



ADMINISTRATIVE REPORT

Report Date: February 3, 2011
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Meeting Date: February 17, 2011

TO: Standing Committee on City Services and Budgets
FROM: Managing Director of Social Development
SUBJECT: Approval of 2011 Child Care Grants: Civic Child Care Grants Program, Child Care Capital, and Child Care Reserve Fund Allocations

RECOMMENDATION

Civic Child Care Grants Program

- A. THAT Council approve a grant of \$114,791 to Vancouver Society of Children's Centres (VSOCC) for the administration of City owned child care facilities and a grant for \$233,278 to the Westcoast Child Care Resource Centre for city wide support services, totaling \$348,069. Source of funds: 2011 Civic Child Care Grants, 2011 Operating Budget.

Child Care Capital

- B. THAT Council approve a one time grant of up to \$172,500 to Developmental Disabilities Association (DDA) for furnishings, equipment and supplies for the Creekside Child Care Centre, subject to a detailed and costed budget approved by the Assistant Director of Social Infrastructure and subject to entering into the lease agreement contemplated in the Vancouver Park Board report in Appendix B. Source of funding is the 2011 Child Care Capital Budget.

Child Care Reserve

- C. THAT Council authorize payment of up to \$478,995 to 14 programs as an operating subsidy for 276 infant/toddler spaces, to be allocated as outlined in Appendix A, for the period from January 1, 2011 - December 31, 2011. Source of funds: Child Care Reserve.
- D. THAT Council authorize payment of up to \$69,000 to Vancouver Society of Children's Centres as a Start-up Grant for 69 spaces operating at the Sea Star Children's Centre, for the period January 1- December 31, 2011. Source of funds: Child Care Reserve.
- E. THAT Council approve a Start-up Grant of up to \$138,000 over 24 months, prorated to \$69,000 in 2011, to the Developmental Disabilities Association subject to a detailed and costed budget approved by the Assistant Director of Social Infrastructure and subject to entering into a lease agreement contemplated in the Vancouver Park Board report in Appendix B. Source of funding is the Child Care Reserve.

F. THAT no legal rights or obligations be created or arise by Council’s adoption of Recommendations B and E until the lease is fully signed.

Recommendations A, B, C, D and E authorize grants and so require eight affirmative votes.

GENERAL MANAGER'S COMMENTS

The General Manager of Community Services RECOMMENDS approval of the foregoing recommendations.

COUNCIL POLICY

Council established the annual Civic Child Care Grants Program on October 23, 1990, as part of the 1990 Civic Child Care Strategy.

In May 1991, Council approved the creation of the Child Care Endowment Reserve (referred to in this report as the Child Care Reserve). In November 1994, Council instructed that Child Care Reserve monies were to be applied to City childcare facilities resulting from rezoning negotiations in projects in new or emerging high-density developments/neighbourhoods to help with start up costs and ongoing operating costs for infant and toddler programs.

On December 15, 1994, Council approved a report outlining the goals, objectives and scope of operations for the Vancouver Society of Children’s Centres (VSOCC).

On April 7, 2009, Council instructed staff to undertake a review of the Child Care Reserve.

In September 2006, the Olympic Village rezoning for Southeast False Creek included a requirement for a 69-space child care.

Approval of grant recommendations requires eight affirmative votes.

PURPOSE

The purpose of the report is to seek Council’s approval of the following child care grants from three funding streams (as outlined in Table I below):

Table I - Summary of Recommended Grants

Grant	Funding Source	Amount	Recipient
Civic Child Care Grants: Administration and Support	2011 Child Care Budget	\$348,069	Westcoast Childcare Resource Centre & Vancouver Society of Children’s Centres
Child Care Capital: Equipment, Furnishings, Supplies	2011 Child Care Capital Budget	Up to \$172,500	Developmental Disabilities Association (DDA)
Child Care Reserve: Infant Toddler Subsidies	Child Care Reserve	\$478,995	14 non profit child care facilities and 276 Infant/Toddler spaces
Child Care Reserve: Start Up Grants	Child Care Reserve	<ul style="list-style-type: none"> · First time approval of up to \$138,000 for DDA to be pro-rated over 24 months · Second installment of \$69,000 to VSOCC for Sea Star 	DDA & VSOCC

BACKGROUND

i. Child Care Space Metrics

a. Number of Child Care Spaces

On April 7, 2009, Council passed a motion renewing its commitment to a 5% growth benchmark in child care spaces and the reinstatement of the Joint Child Care Council (JCCC). Based on the 6000 licensed group spaces which were operating in 2009 (does not include preschool or family child care), the Joint Child Care Council set a target of adding a further 300 new licensed group child care spaces by the end of 2011. To date 409 spaces have been delivered through occupancy permit. This success is in large part due to the enhanced collaboration, engagement and creativity of Community Services Group staff with colleagues at the Park Board, the Vancouver Board of Education, and Vancouver Coastal Health Authority over the last two years.

