

# PLANNING FOR CHILD CARE:

The Impact of Planning Policies and Strategies on the Development of  
Early Learning and Child Care Spaces in Winnipeg, Manitoba

BY CARLEY K HOLT

A Practicum submitted to the Faculty of Graduate Studies of The University of  
Manitoba in partial fulfillment of the requirements of the degree of

MASTER OF CITY PLANNING

Department of City Planning  
Faculty of Architecture  
University of Manitoba  
Winnipeg, Manitoba

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A photograph of a grassy yard with a large tree in the center. Two young children are playing in the foreground. One child, a girl with blonde hair, is running towards the left, wearing a blue and red patterned tank top and blue shorts. The other child, a girl with brown hair, is standing further back, wearing a white shirt and pink pants, holding a string. In the background, there is a house with a white fence and some potted plants.

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# Abstract

As employment rates rise and the number of dual-income families' increase, the demand for child care in Canada is growing. However, access to quality child care has become a commodity increasingly difficult for parents to secure and a problem contributing to mental health issues, poverty, gender gaps which place limitations on the Canadian economy. This practicum explores the role planners, policymakers and local government play in the development of early learning and child care (ELCC) spaces by examining planning strategies and land-use policies within Winnipeg and in four municipalities across Canada. A list of ELCC considerations for the City of Winnipeg was informed by a literature review, a review of policy and strategy precedents, and semi-structured interviews with key informants. Based on this analysis, a table outlining these considerations was created as a stand-alone document that can be used as a reference for municipal planners, policymakers, and researchers.

Keywords: child care; early learning and child care; community planning; Feminist Theory; Just City; social infrastructure; land-use planning; community amenity contributions; density bonusing

# Acknowledgments

This project has taken a long time to complete and I am so grateful to so many people for their love, support, and words of encouragement.

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To my family and friends: Thank you, thank you, THANK YOU! Your hours of free babysitting, words of encouragement, constant reassurance, positive energy, and love created an indispensable force that kept me going. Mom, Dad, Ron, Jeannine, Andrea, Regan, Kelsey, Glenda, Krista, Jason, Lucy, and Mat: you are my people and I love you!

Finally, a big thank you to my interview participants who generously shared their time, passion, knowledge and insights for this practicum. Without their voices this project would not have been possible, thank you.



# Dedication

To all working mothers who struggle with the ongoing challenges of child care: I dedicate this practicum to you. Allowing someone to care for your child is the ultimate measure of trust and in a system that is so badly fragmented, it is my hope that this small contribution will be part of a much bigger solution. It truly takes a village.

# Glossary

## Accessibility

ELCC programs are accessible if they are affordable and available for families who choose to use them. This may include the age groups care is provided for, the number of spaces, the length of the wait list, and whether the facility offers flexible/irregular hours (Department of Finance, 2005).

## Affordability

Affordability of ELCC spaces can be determined based on the ratio of the net fee of ELCC services to the net income of the family, for each family in a data set that is representative of the community. Because affordability is such an important driver of demand, fee subsidies can significantly improve access to child care for many families. For families who do not receive fee subsidy, the high costs of ELCC service are often a considerable financial burden. This is especially true for middle-income families but can also be true for higher-income families as well, depending on their child care costs and number of children (Cleveland, Krashinsky, Colley & Avery-Nunez, 2016).

## Commercial (or for-profit) Spaces

Commercial (or for-profit) ELCC services are private businesses operated by an individual, a partnership or a corporation that may or may not have shareholders, usually incorporated under provincial legislation. Commercial operations are permitted to make profits to be returned to their owners (Doherty, Friendly, & Forer, 2002).

## Early Learning and Child Care

Early learning and child care (ELCC) programs and services are defined as those supporting direct care and early learning for children in settings including, but not limited to, regulated child care centres, regulated family child care homes, early learning centres, preschools and nursery schools (Government of Canada, 2017).

## Inclusive

Inclusive ELCC programs respect and value diversity, which could include children and families who are experiencing vulnerability and children with varying abilities. Indicators for inclusive programs include: the number of children benefiting from



programs and/or a number of programs designed to serve children from diverse populations, which could may include children from French and English linguistic minority communities, Indigenous peoples, and recent immigrants and refugees; the number of children with additional support needs, and; the number and proportion of children from low-income and middle-class families participating in ELCC programs (Government of Canada, 2017).

### Quality

High-quality ELCC programs provide stimulating learning and physical environments that foster healthy childhood development and provide particular attention to the needs of children in vulnerable groups. High-quality programs also place a priority on education and development as well as the provision of care. Staff in ELCC facilities are trained and adequately compensated, there are acceptable child-to-staff ratios and they are supportive of parent's needs (Canadian Public Health Association, 2016).

### Regulated (licensed) Spaces

Regulated ELCC spaces are governed under legislation set by each province or territory with most requiring staff to have some ELCC-related training. Generally, regulated spaces are located in centres, nursery schools, and regulated home-based facilities. All provinces

and territories provide regulated services with some operational funding. The provinces of Quebec, Manitoba, and Prince Edward Island combine this funding with set province-wide fee caps for parents for some or most regulated ELCC programs, resulting in significantly lower fees in these jurisdictions (especially in Quebec) (Friendly, Larsen, Feltham, Grady, Forer, & Jones, 2018).

### Social Infrastructure

Social Infrastructure is defined as the organizational arrangements and deliberate investments in society's systems, relationships and structures that support the development of resilient, just, equitable and sustainable communities. It includes social, economic, environmental and cultural assets (Strandberg, 2017).

### Unregulated (unlicensed) Spaces

Unregulated spaces are ELCC spaces that are not licensed, inspected or monitored by the governing province/territory. Generally, these spaces are either home-based in the providers home or in the child's own home (nanny). All provinces/territories set a maximum number of children that can be cared for in a legal unregulated care provider's home, but parents have sole responsibility for assessing the quality of the child care and managing the relationship with the care provider (Childcare Resource and Research Unit, 2017).

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1.0

INTRODUCTION







# 1.0 Introduction

"It takes a village to raise a child" is a familiar proverb in western cultures, yet the act of rearing children has become increasingly isolated. One does not need to look much further than my daughter's playgroup to hear stories from fellow parents about the challenges they face finding and securing affordable quality child care. The lack of opportunities and options for Early Learning and Child Care (ELCC) spaces is a recorded and consistent problem for Canadian families creating barriers for parents, particularly women, to thrive in their communities. Average monthly ELCC costs are higher than the average mortgage payment, and families are experiencing burdens that extend far beyond their bank accounts. Mental

illness, gender income gaps, and poverty are some of the symptoms that are exacerbated by a fragmented ELCC system. This practicum will place a spotlight on these ELCC issues and explore the limitations created within Canada's economy and communities.

