



City of Richmond

Report to Committee

To: Planning Committee **Date:** October 7, 2019
From: Kim Somerville **File:** 07-3070-00/Vol 01
 Director, Community Social Development
Re: **Proposed Amendments to Child Care Development Policy 4017 and Richmond Zoning Bylaw No. 8500**

Staff Recommendation

1. That Richmond Zoning Bylaw No. 8500, Amendment Bylaw No. 10095 be introduced and given first reading; and
2. That upon adoption of Richmond Zoning Bylaw No. 8500, Amendment 10095, the Child Care Development Policy 4017 be amended, as set out in Attachment 1 of the report dated October 7, 2019 from the Director, Community Social Development, titled "Proposed Amendments to the Child Care Development Policy 4017 and Richmond Zoning Bylaw No. 8500."

Kim Somerville
 Director, Community Social Development
 (604-247-4671)

Att. 4

REPORT CONCURRENCE		
ROUTED TO: Finance Department Law Development Applications Policy Planning	CONCURRENCE <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	CONCURRENCE OF GENERAL MANAGER
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: 	APPROVED BY CAO

Staff Report

Origin

On July 24, 2017, Council adopted the recommended actions outlined in the 2017-2022 Richmond Child Care Needs Assessment and Strategy, including that City staff:

Review the Child Care Statutory Reserve Fund policy to consider how fund contributions could be apportioned to the Child Care Development Reserve Fund and the Child Care Operating Reserve Fund using a similar approach to the Affordable Housing Reserve Fund (e.g. 70% for Capital and 30% for Operating as opposed to the current split of 90% for Capital and 10% for Operating).

In response to the adoption of this recommended action item, staff conducted a review of the *Community Charter*, which outlines governing matters delegated to local government. City staff also reviewed internal policies and strategies including Richmond Zoning Bylaw No. 8500, Reserve Fund Establishment Bylaw 7812, Child Care Operating Reserve Fund Bylaw 8877, Child Care Development Policy 4017 and the 2017-2022 Richmond Child Care Needs Assessment and Strategy to determine if the current allocation of operating and capital funds meets the City's child care needs. The Affordable Housing Statutory Operating Reserve Fund Bylaw 8206 and the Affordable Housing Statutory Reserve Fund Policy 5008 were reviewed as supplementary information to guide this review.

Through the review, it has been identified that the Child Care Development Policy 4017 and Richmond Zoning Bylaw No. 8500 do not adequately reflect the 2017-2022 Richmond Child Care Needs Assessment and Strategy ("Child Care Strategy") recommendations and other City requirements for the use and distribution of child care reserve funds. With these considerations, this report proposes amendments to:

1. Child Care Development Policy 4017 (dated September 14, 2005) (Attachment 1);
2. Richmond Zoning Bylaw No. 8500 Section 5.16.

This report supports Council's Strategic Plan 2018-2022 Strategy #4 An Active and Thriving Richmond:

- 4.1 Robust, affordable, and accessible sport, recreation, wellness and social programs for people of all ages and abilities.*
- 4.2 Ensure infrastructure meets changing community needs, current trends and best practices.*

This report supports the following Social Development Strategy actions:

Action 10 – Support the establishment of high quality, safe child care services in Richmond through such means as:

10.3 Securing City-owned child care facilities from private developers through the rezoning process for lease at nominal rates to non-profit providers.

Action 11 – Implement policies identified in the 2041 Official Community Plan to promote the establishment and maintenance of a comprehensive child care system.

This report also supports the strategic direction for “Creating and Supporting Spaces” as set out in the City’s 2017-2022 Richmond Child Care Needs Assessment and Strategy.

Background

Since 2004, the City has made a commitment to support the development of child care in Richmond through the establishment of child care statutory reserve fund bylaws and policies. The City currently owns nine existing purpose-built child care facilities and has an additional two child care facilities and two Early Childhood Development Hubs which have been secured through development and are in various stages of design or under construction. These existing and secured facilities will provide approximately 569 licensed child care spaces.

As outlined in the 2018 Update to the 2017-2022 Child Care Needs Assessment and Strategy, at the end of 2018 there were 6,439 child care spaces in Richmond and a child population of 23,440. There are currently child care spaces for 27.5% of children age 0-12 years. Across all age groups, the existing child care supply does not meet the demand, in particular for infants and toddlers (0 – 36 months) and school-aged children (5 – 12 years).