The chart below reflects the total number of spaces delivered by occupancy permit as of December 2010, including Creekside Child Care Centre.

Table II - Total number of spaces delivered by occupancy permit as of December 2010

Benchmark: 2009 Spaces 5% of 6000	2010 Spaces Delivered by Occupancy Permit	2011 Spaces Under Development
300	409	505

Note: Child care spaces counted by the JCC in the above table reflect only licensed group child care that supports working families (e.g., infant, toddler, 3 to 5 and before and after school care), and do not include part time care such as preschool and child minding.

b. Child Care Spaces Supported by Civic Grants

There were a total of 10,306 licensed group and family child care spaces in Vancouver in 2009 (most recent data, including pre school and child minding - areas not counted by the JCC in table II above). The City provided partial support to approximately 20% of all child care spaces in Vancouver, as 2117 child care spaces received one-time only and operating grant funding as described below. Civic child care grants only support non-profit child care providers, as defined by the Charter.

- Number of Child Care Spaces Supported through "One Time" Grants - Child Care Capital & Child Care Reserve 'Start-Up'**

Between 2008 and 2010 Council has contributed \$402,221 in one time funding including Capital and Start Up funding supporting 470 spaces. Funding is dependant on timing of development, needs and capital demands.

Table III - One Time Grants (Capital, Program Development, and Child Care Reserve Start-Up)

	2008		2009		2010	
	Investment	Spaces	Investment	Spaces	Investment	Spaces
Total	\$147,776	130	\$122,445	206	\$132,000	134

- **Number of Child Care Spaces Supported through Annual Operating Grants**

The City supports the ongoing operating of child care spaces through the Civic Child Care and Child Care Reserve grants. These grants help support the full range of early childhood care, including infant/toddler, 3 to 5, before and after school care, child minding & preschool. City grants are directed to spaces serving vulnerable children, and subsidize high costs of infant/toddler care. Parents continue to cover the majority of the actual fees.

Table IV reflects the numbers of child care spaces supported through operating grants since 2008. Included in the calculation are Civic Child Care Program grants (Enhancement Grants & VSOCC grant), and Child Care Reserve Infant/Toddler Subsidies.

Table IV - Total Operating Grants and Corresponding Child Care Spaces

	2008		2009		2010	
	Investment	Spaces	Investment	Spaces	Investment	Spaces
Total	\$1,104,564	1712	\$1,156,962	1911	\$1,265,292	1983

Note: 2011 spaces and investments will be included once grant allocations for Enhancement Grants are made. A Council report on Enhancement Grant recommendations will be presented in 2011.

ii. Child Care Grants Recommended in This Report

Child Care Grants support the viability, accessibility and quality of existing child care services, assist child care initiatives in high need areas, encourage efficient administrative services and leverage other funding sources. The child care grants are included as part of a comprehensive review of all 13 social grant programs currently underway. Staff will report to Council on the outcomes of this review in 2011.

iii. Child Care Reserve Review

In April 2009, Council instructed staff to review the Child Care Reserve. This review is under completion and will be included in a larger report back to Council on child care in the spring of 2011. Future contributions from the reserve will be contingent upon the results of the Review.

iv. Recommended Grants to Developmental Disabilities Association (DDA)

DDA was appointed as operator of the Creekside Child Development Facility on December 13, 2010 based on a Request for Expression of Interest process managed by Supply Management. The Park Board authorized staff to enter into a lease agreement of five-years, with the opportunity to renew (See Appendix B).

Creekside Child Care has 69 spaces, including 12 infant, 12 toddler, 25 3-5 year olds and 20 preschool spaces.