The objective of this practicum is to establish a link between the role of the planning profession in supporting ELCC by examining municipal policies and strategies already in place in Winnipeg and four Canadian municipalities. The findings of this research inform a list of actions for the City of Winnipeg to consider when developing a supportive approach to ELCC services.

## 1.1 PURPOSE

There is only limited research about the linkage between planning (policies and strategies) and the development of ELCC. This practicum seeks to explore this gap and generate discussion about the roles of local governments and planners. The American Planning Association recognized in its Policy Guide on the Provision of Child Care (1997) that child care is a critical component of livable communities for many families in urban, suburban, and rural areas, and that local planning policies can play an essential role in ensuring adequate ELCC services (Hodgson, 2011). In 2005, Local Investment in Child Care (LINCC), a California collaborative, published Linking Child Care, Transportation & Land Use, a report that investigated the rationale and opportunities to integrate child care and transportation

planning better. Metro Vancouver released its report, A Municipal Survey of Child Care Spaces and Policies in Metro Vancouver (Spicer, 2015) as a region-wide survey of municipal policies and regulations relating to the provision of child care spaces. The report states: “access to quality child care is vital to the well-being of working families and children, is a fundamental ingredient for regional economic prosperity, and is a critical resource for complete communities” (p. 3). These precedents and others influenced this research approach, in that they examined how municipal policies and strategies can influence and support ELCC within a city.

Through a literature review and review of policy precedents, this research examines policies and strategies already adopted in four Canadian municipalities. Semi-structured interviews with

key informants from Winnipeg offer a critique of these precedent policies and strategies to further explore the limitations and opportunities for the City. Lastly, a table was created summarizing six considerations informed by the research findings of this practicum. This table intends to act as a stand-alone reference guide for researchers and municipal employees outlining possible actions for the City when developing a framework to support ELCC.

### 1.3 RESEARCH QUESTIONS

The following key research questions guided this research:

- *What are the linkages between land use planning for communities and Early Learning and Child Care?*

- *What child care-supportive land use policies and strategies have been adopted in Winnipeg and what impacts do they have on the development of new child care spaces?*
  - o *How do these policies and strategies promote and/or hinder the development of new spaces and facilities?*
- *How are other Canadian cities incorporating child care-supportive strategies onto their land use policies and initiatives? Are they having positive impacts on the provision of child care in those cities?*
- *Could policies and strategies initiated and implemented in other Canadian cities be applied in Winnipeg to aid in the development of ELCC facilities?*

## 1.4 SIGNIFICANCE OF PROPOSED PROJECT FOR THE PLANNING PROFESSION

As cities evolve, the roles of local governments are expanding into the realms of social infrastructure that align with economic, social and community planning objectives (Molina, 2015). Torjman and Leviten-Reid (2003) argue that the social role of municipalities has expanded beyond the traditional physical infrastructure and the ‘nuts and bolts’ of city operations such as roads and sewers, to the provision of social services and programs. This shift has resulted in a fiscal, social, and practical implications concerning a number of services, including ELCC services as local governments strive to address the unique needs of their community. With limited research examining the supportive role the planning profession may play in the

development of an approach to child care and ELCC services, the primary purpose of this practicum is to generate discussion amongst planners and to develop a list of considerations for the City of Winnipeg.

Despite the growing body of research examining the benefits of a more systematic approach to the delivery of services, Manitoba and other provinces and territories still rely on a mixed market of public, private-for-profit and not-for-profit providers for the organization, funding and delivery of services (The Muttart Foundation, 2016; OECD, 2006; Penn, 2013; White and Friendly, 2012). These models have resulted in a complicated and fragmented mix of ELCC service providers that lack quality, are unevenly distributed, and not well-connected or organized at the local, regional and provincial levels (The Muttart



Foundation, 2016). Despite the clear need for direction, planners and local governments have been slow in defining their role in addressing child care needs.

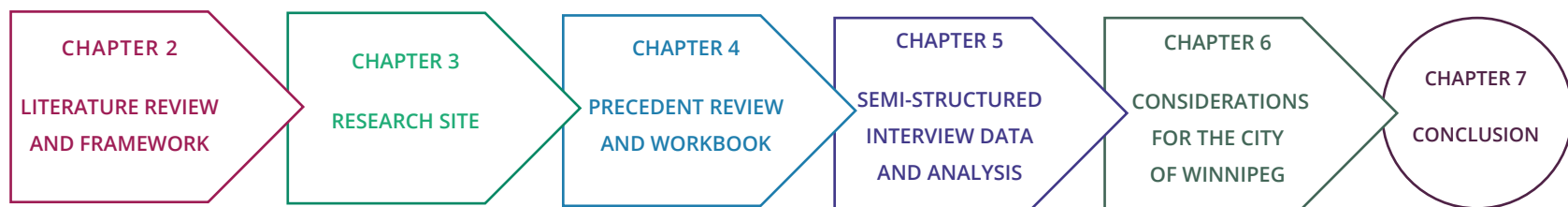
In 2000, the Federation of Canadian Municipalities (FCM) declared its support for a universal child care system (Federation of Canadian Municipalities, 2000). Similarly, the authors of the Toronto Commission on Early Learning and Childcare (2002) state: “Childcare is a must for a modern city” (Coffery & McCain, p. 14). And more recently, the Government of Manitoba (2017) has introduced policy that requires all new schools or major renovations of schools to include space for a daycare. The precedent material presented in this research is not prescriptive or intended to serve as recommendations. Rather, the policies and guidelines collected from proactive municipalities across Canada will inform

potential considerations for the City of Winnipeg within the ELCC-planning framework – which is a relatively under-developed area of policy research with a limited number of current and previous Canadian examples to reference. These considerations are based on the findings of this research and compiled into a standalone table found in section 6.2. This table is intended as a reference guide for planners and the City of Winnipeg when developing a supportive approach to ELCC services.

## 1.5 STRUCTURE OF THIS DOCUMENT

Chapter 2 provides a framework and literature review exploring academic literature divided into three major sections: Feminist Theory and the ‘Just City’ and Child Care; the function and role of child care in the community; and, the role of planners and

municipalities in the role of facilitating ELCC. Chapter 3 explores the research site, Winnipeg, and current policy and strategy approach. Starting with a methods overview, a summary of precedent review informs the development of a workbook presented in Chapter 4. Chapter 5 provides the method and results from the qualitative data collection. Finally, Chapter 6 presents six considerations for the City of Winnipeg followed by recommendations and conclusions in Chapter 7.