Section 189 of the *Community Charter* requires that money and interest in reserve funds can be used only for the purpose for which the fund was established. The City currently has a capital reserve fund and a non-capital reserve fund related to child care. The use of child care reserve funds are subject to the City’s annual Capital and Operating Budget process and Council approval of the 5-year Financial Plan Bylaw. Upon Council approval, monies are distributed to the Child Care Capital Projects Fund(s) and the Child Care Operating budget, as required by staff request.

The current City Bylaws pertaining to child care reserve funds are:

1. Reserve Fund Establishment Bylaw No. 7812 adopted on October 25, 2004

This bylaw establishes various reserve funds including one for the purposes of “Child Care.” Due to the purpose of this reserve fund, monies in this fund can only be used for capital expenditures and are intended primarily to create or support the capital costs of maintaining child care spaces.

2. Child Care Operating Reserve Fund Establishment Bylaw 8877 adopted on May 14, 2012

This bylaw establishes the Child Care Operating Reserve Fund for the following purposes:

- (a) Grants to non-profit societies to support child care professional and program development within the city;
- (b) Studies, research and production of reports and other information in relation to child care issues within the city; and

- (c) Remuneration and costs, including without limitation expenses and travel costs, for consultants and City personnel to support the development and quality of child care within the city.

3. Richmond Zoning Bylaw No. 8500 – Section 5.16

Section 5.16.4 of Richmond Zoning Bylaw No. 8500 specifies how developer’s contributions to child care are allocated to the two child care reserve funds:

If an owner elects to pay an amount into the child care reserve fund pursuant to this Richmond Zoning Bylaw No. 8500, as amended or replaced from time to time:

- (a) 90 per cent of the amount shall be deposited to the Child Care Development Reserve Fund created by Reserve Fund Establishment Bylaw No. 7812; and
- (b) 10 per cent of the amount shall be deposited to the Child Care Operating Reserve Fund created by the Child Care Operating Reserve Fund Establishment Bylaw No. 8877.

Analysis

The following section includes a review, proposed solutions and recommendations for:

- I. Child Care Development Policy 4017
- II. Richmond Zoning Bylaw No. 8500, Section 5.16

Section I: Child Care Development Policy 4017 Review

The Child Care Development Policy 4017 was established in 2006, prior to securing and constructing nine additional child care facilities. The current policy reflects Richmond Zoning Bylaw No. 8500 and the allocation of developer cash contributions and child care density contributions from the Child Care Reserves Funds are allocated as 90% to the Child Care Capital Reserve and 10% to the Child Care Operating Reserve Fund.

Child Care Development Policy 4017 Proposed Amendment to Reflect the Child Care Strategy’s Priorities for the Use of Child Care Reserve Funds

The following amendment is proposed to the existing Child Care Development Policy 4017. The policy amendments will allow for additional future funding to be allocated to support the City’s child care operating purposes.

The Child Care Operating Reserve Fund funds the City’s Child Care Program and Professional Development Grant Program, and supports the research, planning, development and design work required to secure and build City-owned child care. The number of City-owned child care facilities secured in the past ten years (7 child care facilities and 2 Early Childhood Development Hubs) has significantly increased the demands and work program for the child care section (Attachment 4).

In addition, the recent provincial child care funding announcements have expanded opportunities to plan for and implement additional child care projects, including exploring the construction of additional City-owned child care facilities. An increase in the production of research, reports and strategies, as well as community engagement opportunities have resulted in an increased need for resources to support child care initiatives within the city. The cumulative impact of these changes has resulted in a need for increased operating funding to support the work.

Recommendation: That the existing Policy 4017 be amended to increase the allocation of developer cash contributions and child care density bonus contributions to 30 per cent from the Child Care Reserves funds to the Child Care Operating Reserve Fund. This will result in a 70 per cent allocation of developer cash contributions and child care density bonus contributions deposited to the Child Care Development Reserve Fund.

Two additional minor housekeeping amendments have also been included at this time in order to improve the clarity of Policy 4017.