Staff recommend three grants to DDA: A Start-up Grant from the Child Care Reserve; a grant for equipment and furnishing costs sourced from the 2011 Child Care Capital Budget; and a grant from the Child Care Reserve for the infant/toddler subsidy, pro rated in 2011. While these grants are typically the result of a developer contribution through a rezoning negotiation, in the case of a child care constructed within a civic facility, and where developer contributions are not available, the City has made contributions from the Child Care Reserve (e.g. #1 Kingsway).

DISCUSSION

The following child care grants are recommended:

1) Civic Child Care Grants: City Wide Child Care Support and Administration - \$348,069 (Recommendation A)

Staff recommend the following annual operating grants to West Coast Child Care Resources and the Vancouver Society of Children's Centres (VSOCC) as described below.

a) Child Care Support Services: Westcoast Child Care Resource Centre - \$233,278

Staff recommend a \$233,278 grant to support City-wide early learning and care, information, training and referral services offered by Westcoast. The grant will contribute to salaries for staff positions to provide:

- information and referral services to Vancouver families;
- a child care/child development library and a mobile lending library;
- over 120 child care training and workshops for Vancouver based early childhood educators and practitioners;
- an advisor providing guidance to organizations developing new centres;
- operate a job board to help match service needs with employment opportunities; and
- service in 14 languages.

b) City-owned Child Care Administration: VSOCC - \$114,791

Staff recommend a grant of \$114,791 to support VSOCC's administration and day-to-day management of City-owned child care facilities in high density developments in the downtown core.

The grant contributes a portion of costs towards six staff positions that support:

- 554 licensed spaces in 11 sites in the Downtown core;
- family place programs in seven locations serving 200 families/300 children;
- the design of new facilities; and
- a total staff of 129 FTE's who speak a total of 28 languages to meet the range of diverse family needs.

Table V: Total 2011 recommendations for Child Care Support and Administration Grants

Organization	Description	Amount
Westcoast Child Care Resource Centre	Grant to support City-wide early learning and care, information, training and referral services	\$233,278
Vancouver Society of Children's Centres	Grant to support administration and management of City-owned child care facilities in high density developments in the downtown core.	\$114,791
TOTAL		\$348,069

2) One Time Grant to DDA - Child Care Capital Budget - \$172,500 (Recommendation B)

Staff recommend a one time grant of up to \$172,500 to DDA, calculated and based on eligible expenditures up to \$2,500 for each of the 69 spaces at Creekside to prepare for the opening of the centre and to assist DDA in meeting Provincial licensing requirements. Items include furnishings (cribs, tables, chairs), equipment (toys, mats, office equipment) and supplies (blankets, bottles).

3) Child Care Reserve Funding Allocations - \$616,995 (Recommendations C, D, and E)

The Child Care Reserve was created in 1991 to help sustain child care facilities created as a result of rezoning negotiations or City-initiated projects, and located in high-density neighbourhoods. There are two funding streams available to non-profit organizations offering licensed group infant/toddler care.

- Infant/Toddler Subsidies offset the higher cost of operating these spaces due to higher staff-to-child ratios.
- Start-up funding is provided to offset start-up costs associated with opening a new facility. Start-up Grants are provided for a program's first 24 months of operation, with up to \$2,000 per space.

Start-up Grants cover costs associated with:

- Assisting with project development
- Supporting gradual enrolment (where children are transitioned in small groups)
- Developing management infrastructure such as policies and practice guidelines
- Program development, staff hiring and orientation.

As of December 31, 2010, the balance of the Reserve is approximately \$8.85M.

Following a review of the Child Care Reserve, and in concert with Social Policy's overall Grant Review project, staff will make recommendations to Council regarding the reserve in 2011. Future funding sources subsequent to 2011 for the ongoing infant/toddler subsidies and start-up grants will be determined pending the results of the review.

(a) Infant Toddler Subsidies - \$478,995

Appendix A identifies 14 programs that are recommended for a total of \$478,995 in Infant/Toddler Subsidies in order to sustain 276 infant/toddler spaces at \$1,650 per space.

(b) Start-up Grants - \$207,000

Recommendation D proposes a \$69,000 Start-up Grant to VSOCC for 2011. A total Start Up grant of \$138,000 was approved for Sea Star in 2009 (RTS 7750), which is pro-rated over 24 months. In 2010, a grant payment of \$34,500 for start-up costs was approved. The recommended amount of \$69,000 is for the second of three installments, and will cover start-up costs for 12 months in 2011.