**FIGURE 1:** PRACTICUM CHAPTER OUTLINE





2.0

LITERATURE REVIEW  
AND FRAMEWORK





## 2.0 Literature Review and Framework

This chapter reviews the academic literature on several topics relevant to the practicum, with an emphasis on child care research. It begins by generally highlighting the planning research of Feminist Theory and the Just City related to ELCC in Canada. The second part of this chapter is a review of research and literature regarding the impact of ELCC on communities, parents, and children. To provide context to the planning and ELCC literature gap, the final part of this chapter examines this connection.

A literature review is a systematic review of existing literature that provides a methodological rationalization for the proposed research (Booth, Papainnou, & Sutton, 2016; Hart, 1998). It is an essential

step in understanding the subject and “must be connected to literature or concepts that support the need for the study, be related to the study’s purpose statement, and situate the study in terms of previous work” (Rocco & Plakhotnik, 2009, p. 121). The literature review will follow the six steps outlined in Creswell’s (2014) *Research Design: qualitative, quantitative, and mixed method approaches*. These steps include: identifying keywords to use in searching material, using keywords to search the library catalogue for related materials, compiling relevant material, identifying useful literature, designing a literature map (group collected information to illustrate how the research will contribute to the literature), and assemble the literature review.



## 2.1 THEORETICAL FRAMEWORK

Women face problems of such significance in cities and society that gender can no longer be ignored in the planning practice (Leavitt 1986, p 181).

Harvey (1973) defines social justice as the “application of just principles to conflicts which arise out of the necessity for social cooperation in seeking individual advancement” (p. 97). For Harvey (2003), the right to the city “is not merely a right of access to what already exists, but a right to change it” (p.939). Social justice focuses on citizenship as a set of choices - challenging the policies and practices of social planning to consider how the scope of citizenship can expand and shape critical urban opportunities. In the following section, I will examine child care under the umbrella of two types of social justice movements: Feminist Theory;

and the more universal approach of the Just City.

### 2.1.1 FEMINIST THEORY

Historically, the practices of planners and policymakers have maintained a universal (and marginalizing) approach that did not distinguish among persons based on their group affiliations (Fainstein, 2005; Fainstein & Servon 2005; Young 2005). This approach is problematic as it did not address the interests of vulnerable groups including those in need of ELCC spaces. The hard reality is that “different publics have varying amounts of power in society and in public decision-making processes” (Fainstein & Servon 2005, pg 2). This power is reflected in universal approaches to planning that attend only to those living within the hegemony of a culturally one-sided society. By considering

gender in the planning equation, a broader range of knowledge, truths and experiences can be addressed.

First and foremost, the term gender needs to be defined. Gender is commonly assumed to be a synonym for *women*; Fainstein and Servon (2005) explain that gender is frequently mistaken as directly relating to the biological differences between men and women. While sex has to do with biology, gender “refers to the association, stereotypes, and social patterns that a culture constructs on the basis of actual or perceived differences between men and women” (Nelson, 1995, p. 132). Fainstein and Servon (2005) point out sex does not change much, but gender roles are constantly changing. They conclude that gender is more about roles and relationships, access to resources and positions of power. Iris Young (2005) explores how this understanding fits into a policy context.

In *Justice and the Politics of Difference*, Young (2005) raises critical questions about current practices in planning and policy that take for granted the notion that equates equality with sameness. She states that “gender-neutral policies that take males lives as the norm will disadvantage women” (p. 87). As an example, she considers pregnancy and childbirth rights in the workplace. She states:

...equal [gender] treatment approach to pregnancy and childbirth is inadequate because it implies that women do not have any right to leave and job security when having babies or assimilates such guarantees under the supposedly gender-neutral category of 'disability' ... Assimilating pregnancy and childbirth to a disability tends to stigmatize these processes as 'unhealthy'. It suggests, moreover, that the primary or only reason that a woman has a right to leave and job security is that she is physically unable to work at her job, or that doing so would be more difficult than when she is not pregnant and recovering from childbirth. While these are important considerations, another reason is that she ought to have the time to establish breastfeeding and

develop a relationship and routine with her child, if she chooses. At issue is more than eliminating the disadvantage women suffer because of male models of uninterrupted work. It is also a question of establishing and confirming positive public recognition of the social contribution of child bearing. Such a recognition can should be given without either reducing it women to child bearers or suggesting that all women ought to bear children and are lacking if they do not (p. 87).

Young (2005) also acknowledges that there are instances when a gender-neutral tone is appropriate. For example, gender-neutral rights to parental leave do not perpetuate the role of women as caregivers and do not penalize fathers who choose to act as the primary caregiver. Nonetheless, it is important to note that restricting gender-conscious policies to issues of childbirth excludes other struggles for women and hinders access to equality in the workplace. She states: “Differences between men and women are not only biological but

socially gendered” (p. 88). It is not a question of whether differences should exist, it is that they do. Therefore, there is a critical need to acknowledge gender differences in the development of policy. Ignoring the role of gender creates disadvantages for women in public settings where masculine norms and style predominate. In an attempt to elaborate further and support this practicum, the next section looks at the high cost of child care and the impact on women’s employment in Canada.

In Canada, women’s experiences of paid work tend to differ from those of men. Women’s employment tends to be shaped by their roles as the primary caregivers of households and their employers’ presumptions about those caregiver roles (Moyser, 2017). Statistic Canada’s Labour Force Survey (LFS), clearly indicates that seventy-eight per cent of women within the core working ages

of twenty-five to fifty-four years (six million women!) participated in the labour market in 2017 (Stats Canada, 2018). While the majority of both women and men were employed on a full-time basis, women were over-represented among those working part-time. In 2017, nineteen per cent of employed women worked part-time versus five per cent of employed men, indicating that seventy-four per cent of those working part-time were women (Statistics Canada, 2018a). Reasons, why women work part-time, are explored in the survey. The LFS found that when women assumed earning responsibilities, many were still maintaining traditional roles of childrearing and household duties at home (Moyser, 2017). Results of the survey listed caring for children as the main reason women worked part-time: “part-time work may enable women to balance earning and caring roles” (Moyser, 2017,

n.p.). Survey results collected in 2017 demonstrate that 304,500 Canadians reported “caring for children” as the reason for part-time work, and of that group, 286,200 were women (ninety-four per cent!) (Statistic Canada, 2018a). The survey LFS also identified a connection between unemployment for women and cities where ELCC costs were the highest, a finding reflective of other studies.