Recommendation: That the existing Policy 4017 be amended to delete point 10. Area Plans. This amendment is recommended as the City's Official Community Plan provides a robust policy framework to assist the City in meeting current and future child care needs, in tandem with other Council policies, and some existing Area Plans do not provide any guidance on, or policy framework for, the provision of child care.

Recommendation: That the existing Policy 4017 be amended to revise point 12.1 Promotion to read "The City will promote and support child care initiatives and awareness activities. This is in place of a specific reference to the month of May as "Child Care Month."

Section II: Richmond Zoning Bylaw No. 8500 – Section 5.16 Review

Where an owner or developer elects to make a cash contribution to the City's child care reserve funds in exchange for obtaining a density bonus, the existing Richmond Zoning Bylaw No. 8500 requires that 90 per cent of the contribution amount is deposited to the capital reserve fund established by Policy 4017 and 10 per cent is deposited to the operating fund established by Bylaw No. 8206, unless Council directs otherwise.

Richmond Zoning Bylaw No. 8500 Proposed Amendment to Reflect the Child Care Strategy's Priorities for the Use of Child Care Reserve Funds

Amendments to the Richmond Zoning Bylaw No. 8500 are required to align the Child Care Reserve Funds requirement with the proposal to amend Child Care Development Policy 4017.

Recommendation: That the Richmond Zoning Bylaw No. 8500, Section 5.16.4 be amended to read:

- (a) 70 per cent of the amount shall be deposited to the Child Care Development Reserve Fund created by Reserve Fund Establishment Bylaw No. 7812; and
- (b) 30 per cent of the amount shall be deposited to the Child Care Operating Reserve Fund created by Child Care Operating Reserve Fund Establishment Bylaw No. 8877

Summary of Recommendations:

1. That the Richmond Zoning Bylaw No. 8500 and the Child Care Development Policy 4017 be amended to permit Council to direct 70 per cent of developer contributions for child care to the Child Care Development Reserve Fund and 30 per cent of developer contributions for child care to the Child Care Operating Reserve Fund.
2. That minor housekeeping amendments be made to Child Care Development Policy 4017, including deletion of Point 10: Area Plans; and revision to Point 12.1.

Financial Impact

Access to the Child Care Reserves will be subject to the City's annual Capital and Operating Budget review process. All approved child care projects will be incorporated in to the 5-year Financial Plan Bylaw, which authorizes access to and expenditures from reserve and project funds.

Conclusion

The proposed amendments to the Child Care Development Policy 4017 and the Richmond Zoning Bylaw No. 8500 are intended to provide a more effective reserve fund management framework to assist the City's efforts to financially support child care development in Richmond in response to the increase in child care development opportunities. The proposed amendments create a policy framework that reflects current and future Child Care Strategy priorities; allows enhanced financial support for child care development in the community; supports the work required to manage an increase in City-owned child care facilities; and improves clarity of child care policies.

Updates to the Child Care Development Policy 4017 and the Richmond Zoning Bylaw No. 8500 is a priority action item identified in the City Council adopted 2017-2022 Richmond Child Care Needs Assessment and Strategy. These changes will also help to advance the provision of child care services for children and families in Richmond.



Chris Duggan
Program Manager, Child Care
(604-204-8621)

- Att. 1: Original - Child Care Development Policy 4017
2: Proposed - Child Care Development Policy 4017 – Redline version
3: New – Child Care Development Policy 4017 – Clean version
4: City of Richmond Child Care Facilities Map – October 2019



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Adopted by Council: January 24, 2006

Policy 4017

Amended by Council: April 10, 2012; December 8, 2014;
September 14, 2015

File Ref: 3070

Child Care Development Policy

POLICY 4017:

It is Council policy that:

1. GENERAL

- 1.1 The City of Richmond acknowledges that quality and affordable child care is an essential service in the community for residents, employers and employees.

2. PLANNING

- 2.1 To address child care needs, the City will: plan, partner and, as resources and budgets become available, support a range of quality, affordable child care.

3. PARTNERSHIPS

- 3.1 The City of Richmond is committed to:

- (a) Being an active partner with senior governments, stakeholders, parents, the private and non-profit sectors, and the community, to plan, develop and maintain a quality and affordable comprehensive child care system in Richmond.