Recommendation E recommends a Start-Up Grant of up to \$138,000 over 24 months to DDA calculated and based on expenditures of up to \$2,000 for each of the 69 spaces to facilitate the start up of operations at this centre.

Table VI - Summary of Start-up Grants Recommended

Program	# of child care spaces	First approved	Total Commitment (over 24 months)	Approved 2010	Proposed 2011	Remaining
VSOCC - Sea Star	69	2009 RTS 7750	138,000	34,500	69,000	34,500
DDA - Creekside	69	Dec 2010 Park Board	138,000	0	69,000	69,000
Total			\$276,000		\$138,000	\$103,500

FINANCIAL IMPLICATIONS

1. 2011 Child Care Grants

The 2011 budget for Civic Child Care Grants is \$1,160,200. This report recommends:

- an administration grant of \$114,791 for City-owned Child Care Facilities to the Vancouver Society of Children's Centres, and
- \$233,278 for a City-wide Support Services grant for Westcoast Child Care Resource Centre

This leaves \$812,131 remaining in the 2011 Child Care Grants Budget, which will be reported on later this year.

2. Child Care Reserve Allocations

Infant/Toddler Subsidies: \$478,995 is recommended from the Child Care Reserve to support the ongoing operation and viability of infant/toddler programs in city-interest facilities, as set out in Appendix A.

Start Up Grants : This report recommends a grant instalment of up to \$69,000 to VSOCC towards the start of operations for Sea Star Child Care Centre. The report also recommends a Start Up Grant of up to \$138,000 to Creekside Child Care Facility over 24 months, which equals \$69,000 pro-rated for 2011 as described in Table VI above.

As of January 26, 2011 the balance of the Child Care Reserve is \$8,854,424. Upon approval of Recommendations C, D and E, a balance of \$8,237,429 will remain in the reserve after the 2011 disbursements.

3. Child Care Capital Budget

The 2011 Child Care Capital Budget includes \$450,000 for school-community partnerships with the Vancouver Board of Education (VBE) for opportunities to secure additional child care spaces within VBE developments. Given the longer timelines normally associated with planning, coordinating, and execution of these partnership projects, staff recommend reallocating \$172,500 of this 2011 funding to the immediate priority grant to DDA for furnishings, equipment, and supplies for Creekside Child Care Centre. Staff will request reimbursement of this funding as part of the 2012-2014 capital planning process.

Future funding sources will be determined as part of the review of the Child Care Reserve and a review of all social grants programs, including child care grants, that are underway and will be completed in 2011.

Table VII: Financial Recommendation in this Report by Source of Funds

Child Care Grant Stream	Amount	Year	Source of Funds
Civic Child Care Grants: Administration: VSOCC	\$114,791	2011	2011 Child Care Grants Budget
Civic Child Care Grants: Support Services: Westcoast	\$233,278	2011	2011 Child Care Grants Budget
Sub Total	\$348,069		

Child Care Grant Stream	Amount	Year	Source of Funds
One time grant to DDA: Furnishings, Equipment, Supplies	Up to \$172,500	2011	2011 Child Care Capital Budget
Sub Total	\$172,500		

Child Care Grant Stream	Amount	Year	Source of Funds
Infant/Toddler subsidy	\$478,995	2011	Child Care Reserve
Start-up Grant (paid over 24 months):			
- DDA/Creekside	\$69,000	2011 allocation	Child Care Reserve

		(\$138,000 total commitment pro rated over 24 months, starting in 2011)	
- VSOCC/Sea Star	\$69,000	2011 allocation \$138,000 total commitment pro rated over 24 months; started in 2010)	Child Care Reserve
Sub Total	\$616,995		

SOCIAL IMPLICATIONS

Child care contributes to social sustainability in the following ways:

- Child care supports the labour force participation of parents contributing to economic growth;
- For every dollar spent on child care, there is a two to seven dollar return on social and health outcomes for children and families;
- Estimated contribution to the Gross Domestic Product of mothers with young children now in the labour force is estimated at \$53B, about 5% of the GDP;
- Quality care in early childhood supports school readiness and healthy child development.