The Status of Women Canada accessed federal financial support to publish *Women in Canada* (Moyser, 2017) as a means to fulfill the Government of Canada’s commitment to Gender-Based Analysis. In the publication, data collected from the LFS examined how the gender employment gap is more significant in census metropolitan areas (CMAs) with higher child care costs. The study found that among CMAs nationally, those in Ontario and British Columbia had the most substantial

gender employment gaps and the highest child care fees in Canada, with Toronto and Vancouver being the highest. The study states: “the cost of childcare in these CMAs, along with the limited availability of regulated spaces, may play a role in the gender employment gap to the extent that they inhibit mothers’ participation in the labour market” (p. 6). The study also notes that lower employment gaps “reflects Quebec’s universal low-fee childcare program, launched in 1997, as well as the increase in the refundable provincial tax credit for daycare expenses in 2009, benefiting parents of children in non-subsidized spaces” (p. 6). In Quebec, the highest employment gap was reported in Montreal (6.4 percentage points) which is nearly double the gap reported in Toronto (12.6 percentage points) and Vancouver (11.6 percentage points), and lower than

the Canadian average (7.8 percentage points).

Furthermore, in Quebec, the CMAs of Sherbrooke and Trois Rivières were the only two areas in Canada that reported higher employment rates amongst women than men. The results of this study strongly suggest that accessible and affordable ELCC directly increase women employment rates yet securing quality ELCC services is still considered a private issue for families. Moreover, with limited financial support and no national policy framework, investments by the federal government fall short relative to other advanced economies (Petersson, Mariscal & Ishi, 2017).

Similarly, research suggests that a policy-driven approach to ELCC services result in greater employment opportunities for women, and regardless of income or



marital status (Petersson, Mariscal & Ishi, 2017). Findings in the Women Are Key for Future Growth: Evidence from Canada (2017) conclude that “policy initiatives to provide more affordable child care spaces are a positive step forward to encourage more women to participate in the labor market” (Petersson, Mariscal & Ishi, p .33). By acknowledging that women are the primary child care providers, the policymakers are better equipped to develop an ELCC policy framework that supports mothers as they transition to the labour force. This approach also aligns with Law and Women’s Studies professor, Christine Littleton (1987) gender-conscious approach to policy.

Littleton’s “equality of acceptance” model is directed at bringing a balance to current gender inequalities through supporting policy. It is a model that does not disadvantage women who have

traditionally feminine roles or behaviour but, as Young (2005) notes “work to value the feminine as much as the masculine” (p. 88). Littleton (1987) defines her model in the following way:

The focus of equality as acceptance, therefore, is not on the question of where women are difference, but rather on the question of how the social fact of gender asymmetry can be dealt with so as to create some symmetry in the lived-out experience of all members of the community. I do not think it matters so much whether differences are 'natural' or not; they are built into our structures and selves in either event. As social facts, differences are created by the interaction of person with person or person with institution; they inhere in the relationship, not in the person. On this view, function of equality is to make gender differences, perceived or actual, costless relative to each other, so that anyone may follow a male, female, or androgynous lifestyle according to their natural inclination or choice without being punished for following a [traditional] female lifestyle or rewarded for following a [traditional] male one (p. 1297).

The model of equality acknowledges cultural gender differences and takes steps to ensure that they

do not disadvantage. For planners and policymakers at a municipal-level, this model suggests altering formulas for policy and engagement practices currently used. For example, rather than seeking large-scale public engagements, planners might consider the benefit of meeting with smaller groups to ensure a more diverse demographic has a voice during the planning phase.

With planning and communities historically built with male principles (Fainstein 2005; Fainstein & Servon 2005; Roth & Hayden 1982; Sandercock & Forsyth 1992) applying feminist theories require planners and policymakers to examine their approaches through feminine truths and experiences. The problem with this approach, as noted by Fainstein (2005) “arises from its emphasis on process rather than outcome, its assumption that false consciousness and power

differentials can be readily overcome, and its refusal to establish principles or just outcomes” (p. 131).

Assuming a communicative planning process works well when there are common interests and shared goals, there is no guarantee that the results will include principals of social justice. Alternatively, Feminist theorists seeking a more inclusive planning approach may consider the *Just City* and the normative theory of justice explored in the next section.

### 2.1.2 THE ‘JUST CITY’

In *The Just City*, Susan Fainstein (2010) sets out to advance an urban theory of justice as a means to support the evaluation of existing and potential institutions and programs located in the cities of New York, London, and Amsterdam. She states that “justice

[should be] the first evaluative criterion used in policy making” (p. 6). She argues that urban planners need a normative theory of justice because social justice is still far from the first priority considered within most urban planning practices. Her concept of the just city integrates the values of democracy, diversity, and equity to direct and evaluate policy at the municipal level. In her earlier work (Fainstein & Hirst, 1995), she argued that policy should be devoted to justice for *all* members of society, particularly those with low-incomes. Justice is relative to a city government’s power. Those that inform city power influence how justice is conceptualized. A just city is not possible without support from multiples levels of government willing to prioritize equity and material well-being as well as diversity, participation, and sustainability. Attention

to these values by planners and policymakers would encourage a better quality of urban life (Fainstein, 2005). Her work calls attention to the role of privilege and its negative impact on the health and wellbeing of a city. The reality is that public policy, the economy, citizens’ rights, and cultural diversity intersect to give form to new challenges for the advancement, or retreat, of social justice. Gurstein and Vilches (2010) state:

Grounding the concept of a just city in the potential for personal agency suggests that policymakers and planners have a key role in shaping citizenship for the marginalized and oppressed through a combination of providing supports and enabling opportunities in the urban environment (p. 421).

Planners and policymakers have a role in shaping supports and services, such as child care, and to make such services more accessible and available within

a city. If individuals are left to struggle on their own in order to obtain the resources that are of necessity, a community can be compromised. Daily struggles bring significant challenges that can hinder civic engagement by evoking frustrations, discontent, and disconnection. Gurstein and Vilches (2010) state:

Redefining citizenship is to recognize the structural impediments to 'active' citizenship and how marginalized people operate in a milieu of constrained choices may assist in the development of planning policies and practices which are more effective at the local level as well as at senior policy levels (p. 221).

The "active citizen" model sets conditions that parents lacking child care cannot fulfill (Gurstein & Vilches 2010). Increased struggles result from the trappings found within the isolation of those with limited resources yet facing

significant pressures to provide and to care.

In 2010, Gurstein and Vilches (2010) conducted a longitudinal study of lone mothers in extreme poverty in Vancouver, British Columbia to "illustrate how macro-processes within cities (i.e., delivery of affordable housing, food security, childcare, transportation) impinge upon the micro-processes of these women's lives (i.e., impacts on health, economic security, social mobility)" (p. 421). The women in this study used a variety of childcare strategies, most often informal. At the time, only mothers of children diagnosed with a special need, or those self-identifying as Indigenous could access subsidies for formal childcare offered through neighbourhood houses, community centres, as well as Indigenous community centres. Even for these women, support was only available during the day and required that children be

registered on an ongoing basis. Such demands disregard the reality of employment practices that require staff working shifts scheduled outside the routine of regular business hours, let alone consideration of the frequent changes to work schedules. For other mothers, accessing a childcare subsidy, formal childcare facilities were often full, geographically inconvenient without transportation or, for women with more than one child, impossible to manage because spaces for siblings could seldom be found together. The struggle to find ELCC services directly impacted whether these mothers could work and contribute in the role of an “active citizen.”

