMPS, THOUGH SPACE TO OPERATE THEM MAY BE AN ISSUE.

School Age Programs – Spring Break Camps

Within BC, most School Districts close for two weeks during spring break. Parents may take family holidays for some of that time, but others may be looking for short term child care. Municipal recreation and community centres often offer spring break camps to help meet this need.

Across Central Saanich, North Saanich, and Sidney, six full-day spring break camps were identified. A similar range of programming is available in the summer months, when parents and guardians are also often looking for care.

WHILE IT IS ALWAYS AN OPTION FOR MUNICIPAL RECREATION PROGRAMS TO INCREASE THE OFFERINGS OF CAMPS, THESE TYPICALLY ARE RESPONSIVE TO DEMAND. IF CAMPS WERE FULLY BOOKED WITH LONG WAITLISTS, RECREATION PROGRAMS TEND TO INCREASE OFFERINGS, SUBJECT TO SPACE AND CAPACITY.

NEW CHILD CARE SPACES PLANNED

Prior to the start of this project, there were plans underway across the partner municipalities to create new child care spaces. School District 63 is creating 40 new spaces at Sidney Elementary for September 2020.



section four

ACTION PLAN

ACTION PLAN

Bylaws and Policies

This section includes a range of bylaw and policy options supporting the creation of child care spaces that Sidney could consider.

Recommended Action	Proposed Timeline
<p>1. Consider including child care as an issue in the next revision of the Official Community Plan, and any future Local Area Plans.</p>	2020-2021
<p>2. Consider revising the Zoning Bylaw 2015 definitions for Daycare and Child Care Facility with the requirements of the Child Care Licensing Regulation in mind. Potential wording could include:</p> <ul style="list-style-type: none"> • Child Care Facility: A licensed group child care facility in a community setting where eight or more children under the age of thirteen, consistent with the Child Care Licensing Regulation for Group Child Care and Multi-Age Child Care Centres. • In-home licensed child care: The use of a licensed space in a dwelling unit or in an accessory building to the dwelling unit for the care of children under the age of thirteen, consistent with the Child Care Licensing Regulation for Family Licensed or In-Home Multi-Age Centre. 	2021
<p>3. Investigate options and community support for amending Zoning Bylaw 2015 to allow licensed group child care centres as a permitted land use in residential and neighbourhood commercial zones. This could include conditions such as minimum lot size and sufficient off-street parking.</p>	2021
<p>4. Consider amending Section 5.1 of Policy DV-013 Bonus Density & Community Amenity Contribution by adding child care facilities to the list of tangible amenities Council may accept as an alternate to a cash contribution.</p>	2021

Recommended Action	Proposed Timeline
5. Consider including a reference to the intersection of early childhood education with natural spaces in the next update of the Parks Master plan.	2028

Partnership Development

Recommended Action	Proposed Timeline
6. Share child care inventory findings with: <ul style="list-style-type: none"> • Advisory Planning Commission • Economic Advisory Committee • Official Community Plan Advisory Committee 	2020
7. Consider sending a staff person to attend the Saanich Peninsula Early Years Group community table, and work with the group to support organizations and individuals seeking to create child care facilities and to assist them in fast tracking their application and overcoming any barriers. <ul style="list-style-type: none"> • Work with SD63 to continue to expand child care facilities on school district property. • Work with CRD Housing and BC Housing to explore options to incorporate child care facilities into family social housing developments. • Work with faith groups to explore options to incorporate child care facilities into their facilities. • Work with Independent schools to explore options to incorporate or expand child care facilities into their facilities. • Work with local First Nations to explore options to expand child care facilities on reserve. 	2020

8. Consider adopting a Child Care Partnership Guideline which acknowledges that child care is an essential service in the community for residents, employers and employees, and directs staff to: 2021
- Designate one staff person per municipality (ideally in Planning or Community Services) to be the lead contact for organizations seeking to create or expand child care spaces within the municipality.
 - Partner with community groups, businesses and individuals to support the creation a range of quality, accessible and affordable child care including facilities, spaces, programming, equipment and support resources.
9. Work with the Child Care Resource Referral Centre to promote the Prime Minister's Awards for Excellence in Early Childhood Education. Partner with the Peninsula and Greater Victoria Chambers of Commerce to provide a small gift package to all nominees with gift cards for local businesses and recreation passes and publish all the names of the nominees. 2021
10. Write a letter of support for the creation of a local Workforce Development Program funded through WorkBC and delivered in partnership by the local WorkBC office and Camosun College to support people to receive basic training for Early Childhood Education (certifying as an Early Childhood Education Assistant) and either working in child care facilities or starting their own licensed child care centres. The program could include an emphasis on encouraging Indigenous people, newcomers, Francophones, and people with disabilities to enter child care as a career. 2021

New Space Creation

This section includes six actions which are expected to directly increase the number of child care spaces. The Government of BC has two funding sources to support the creation of new spaces.

Recommended Action	Proposed Timeline
<p>11. Consider options to build new child care facilities on municipally-owned land. Municipalities may have parcels of land where a child care facility could be sited, or have the opportunity to incorporate a child care facility into an existing or planned building. The Child Care BC New Spaces Fund would support building a standalone building for a child care centre. The municipality would not need to operate any child care facility on their land, though this is an option.</p>	2022

Advocacy

A number of other community child care action plans completed prior to this round of funding through the Union of BC Municipalities include sections on advocacy. During the consultation, we heard consistently about issues which cannot be addressed by the municipal governments, but require action from other orders of government.