The City of Vancouver’s civic child care grants play a significant part in supporting quality early care and learning programs. Quality child care is a key cornerstone to lowering childhood vulnerability, and has been shown to have long-term benefits for children, particularly those ‘at risk’. Only 71% of BC children enter kindergarten meeting all of the developmental benchmarks needed for successful learning. Comprehensive research in this area has found that high numbers of vulnerable children translate to a future lower quality labour force, which, in turn, decreases the economy’s economic potential. Across the province, 29% of children are developmentally vulnerable. In the City of Vancouver, the rate is even greater at 37%.

CONCLUSION

This report seeks Council’s authorization to allocate the following grants in 2011:

- \$348,069 in Administration Grants from the 2011 Child Care Grants Budget
- Up to \$172,500 to DDA for furnishing, equipping and supplies for Creekside Child Care Centre from the 2011 Child Care Capital Budget, and
- Up to \$616,995 in Child Care Reserve Fund grants (Infant Toddler Subsidies and Start-up Grants) for 14 different child care facilities.

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2011 Child Care Reserve Operating Subsidies for Infant/Toddler Spaces

Program	# of Infant/Toddler spaces	Annual Commitment	Approved in 2010	Proposed for 2011	Difference between commitment and 2010/11 amount
VSOCC - Library Square	12	\$19,800	\$19,800	\$19,800	
VSOCC - Dorothy Lam	24	39,600	39,600	39,600	
VSOCC - Quayside	24	39,600	39,600	39,600	
VSOCC - Shaw Tower	12	19,800	19,800	19,800	
VSOCC - Bayshore	24	39,600	39,600	39,600	
VSOCC - Sapphire	12	19,800	19,800	19,800	
VSOCC - International Village	24	39,600	39,600	39,600	
VSOCC - Sea Star	24	39,600	19,800*	39,600	*Centre not fully operational and 2010 approved amount was not disbursed. 2011 grant will be pro-rated.
VSOCC - Atelier	12	19,800	6,600**	19,800	**Centre opened in December 2010, so 2010 grant was pro-rated for one month's operation (\$1,650 disbursed).
VSOCC - Citygate II	12	19,800	0	19,800***	***Centre not fully operational. 2011 grant will be pro-rated.
VSOCC Subtotal	180	297,000	244,200	297,000	
Collingwood Neighbourhood House	24	39,600	39,600	39,600	
YWCA - Leslie Diamond	24	39,600	39,600	39,600	
MPCCA - Three Corners (also known as #1 Kingsway)	24	63,195	63,195	63,195	2010 grant pro-rated to when centre became operational(Oct. 1, 2010)
DDA - Creekside	24	39,600	0	39,600	Centre not fully operational. 2011 grant will be pro-rated.
Subtotal		181,995	142,395	181,995	
Total	276	\$478,995	\$386,595	\$478,995	

Date: December 9, 2010



TO: Board Members – Vancouver Park Board
FROM: General Manager – Parks and Recreation
SUBJECT: Child Care Operator Selection Recommendation

RECOMMENDATION

- A. THAT the Board approve a 5-year lease agreement with Developmental Disabilities Association (DDA) as per the terms described in this report, for operation of the childcare facility at Creekside Community Recreation Centre***
- B. THAT all legal documentation is to be in a form which is satisfactory to the Director of Legal Services for the City of Vancouver and the General Manager.***
- C. THAT the General Manager be authorized to execute and deliver such documentation on behalf of the Board.***
- D. THAT no legal rights shall arise and no consents, permissions or licences are granted hereby and none shall arise or be granted hereafter unless and until all contemplated legal documentation has been executed and delivered by all parties***

BACKGROUND

Investment in high quality early childhood programs has positive social and economic returns. Such programs can be beneficial for all children and provide a positive form of contemporary family support. Participation in quality childcare programs has proven to have a significant, positive influence on children facing social, economic, physical or intellectual disadvantages. The City of Vancouver is committed to the development and maintenance of a comprehensive childcare system based upon the principles of quality, affordability, and accessibility.

Council Policy

On October 23, 1990, Council approved the Civic Childcare Strategy, committing the City to being an active partner with senior governments, parents, the private sector and community in developing and maintaining a comprehensive childcare system in Vancouver. An action plan was adopted as part of this strategy directing staff to secure childcare facilities as a condition of rezoning land.