Working with the following organizations and groups to facilitate quality child care in Richmond:

- (i) Community Associations and Societies - to assess whether or not child care services can be improved in community centres, and new spaces added to existing and future community centres.
- (ii) Developers - to encourage developers to provide land and facilities for child care programs throughout the City.
- (iii) Employers - to encourage employers' involvement in advocating and planning for child care.
- (iv) Intercultural Advisory Committee - to investigate and report on child care concerns, needs and problems facing ethno cultural groups in the City.
- (v) School Board – to continue providing space for child care programs on school sites; to co-locate child care spaces with schools where appropriate, and to liaise with the Child Care Development Advisory Committee,

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- (b) Monitoring the need for new child care spaces to support Richmond residents, employee and student populations.
- (c) Providing, when appropriate, new child care spaces and/or facilities to meet existing needs and future population growth.
- (d) Requesting senior governments and other stakeholders to provide ongoing funding for affordable child care facilities, spaces, operations and programming.

4. RICHMOND CHILD CARE DEVELOPMENT ADVISORY COMMITTEE (CCDAC)

- 4.1 The City will establish and support the Richmond Child Care Development Advisory Committee.

5. CHILD CARE RESERVE FUNDS

- 5.1 The City has established two Child Care Reserve Funds as described below.

- (a) Child Care Development Reserve Fund (established by Reserve Fund Establishment Bylaw No. 7812)

The City will administer the Child Care Development Reserve Fund to financially assist with the following capital expenses:

- (i) Establishing child care facilities and spaces in:
 - City buildings and on City land.
 - Private developments.
 - Senior government projects.
 - Community partner projects.
 - (ii) Acquiring sites for lease to non-profit societies for child care; and
 - (iii) Providing grants to non-profit societies for capital purchases and improvements, such as equipment, furnishings, renovations and playground improvements.
- (b) Child Care Operating Reserve Fund (established by Child Care Operating Reserve Fund Establishment Bylaw No. 8827)
 - (i) The City will administer the Child Care Operating Reserve Fund to financially assist with non-capital expenses relating to child care within the City, including the following:



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Child Care Development Policy

- Grants to non-profit societies to support child care professional and program development within the City;
- Studies, research and production of reports and other information in relation to child care issues within the City; and
- Remuneration and costs, including without limitation expenses and travel costs, for consultants and City personnel to support the development and quality of child care within the City.

5.2 Developer cash contributions and child care density bonus contributions to the City's Child Care Reserve Funds will be allocated as follows:

- (a) 90% of the amount will be deposited to the Child Care Development Reserve Fund, and
- (b) 10% of the amount will be deposited to the Child Care Operating Reserve Fund, unless Council directs otherwise prior to the date of the developer's payment, in which case the payment will be deposited as directed by Council.

5.3 All expenditures from the Child Care Reserve Funds must be authorized by Council.

6. DEVELOPMENT OF CHILD CARE FACILITIES

6.1 To facilitate consistent, transparent and sound planning, the City will:

- (a) Undertake periodic child care needs assessments to update its child care strategy.
- (b) Use its powers through the rezoning and development approval processes to achieve child care targets and objectives.
- (c) Prepare Child Care Design Guidelines which articulate the City's expectations for the design and development of City-owned or leased child care facilities, whether they are built as City capital projects or by developers as community amenity contributions.
- (d) Make the Child Care Design Guidelines available to members of the public as a resource, and to City staff, developers, and architects as a guide for planning child care spaces in City-owned or leased facilities or developer-built community amenities being contributed to the City.



6.2 The City will further facilitate the establishment of child care facilities by:

- (a) Encouraging adequate child care centre facilities throughout the City where needed, particularly in each new community.
- (b) Providing City land and facilities for child care programs in locations throughout the City.
- (c) Encouraging child care program expansion through the enhancement of existing community facilities.

7. CHILD CARE GRANTS POLICY

7.1 Through City child care grants, support child care:

- (a) Facilities.
- (b) Spaces.
- (c) Programming.
- (d) Equipment and furnishings.
- (e) Professional and program development support.

8. PROFESSIONAL CHILD CARE SUPPORT RESOURCES

8.1 Support resources for child care providers as advised by the Child Care Development Advisory Committee and as the need requires and budgets become available.