While not a central focus of this literature review, this research would be amiss without discussing the necessity for planners and policymakers to engage children as active citizens in the creation of child-

friendly cities. The development of an ELCC approach for the City of Winnipeg will result in ‘collisions’ between adults’ and children’s worlds and to avoid such collisions it is “necessary for planners to first acknowledge that children’s interests should be explicitly acknowledged and represented in the planning process” (Gleeson & Sipe, 2012, p.153). Finding ways to work authentically with children and allow their voices to be heard is a necessary step in creating sustainable cities. Dr Karen Malone, a Professor of Sustainability and Leader of the sustainability research group in the Centre for Educational Research at Western Sydney University is an advocate for the UN’s approach recognizing that sustainability goals intertwine with rights of children as the foundation for a global framework for child friendly cities (Gleeson & Sipe, 2012). Malone (2001)

argues that “if the goals of sustainability are not achieved then it will affect children more profoundly than other members of society” (p.7). Therefore, a city can examine the well-being of its children as an indicator of community sustainability.

To support this argument, Malone reviewed two global initiatives within the UN framework on sustainability and human rights: UNICEF’s CFCI; and UNESCO’s GUIC project. This research determined two critical characteristics of a child-friendly city. Firstly, that the local government has the greatest impact on the Convention of the Rights of the Child (CRC) and children’s well-being. Secondly, that adults acting on behalf of children can not perceive the welfare of children within a city – instead governments must work towards realizing the potential of children to become

‘authentic participants’ in decision-making processes (Gleeson & Sipe, 2012), a notion echoed in other literature. For cities wanting to adopt a child-friendly approach, its planners and policymakers must develop creative engagement strategies tailored for children of all ages so that they may become involved in the decision-making processes that will determine their future.

Researchers are beginning to recognize that planners and policymakers at the community level need to be involved in shaping an approach to ELCC (Warner, Anderson & Haddow 2007). Contextual supports, like public transportation and land use, need to be acknowledged by city and regional governments as essential support for low-income families in managing childcare. The Gurstein and Vilches (2010) study states: The specifically local and contextual nature of the



barriers could be partially addressed by provision of universal childcare, as occurs in some European countries, but the specifically local and contextual nature of both supply and demand suggest a necessary role for local government (p.430).

While constitutional responsibility for social assistance in Canada is placed at the provincial level, Gurstein and Vilches (2010) conclude that social policies on housing, child care, and food security are often within the domain of municipal governments to influence. While policies and practices that shape urban opportunities can enable change at both a systemic and personal level, these policies and practices must consider the resources that enable a broad spectrum of engaged citizenship and cannot focus solely on economics. In order to achieve this mission, broader recognition of inequities in resource and service distribution and the constraints that affect individuals,

including parents and children, from having access to those resources must be acknowledged, considered, represented in policy, and intentionally planned.

## 2.2 EARLY LEARNING AND CHILD CARE AND ITS IMPACT ON THE COMMUNITY, PARENTS, AND CHILDREN

This section of the literature review examines the role and function of ELCC and its impact on children, parents and communities. Within the various circles that address early learning and child care there are three general categories of functions regarding the role of ELCC: those associated with the child, those associated with the parent, and those associated with the community (Friendly, 2006). Beginning with a brief history of ELCC services in Canada, each

function will be addressed as its own section.

### 2.2.1 HISTORY OF EARLY LEARNING AND CHILD CARE IN CANADA

In 1964, the introduction of the Canada Assistance Plan (CAP) offered provincial governments a role in the arrangement of their basic social services that were cost-shared with the federal government. Up until this point, ELCC was supported at the local level with voluntary organizations and some municipal governments involved in the organization and delivery of services (Jenson & Mahon, 2002). Under CAP provincial governments had considerable discretion in how to support local services which resulted in a variety of public investments amongst a range of services, including ELCC (The Muttart Foundation, 2016). This discretion was further extended when the federal government cancelled CAP in 1996 and

replaced it with the Canada Health and Social Transfer.

While the intent of the CAP was not to remove municipal levels of government from the provision of social services (including ELCC services), its structural engagement of the two ‘senior levels’ of government (Jenson & Mahon, 2002) resulted, over time, in almost all of the provinces assuming direct control of social services. As a result, municipal governments involved in supporting ELCC largely withdrew from the area (as they did from other social services) and provincial governments assumed responsibility for supporting and funding ELCC services based on their assessments of communities’ needs and their determination of how these needs should be met through a balancing of public and private funds and

responsibilities (The Muttart Foundation, 2016).

Municipal levels of government in two provinces remained actively engaged in the organization and delivery of ELCC services (Alberta and Ontario) after the introduction of the CAP in 1966, while in Manitoba the interest remained more passive. Subsequent federal and provincial policy changes resulted in municipal governments ending their interest in the field in Manitoba and significantly reducing their roles and support in Alberta (The Muttart Foundation, 2016). Currently Ontario is the only province where municipal levels of government have a mandated role for the planning, management and funding of ELCC services. Municipal-level governments in Alberta and Saskatchewan, as well as those in the Metro Vancouver region, play more limited, discretionary roles in support

of ELCC services although these roles lack the stable financing and formal institutional support that comes with a mandated authority (The Muttart Foundation, 2016). Therefore, as demand for ELCC services continues to increase, and the importance of high-quality ELCC is more widely understood, the role of municipal-level governments across Canada remain modest in supporting services at the local or community level. This lack of local-level responsibility has created an ELCC system that is incomplete inconsistent with significant service gaps that impact employment opportunities for parents, particularly mothers (Cleveland, 2008; Ferns & Friendly, 2014; Gurstein & Vilches, 2010; Halfon & Friendly, 2015; Jensen & Mahon, 2002; Penn, 2013).