On April 23, 2002, Council approved "Moving Forward Childcare: A Cornerstone of Childhood Development", which set out a strategic plan for the integration of childcare and child development services within a hub framework for the City.

In June of 2003 a protocol for the maintenance and expansion of childcare services in the city of Vancouver was approved:

WHEREAS accessible, affordable, and quality childcare is essential to the health and well-being of the City of Vancouver's children and families;

AND WHEREAS child development and childcare play a crucial role in the economic stability of our City;

AND WHEREAS it is critical that all levels of government, including those at the local level, and the private sector, take an active partnership in ensuring successful child development opportunities;

AND WHEREAS the City of Vancouver has been a leader at the municipal level on the Issue of childcare;

THEREFORE BE IT RESOLVED that the City of Vancouver commit to working in collaboration with the Park Board and School Board to maintain and expand childcare services in the City;

AND BE IT FURTHER RESOLVED that city staff organizes a policy forum for City, Park Board and School Board elected representatives and staff to develop a process to achieve these ends.

In response to this motion the Park Board also passed a similar motion to support these key principles.

A legacy of the Vancouver 2010 Olympic and Paralympic Winter Games, Creekside Community Recreation Centre opened to the public in July 2010. The facility provides a gathering place to enjoy a range of both indoor and outdoor recreation with its gymnasium, fitness centre, and multipurpose spaces, a boating centre, childcare and commercial restaurant space still under development. The centre and surrounding village has been designed to set new standards as a sustainable community and model of green building construction in the city.

The Creekside Childcare Centre is a 1,486 square meter indoor and outdoor facility, located on the third floor of the recreation centre. This facility was purpose built for childcare (infant, toddler, 3-5 years, preschool).

DISCUSSION

In November 2010, the City of Vancouver in cooperation with the Park Board issued a Request for Expressions of Interest for a childcare operator for the new Park Board facility in the Olympic Village. A number of local organizations submitted proposals for consideration. In December a review committee including members of City Social Planning, Purchasing and Finance departments, Parks and Recreation, and BC Ministry of Children and Family Development evaluated responses. After a thorough review by the panel, Developmental Disabilities Association was determined to be the operator of choice for the Creekside facility.

Developmental Disabilities Association (DDA) has been in existence since 1952. Originally founded as a service to children with mental handicaps, the Association has evolved to provide integrated services for families and children from infants to school age. Its programming experience and policies provide for inclusive service to children with typical as well as special needs. It has established relationships with many community professionals and has a history of providing a multi-disciplinary, family centred approach to early learning and early intervention.

Currently DDA operates child and youth development centres in eight locations throughout Vancouver and one in Richmond. The programs include infant and toddler, 3-5 year old, preschool, and after school programs for school age children. Its first centre for Preschool opened in 1972 and its most recent centre for Infant, Toddlers, 3-5 year old, and Daycare opened in 2002.

DDA's philosophy regarding childcare is the belief that every person has the right to associate with his or her peers in integrated education and community settings where attitudes of understanding and acceptance are encouraged.

DDA's organizational structure supports its ability to deliver services having departments for Finance, Accounting, Payroll, Human Resources, Communications, and Business Centre. Overall the organization has approximately 600 full-time, part-time, and casual employees. The overall budget for this organization is approximately \$4,800,000 dollars for its child and family services.

DDA is well situated to deliver on the three guiding principals that the City has outlined for its involvement in childcare;

1. Quality
2. Accessibility
3. Affordability

Terms of Lease

The lease term will be five (5) years with the opportunity to renew at the end of the term for two (2) further five (5) year terms. The lease will provide for a nominal rent of ten dollars (\$10.00) per lease term and utilities will be included (subject to Park Board

approval) but the successful applicant will be required to pay communications (internet, cable, phone), security system, minor maintenance, janitorial, operating program, and service delivery costs.

The lease will require that the childcare facility program meet Provincial Community Care Facilities Licensing regulations.

SUMMARY

The Developmental Disabilities Association meets the requirements to undertake the operation of the new Creekside Childcare Centre. Staff recommends that the Board approve the terms noted above and permit the General Manager, in cooperation with the Director of Legal Services, to enter into a formal agreement with the Developmental Disabilities Association for the childcare centre at Creekside Community Recreation Centre.

Prepared by:
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Stanley District
Vancouver Board of Parks and Recreation