9. POLICY REVIEWS

9.1 From time to time, the City will:

- (a) Review child care policies, regulations and procedures to ensure that no undue barriers exist to the development of child care.
- (b) As appropriate, develop targets for the required number, type and location of child care services in Richmond.

10. AREA PLANS

10.1 The City will ensure that area plans contain effective child care policies.



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Child Care Development Policy

11. INFORMATION

11.1 The City will, with advice from the Child Care Development Advisory Committee:

- (a) Generate, consolidate and analyze information to facilitate the development of child care facilities, programs and non-profit child care agencies;
- (b) Determine if any City land holdings are appropriate to be made available for immediate use as child care facilities;
- (c) Review, update and distribute City produced public information material to the public on child care.

12. PROMOTION

12.1 The City will:

- (a) Declare the month of May "Child Care Month" and support awareness and fund-raising activities during that month.



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- (v) School Board – to continue providing space for child care programs on school sites; to co-locate child care spaces with schools where appropriate, and to liaise with the Child Care Development Advisory Committee,

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- (b) Monitoring the need for new child care spaces to support Richmond residents, employee and student populations.
- (c) Providing, when appropriate, new child care spaces and/or facilities to meet existing needs and future population growth.
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5.2 Developer cash contributions and child care density bonus contributions to the City's Child Care Reserve Funds will be allocated as follows:

- (a) ~~90%~~ 70% of the amount will be deposited to the Child Care Development Reserve Fund, and
- (b) ~~40%~~ 30% of the amount will be deposited to the Child Care Operating Reserve Fund, unless Council directs otherwise prior to the date of the developer's payment, in which case the payment will be deposited as directed by Council.

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6.2 The City will further facilitate the establishment of child care facilities by:

- (a) Encouraging adequate child care centre facilities throughout the City where needed, particularly in each new community.
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10. INFORMATION

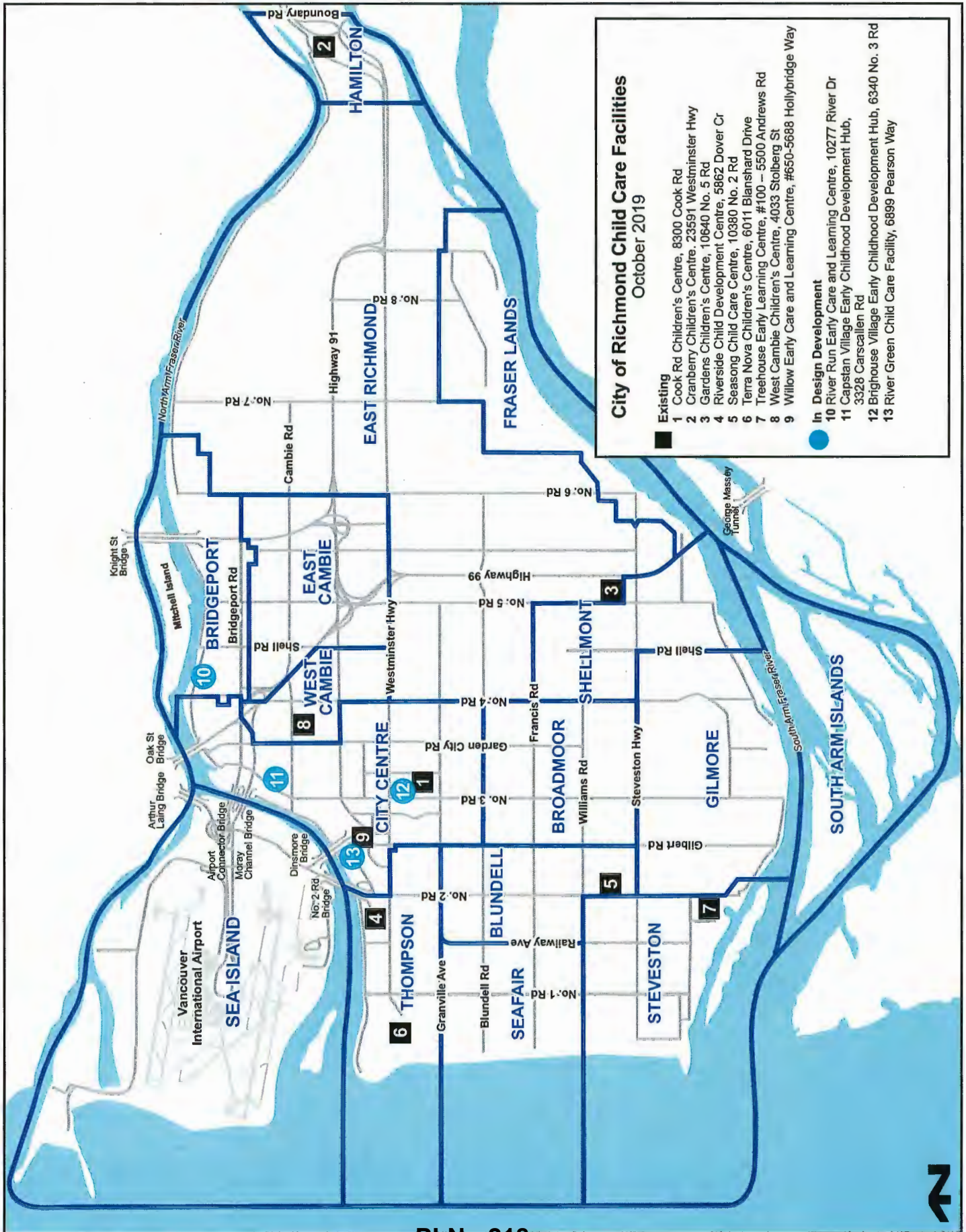
10.1 The City will, with advice from the Child Care Development Advisory Committee:

- (a) Generate, consolidate and analyze information to facilitate the development of child care facilities, programs and non-profit child care agencies;
- (b) Determine if any City land holdings are appropriate to be made available for immediate use as child care facilities;
- (c) Review, update and distribute City produced public information material to the public on child care.

11. PROMOTION

11.1 The City will:

- (a) Promote and support child care initiatives and awareness activities.



City of Richmond Child Care Facilities
October 2019

Existing

- 1 Cook Rd Children's Centre, 8300 Cook Rd
- 2 Cranberry Children's Centre, 23591 Westminister Hwy
- 3 Gardens Children's Centre, 10640 No. 5 Rd
- 4 Riverside Child Development Centre, 5862 Dover Cr
- 5 Seasing Child Care Centre, 10380 No. 2 Rd
- 6 Terra Nova Children's Centre, 6011 Blanshard Drive
- 7 Treehouse Early Learning Centre, #100 - 5500 Andrews Rd
- 8 West Cambie Children's Centre, 4033 Stolberg St
- 9 Willow Early Care and Learning Centre, #650-5688 Hollybridge Way

In Design Development

- 10 River Run Early Care and Learning Centre, 10277 River Dr
- 11 Capstan Village Early Childhood Development Hub, 3328 Carscallen Rd
- 12 Bingham Village Early Childhood Development Hub, 6340 No. 3 Rd
- 13 River Green Child Care Facility, 6899 Pearson Way



Richmond Zoning Bylaw 8500
Amendment Bylaw 10095
(Child Care Reserve Fund Amendment)

The Council of the City of Richmond, in open meeting assembled, enacts as follows:

- 1. Richmond Zoning Bylaw 8500, as amended, is further amended at Section 5.16 (Child Care and Other Community Amenities) by deleting Section 5.16.4 and replacing it with the following:

“If an owner elects to pay an amount into the child care reserve fund pursuant to this Zoning Bylaw 8500, as amended or replaced from time to time:

- a) 70 per cent of the amount shall be deposited to the Child Care Development Reserve Fund created by Reserve Fund Establishment Bylaw No. 7812; and
b) 30 per cent of the amount shall be deposited to the Child Care Operating Reserve Fund created by Child Care Operating Reserve Fund Establishment Bylaw No. 8877,

unless Council directs otherwise prior to the date of the owner’s payment, in which case the payment shall be deposited as directed by Council.”

- 2. This Bylaw may be cited as “Richmond Zoning Bylaw 8500, Amendment Bylaw 10095”.

FIRST READING

PUBLIC HEARING

SECOND READING

THIRD READING

ADOPTED

Four horizontal lines for signature or date entry.

CITY OF RICHMOND
APPROVED by
APPROVED by Director or Solicitor

MAYOR

CORPORATE OFFICER