The Federal Liberal government, elected in October 2015, promised to work with provincial and

territorial governments as well as Indigenous people to develop a new National Early Learning and Child Care Framework (Liberal Party of Canada, 2015). In 2017, the Federal, Provincial and Territorial Ministers Responsible for Early Learning and Child Care signed Multilateral Early Learning and Child Care Framework agreements with nine provinces and territories. These agreements establish a commitment by federal and provincial governments to work towards investments to increase quality, accessibility, affordability, flexibility, and inclusivity in ELCC (Government of Canada, 2017). The implementation of this framework, and a separate Indigenous Early Learning and Child Care Framework to be co-developed with Indigenous peoples is supported by the 2018 Federal budget commitment of seven and half billion dollars over an eleven-year period (Department

of Finance Canada, 2018). Intentions, outlined in the budget promise to address the Gender Wage Gap and increase the gross domestic product (GDP) by supporting women's employment through incentives such as allocating public funds for licensed ELCC services (Department of Finance Canada, 2018). However, with no national policy framework or strategy for the provisions of ELCC services, policy incentives and spending lack long-term direction. As Child Care Advocacy Association of Canada's Executive Director, Morna Ballantyne states:

It's good that the Government of Canada is engaged in discussion on child care after being absent for so long, but if the agreement is not strengthened, Canada will end up a decade from now with even greater disparities in access, affordability, quality and inclusion...As it is, the agreement ignores the federal government's election promise to create a 'framework ensuring affordable, high-quality, fully inclusive child care is available to all families who need it does not make universality even a long-term goal (Child Care Canada, 2017, n.p.).

The 2018 Federal Budget will increase ELCC spending by approximately fifty million annually, yet advocates are quick to mention that this investment is only half of what the previous Liberal government invested over ten years ago (Child Care Canada, 2017) and pales in comparison to Quebec's annual ELCC budget of two and half billion dollars (Geloso & Eisen, 2017).

Perhaps the newly established Multilateral Early Learning and Child Care Framework agreements, and the separate Indigenous ELCC Framework, will present an opportunity for the Federal, Provincial and Territorial Ministers to address key challenges as they work toward a shared long-term framework, including examining options to incorporate responsibilities for municipal governments. As indicated by researchers and advocates, a national framework would be a

critical component in addressing instability and variations in high-quality services that an undirected ELCC markets generate and to decrease the risks of market failure (Cleveland, 2008; Jensen & Mahon, 2002; The Muttart Foundation, 2016; Penn, 2013).

### 2.2.2 EARLY LEARNING AND CHILD CARE AND ITS ROLE WITHIN THE COMMUNITY

A report completed by Toronto's Economic Development Committee (City of Toronto, 2017) identified the economic impacts of accessible, high quality investment in ELCC in each of the following areas:

- Potential economic stimulus (e.g., multiplier effects);
- Increased labour market participation, particularly by women;
- Reduced poverty and decreased reliance



on government-funded programs;

- Improved child development outcomes;
- Increased social and support networks for families;

The impacts in each of these areas were found to range from moderate to substantial. The report concluded that accessible, high quality child care is a fundamental part of a healthy, thriving, and equitable society. From this research and other studies, it is clear that ELCC benefits not only children and families, but also for the broader economy at large.

There is an economic return ranging from one and half dollars to three dollars for every dollar invested in affordable, ELCC programs in Canada (Alexander & Ignjatovic 2012; The Centre for Spatial Economics, 2009; Fortin, 2012). In the US, analysts estimate the benefit

as high as seventeen dollars for every dollar spent, for programs solely for ‘disadvantaged’ children (McCain, Mustard & McCuaig, 2011). A report by Alexander & Ignjatovic (2012) for TD Economics concluded that “early childhood education not only provides significant benefits to children, families and the economy, but it provides a better return on investment than many other sectors” (p. 5). Compared to other industries, investment in early childhood education can provide a large return for the economy. This in part is due to an increase in government revenues from taxable income of parents who would not otherwise be able to work, the reduction in social costs (e.g., less reliance on social services), special education costs and healthcare costs associated with better educated children and populations (Alexander and Ignjatovic 2012; The

Centre for Spatial Economics, 2009; Fortin, 2012).

The Poverty and Employment Precarity in Southern Ontario (PEPSO) research group was formed in 2010 “to measure the prevalence of precarious employment in the Greater Toronto-Hamilton (GTHA) labour market and to examine the effects of insecure employment on workers, families and communities” (Lewchuk p. 87). In the report, *The Precarity Penalty: The impact of employment precarity on individuals, households and communities – and what to do about it* (2015) PEPSO noted that “access to childcare is a major barrier, limiting access to good employment and the ability of both parents to work for pay” (p. 12). The study found that access to ELCC services was also a significant factor in obtaining secure employment, increased investment of time and money into children, and an increase of

household income. An increase to household income was found to have a strong positive effect on the level of community participation. High-income households (> \$100,000 annual income) were thirty-three per cent more likely to make volunteer contributions to their community and thirty per cent more likely to volunteer to benefit their children or family than workers in less secure employment living in low-income households. The report suggests this may be as result of more flexible schedules of those employed in the high-income bracket noting: “workers in insecure employment are also more likely to have less control over their work schedules, and this uncertainty can interfere with a worker’s relationship with friends and family” (p.33). In addition, social interaction increases as household income increases, but it reaches a maximum once household

income is in the sixty to eighty-thousand-dollar range and does not increase as household income increases further.

Community solidarity is another benefit to a healthy ELCC System (Child Care Canada, 2018). Child Care Canada (CCC) identified good ELCC programs as helping strengthen solidarity within a community across class, ethnic and racial boundaries. CCC states:

ECEC services that are responsive to the community can unite families from diverse origins through participation in common activities related to their children. This can demonstrate to adults and children that co-operation among social classes and ethnic groups is possible and valued. ECEC services as community institutions can also foster community co-operation and social solidarity. They can be a central point for parents, child care providers, health and social service professionals, and community volunteers, enhancing the visibility of children and families in civil society and helping build social cohesion at the community level. In these ways, ECEC services have the capacity to strengthen appreciation for diversity and promote equity among racial and ethnic groups and classes, enhancing social solidarity (2018, n.p.)

This research makes clear that ELCC services effect more than just the parents and children who use them. It is a large industry with the potential to increase household income, increase the GDP, allow for parents training and employment opportunities, and create a common interest and understand that transcends social classes and ethnic backgrounds. The next section will examine, in more detail, the impacts on parents.

### 2.2.3 EARLY LEARNING AND CHILD CARE AS A NECESSARY SERVICE FOR PARENTS

Just as transportation enables parents to go to work, ELCC supports parents who seek employment outside the home. Over the past three decades, Friendly (2015) reports that the demand for child care has increased as employment rates rise and more families require dual incomes. These factors, coupled with the changing

composition of Canadian families, notably and increase in lone-parent and step-families, has made quality child care a commodity increasingly difficult for parents to secure (Friendly, 2015). Child care helps support all parents both in their attempts to balance work and family and in their role as parents (Beach & Bertrand, 2000; Friendly, 2015).