GOVERNMENT OF BC

- 12.** Pass a motion endorsing the \$10aDay Child Care Plan, as the District of Oak Bay and City of Victoria have. (see p. 20)

SCHOOL DISTRICTS

- 13.** Write a letter to SD 63 and 61, copying the Minister of Education, encouraging the school districts to continue to develop child care on school district land, including completing an inventory of land where there are not active school sites to determine if child care could be sited there.

CAPITAL REGIONAL DISTRICT

14. Submit a joint motion to the Capital Regional District Board, supporting the endorsement of the \$10aDay Child Care Plan.

MINISTRY OF ADVANCED EDUCATION, SKILLS AND TRAINING

15. Write a letter to the Ministry of Advanced Education, Skills and Training, supporting:
 - the creation of a bridging program for Early Childhood Educators trained outside of BC (both internationally and within Canada) to fast track their certification within BC;
 - the publishing of an annual transfer guide for Early Childhood Educators to simplify the provision of transfer credit between BC Early Childhood training providers, including both public and private institutions;
 - the continued funding of the development of new early childhood educator training programs which provide this education more accessibly to students, through programs such as part-time, workforce integrated learning, distance learning, and intensive programs;
 - the continued funding of the development and delivery of cohort training to increase the numbers of Indigenous Early Childhood Educators; and,
 - an increase in staff resources for the BC Early Childhood Registry. The Government of BC could improve the processing times for Early Childhood Educators trained in other parts of Canada to become certified in BC by increasing staff resources for the registry. The delay in processing times is discouraging ECEs who move to BC to recertify here.

MINISTRY OF AGRICULTURE

16. Write a letter to the Ministry of Agriculture, copying the Ministry of Education, asking them to clarify with the Agricultural Land Commission that child care centres can be seen as an extension of school use for schools sited in the Agricultural Land Reserve.

MINISTRY OF CHILDREN AND FAMILY DEVELOPMENT

- 17.** Write a letter to the Ministry of Children and Family Development advocating for:
- a significant increase to base operational subsidies for child care facilities, in order to make wage increases and improved working conditions possible for early childhood educators. In particular, the Province should explore options to increase operational subsidy for care for children under 30 months, where ratios and training make it very difficult to break even;
 - the implementation of a competitive, publicly funded Early Childhood Education Provincial Wage Grid, as proposed by the Early Childhood Educators of BC and the Coalition of Child Care Advocates; and,
 - an increase in funding for the Supported Child Development Program, in recognition of the increased need of children with extra support needs.
- 18.** Write a letter encouraging the Ministry of Children and Family Development Child Care Capital Program to make it easier for organizations seeking to apply for Child Care New Spaces Funds by publicly sharing designs of child care facilities incorporated into various settings, such as modular buildings and child care incorporated into office spaces.
- 19.** Write a letter to the Ministry of Children and Family Development, copying the BC Early Childhood Registry, encouraging them to improve the numbers of people who progress from their Early Childhood Education Assistant certificate to becoming Early Childhood Educators by creating a time limit on the numbers of years an individual can be certified as an Early Childhood Education Assistant.
- 20.** Write a letter to the Ministry of Children and Family Development, supporting a revision to the BC Child Care Regulations, including:
- implementing the Child Care Resource and Referral Centre proposal that registered license-not-required facilities be allowed to care for 3 children or a sibling group, in order to provide a stronger incentive for facilities to register, thereby creating greater oversight and support for child care providers; and,

- updating the language in the Child Care Licensing Regulations to describe children with extra support needs, and in the interim, work with the Early Childhood Educator Registry and Early Childhood Education training providers to update the terms used in their certificate programs, removing the term “special needs”.

MINISTRY OF CITIZEN'S SERVICES

21. Write a letter to the Ministry of Citizen's Services, encouraging the Government of BC to lead by example and incorporate child care facilities into as many of their publicly owned buildings as possible.

MINISTRY OF HEALTH

22. Write a letter to the Ministry of Health, encouraging the creation of a pilot for licensed outdoor based child care programs.
23. Write a letter to the Ministry of Health, copying Island Health and the Ministry of Children and Family Development, asking them to:
 - publish an annual report for each regional district across BC, with the ratio of licensed child care spaces to numbers of children 0-12; and,
 - resolve the data discrepancies between the BC Child Care Map maintained by the Ministry of Children and Family Development and the inventory of licensed child care spaces maintained by the Health Authorities.

SOUTH ISLAND PROSPERITY PARTNERSHIP

24. Present child care inventory and action plan findings to the South Island Prosperity Partnership, and ask them to consider including an annual indicator on the ratio of licensed child care spaces per child 0 to 12 years old, using data from Island Health Child Care Licensing.

UNION OF BC MUNICIPALITIES

25. Submit a resolution to the Union of BC Municipalities stating that:

Whereas affordable, quality childcare provides the foundation for life-long success, and benefits to society overall, and childcare is important for the economy and quality of life for British Columbians;

And whereas one of the greatest barriers to increasing child care spaces is the lack of qualified Early Childhood Educators;

Therefore be it resolved that UBCM support the Early Childhood Educators of BC and the Coalition of Child Care Advocates proposal to implement a competitive, publicly funded Early Childhood Education Provincial Wage Grid, made possible by a significant increase in operational subsidies for child care facilities, as a step towards their plan for a universal child care system.

26. Submit a resolution to the Union of BC Municipalities stating that:

Whereas the Supported Child Development community-based program funded by the Ministry of Children and Development provides extremely valuable assistance for families of children with extra support needs to access inclusive child care;

And whereas the funding for this program is inadequate to meet family needs, resulting in years-long waitlists;

Therefore be it resolved that UBCM lobby the provincial government to increase the Supported Child Development funding.

CONCLUSION

The Child Care Action Plan provides the partner municipalities with the opportunity to be strategic in the development of new child care spaces, which are in great demand.