Most parents, including those of young children (pre-kindergarten) and single parents, work in the labour force (Battle & Torjman, 2000; Friendly, 2006; Prentice & McCracken, 2004). It is estimated that one in two workers in Manitoba is a parent which means that fifty per cent of the workforce is attempting to find this balance between work and family (Prentice & McCracken, 2004). Even if parents can access ELCC spaces, the cost for licensed care (outside of Quebec) is often financially out of the reach to the families who need it. ELCC subsidies for parents, at

provincial, territorial, and federal levels, are insufficient to meet the needs of lower-income families eligible to access them; while the cost of licensed ELCC spaces are so high that middle-class families are experiencing a significant financial burden trying to pay for them (MacDonald & Friendly, 2014; MacDonald & Klinger, 2015; The Muttart Foundation, 2016). In many situations, where quality care is not available or affordable, one parent has no choice but to remain home. The loss of taxable income places significant strain on families which can lead to mental health issues (Friendly, 2015; Schulz & Eden, 2016) costing the Canadian economy billions annually (The Conference Board of Canada, 2016; Globe and Mail, 2013).

In Winnipeg, there have been serious issues around child care availability for decades. In the summer of 1973, the Women's Bureau, the Department

of Labour and the Planning Committee of the Cabinet Secretariat of the Manitoba Government undertook a study of child care arrangements for mothers in the labour force. One of the results of this study was that facilities were generally unavailable for children 0-2 and 6-14 years of age. When child care spots were available, the costs were not affordable for families (Williams Hogan, 1974). Ten years later in 1988, the Social Planning Council of Winnipeg (SPCW) did a study on child care arrangements and discovered that options, particularly for school aged children, were in short supply. Over thirty years later, a study conducted for the Manitoba Child Care Association (MCAA) was completed a thorough investigation surveying thousands of Winnipeg parents and found that the struggles to find child care were still a major issue for families. The report found that “one-

half of parents stated they did not have a space when needed and wait times for licensed space for children currently in the range between 14 and 20 months” (Probe Research Inc., 2016, p. 1). In addition, the study also noted that lower-income families with an annual income of \$60,000 or less reported higher rates of delaying their return to work and having to decline educational or employment opportunities (Probe Research Inc., 2016). This lower-income group also felt that fees were not affordable, a comment echoed forty-three years earlier in Winnipeg’s first child care study suggesting that little emphasis is placed on the necessity of child care.

Another layer to the complexity of inaccessible child care is the struggle for parents who are seeking care for a child with needs affected by the following: mildly illness children, special needs, parents working



non-standard hours such as evening or weekends, school-aged children during school-related closures, or for those seeking culturally appropriate care (ChildCare2020 Steering Committee, 2014; Ferns & Friendly, 2015; Friendly, 2015; Macdonald and Klinger, 2015; Muttart Foundation, 2013; UNICEF, 2008). The challenges become even more complex if parents live in rural or remote areas or are low-income (The Muttart Foundation, 2016): “In neighbourhoods high in social capital, childcare provision is better; in neighbourhoods lower in social capital, childcare provision is worse” (Prentice & McCracken 2004, p.6). The result is additional demands and stresses on already overburdened, busy, and sometimes isolated parents and families. Without a fair distribution of ELCC service to meet the needs of parents, how can families truly develop a

sense of inclusion within their urban environment?

Access to reliable child care is a substantial part of the solution to addressing this balance. As well as supporting parents in the paid labour market, child care also allows parents the opportunity to pursue education or training (Child Care Canada, 2018.). In short, child care is a critical component of livable communities (APA, 2011; The Muttart Foundation, 2016; Spicer, 2015).

#### 2.2.4 EARLY LEARNING AND CHILD CARE ON ITS IMPACT ON CHILDREN

Canada has not yet taken the issue of children’s right to ELCC seriously (Friendly, 2006; SPC, 1988). Various forms of research observe that the quality of nurturing and stimulation young children receive influences their lifelong abilities and wellbeing (Beach & Berhand, 2000). While research has shown that “social and educational

development of pre-school children is vitally essential to their future growth” (Williams Hogan, 1974, p.3).

Access to neighbourhood child care programs include preparation for lifelong learning, improving readiness for school, opportunities to overcome issues that face at-risk children, and a sense of belonging and community inclusion (Friendly, 2006; Torres, 2009).

Unfortunately, research in Canada and the US indicate that families who are more disadvantaged (more poorly educated, lower-income, or more stressed), or more likely to choose poorer quality child care (Clarke-Stewart, 1987; Goelman & Pence, 1987). Research indicates that quality of child care is a more important factor than whether the care takes place in a child care centre or a home. The American National Center for Clinical Infant Programs (1987) concluded that “the quality of infant/

toddler care matters enormously whether it takes place in the home or in a child care setting and whether the caregivers are a child’s parents or another trusted adult” (n.p.). This line of research also found that regardless of family structure, socioeconomic status, or ethnic background, access to quality care starting from infancy significantly enhances a child’s physical, emotional, social, linguistic and intellectual growth and development (Battle & Torjman, 2000; Cleveland & Krashinsky, 1998).

For example, researchers found a direct relationship between decreased grade repetition, increased attendance and improved academic performance in later years for children who attend good quality early childhood facilities when compared to those without (Cleveland & Krashinsky, 1998). These long-lasting benefits of improved cognitive performance increase for children

from low-income or lone-parent families and as their risk factors increase (Battle & Torjman, 2000; Campbell & Ramey, 1994). Similarly, four decades of data from a small number of intensive programs in the United States demonstrate that it is possible to “improve a wide range of outcomes for vulnerable children well into the adult years, as well as generate benefits to society that far exceed program costs” (Center on the Developing Child at Harvard University, 2007 pg. 2). In contrast, evidence has also demonstrated that poor quality child care programs generate no beneficial efforts or will impede children’s development (Center on the Developing Child at Harvard University, 2007; Doherty, 1996).

In addition to the quality of the programs, accessibility and location of child care are also important in the development of children (Torres, 2009). Cities

that promote walking and biking are healthier, more user-friendly, more efficient, and allow children a certain degree of independence essential to their development (Davis & Jones, 1996). The act of walking or biking to daily destinations allows young people to discover and experience their neighbourhoods and responsibly use and share the streets.

In short, “our early experiences, for better or worse, shape the way we take in new information and react to stress, influencing how we learn and behave and how healthy we are” (Beach & Bertrand, 2000, p.10). These early experiences have life-long impacts; therefore, it is critical that government interventions acknowledge and prioritize the level of quality in ELCC programs.

### 2.3 THE ROLE OF PLANNERS AND MUNICIPALITIES IN THE FORMATION OF EARLY LEARNING AND CHILD CARE SERVICES

The role of municipalities in regulating land uses directly affects the size and location of new ELCC facilities, in addition to other requirements for operating a ELCC facility that are not regulated by the Province either through health and safety regulations or Building Code requirements. For families in urban, suburban, and rural areas, local planning policies can play an important role in ensuring adequate ELCC (APA, 2011). Municipalities also aim to increase the provision of additional quality ELCC spaces in many ways to service the increasing demand (Spicer, 2015).

Because little research has focused on the direct link of the planning profession and the development

of ELCC spaces, this project aims to explore possible planning vehicles as a means to support governments in their development of licensed facilities. Planners can influence ELCC development in communities by creating policies, identifying local resources, and working with developers and community partners. For example, long-range comprehensive plans, zoning bylaws, and permitting practices can facilitate or inhibit the development of child care centers and homes. This research will examine these policies in conjunction with planning strategies that aim to support concepts such as smart growth, complete communities, livable cities, and transit-oriented development, in addition to existing policies that shape the development of ELCC spaces within the city of Winnipeg. This practicum will also look to other Canadian



municipalities for inspiration and planning processes.

In Canada, the municipality is only one of several players in the development of ELCC spaces. The Province provides operating funds, child care subsidies and capital funding. It also regulates and licenses ELCC facilities and day homes and provides guidance to municipalities and providers. Private and community stakeholders also play an important role in the development and operation of ELCC facilities including unlicensed day homes. In 2013, the Canadian Child Care Federation estimated that unlicensed spaces may provide up to approximately eighty per cent of child care spaces required for children between the ages of 0 to 5 years of age in Canada (Sagan, 2013).

While unlicensed child care may be a necessary

alternative for most parents, the absence of training, safety standards, and provincial inspections of these spaces jeopardize the safety and quality of care children in these environments receive (Beach, 2013; Friendly 2015; Prentice & McCracken, 2004; Sagan, 2013). In 2013, BC child care expert, Jane Beach, commented: “Even programs you can’t imagine anyone would use, when the government tries to shut them down, parents are so desperate, they rally behind the care provider” (quoted in Anderssen, 2013, n.p.). With a limited ability to regulate unlicensed child care providers, provincial and municipal governments must endeavor to increase the number of quality child care spaces by supporting the development of licensed child care providers, while ensuring accessibility and affordability.

The challenge for planners is to support program

quality while supporting a diversity of licensed child care options in the market place. Intentionally designed facilities are one component of quality (Anderson & Dektar, 2011). Helping internalize the cost of new facilities by integrating them into developments supported by a range of public funding streams is one way planners can help strengthen the child care development (Spicer, 2015).

Significant savings to society and the national economy in both the short and long term are realized by investments in early childhood education. In the US, economists have found that high-quality early childhood education offers one of the highest long-term returns of any public investment—more than \$7 for every dollar spent (Anderson & Dektar, 2011). At the macroeconomic level, researchers have linked quality child care programs with greater gross domestic

product, jobs, and human capital creation (Wat, 2007).

Increasingly popular smart growth and sustainable community planning approaches have focused on coordinating the locations of housing, jobs, and services near each other with goals of increasing housing and transportation choices, increasing density of development, and walkable neighbourhoods. In theory, these initiatives support the daily needs of families. However, ELCC is overlooked in most new and existing residential, commercial, and mixed-use developments and community smart growth strategies. Some cities link affordable housing programs with child care to increase the supply of ELCC in housing developments. This is important as the majority of infant care is provided in family child care homes and many apartment owners prohibit child care businesses (Anderson & Dektar, 2011).

Accessing ELCC convenient to home, work, or school is a challenge for many parents, particularly those who depend on public transit or rely on subsidized child care. When ELCC is not conveniently located, there is a significant increase to the commuting distance and time spent in vehicles, contributing to traffic congestion, greenhouse gas emissions, and less time available to be physically active or participate in the community or with family (Anderson & Dektar, 2011). In a general Social Survey completed in 2010, data analyzed found that child-care related activities were the second largest contributor to increased round-trip commuting times to work. The survey also noted that commuting times of 45 minutes or more directly increased the stress of individuals and dissatisfaction in their work-life balance. The survey found “dissatisfaction more common

in larger urban centres, where it was observed that frequent encounters with traffic congestion had quite a large impact on the likelihood of being dissatisfied with commuting times” (Statistics Canada, 2011).

While there are demonstrated strategies to include ELCC in development, many master-planned communities have not adequately anticipated the needs of children, parents and care providers. For example, according to Dinneen (2009), the master plan for San Francisco’s Mission Bay neighborhood proposed 6,000 housing units and seven million square feet of office, research and development, and retail space. Although a child care study recommended inclusion of three child care centres as well as land-use entitlements to allow family child care “by right” within residential zones, these family amenities were not developed

along with newly constructed condominiums and apartments. The resulting lack of available child care forced parents living in transit-oriented developments to drive to other neighbourhoods for child care, recreational, and school facilities (Dinneen, 2009).

Communities engage in long-range planning to ensure the appropriate location of services needed by residents, workers, and visitors. Family-friendly communities plan for those facilities and services that families need to thrive and stay in the community, including housing and transportation, schools, parks, and child care (Israel & Warner, 2008). The lack of consideration of child care, or the assumption that care is a private and not a public issue, results in supply gaps, increased development costs, poorer linkages to affordable housing and transportation, and neighborhood resistance

when projects are proposed in built-out areas (Anderson & Dektar, 2011). Awareness of the location of child care centres in existing or future development helps inform the decision of potential home buyers in an attempt to negate the level of opposition (Anderson & Dektar, 2011).

Land-use planning tools increasingly address child care and systematize its inclusion in community development (Anderson 2006; Warner 2007). Many urban municipalities include child care policies and programs in long-range comprehensive and general plans to reduce barriers to the permitting of ELCC in numerous zones, in an effort to simplifying processes and minimizing fees. For example, many Canadian cities include provisions for ELCC in land-use, transportation, economic development, public facilities, social services, or other plan elements. In addition, many municipalities



including City of New Westminster, City of Vancouver, City of Richmond, and East Kootenay, undertake child care needs assessments for proposed developments. Cities can also offer density bonuses, ease parking restrictions, or offer other incentives to encourage the inclusion of child care in high-market developments where facilities are needed. Such incentives may be implemented through zoning bylaws or negotiated as part of a development agreement or levies. These options allow the ELCC market to adapt to a growing demand in unique situations.

The following examples illustrate some of the ways municipalities are integrating child care policies into planning processes and community development projects.

#### General/Comprehensive Plans:

- The *Public Schools Act* (Government of

Manitoba, 2017), subsection 173(7), requires ELCC facilities in all new schools and schools undergoing a major renovation.

- Early Learning and Child Care (ELCC) activities in Vancouver, British Columbia are developed through the City's Social Planning Department and include collaboration with the Vancouver Park Board and Board of Education. These partnerships have led to the development of child care centers in many of Vancouver's community centres, neighbourhood /houses and other public buildings (City of Vancouver, 2018).

#### Zoning by-laws

- Following New Westminster, Ontario completed a *Child Care Needs Assessment* (October 28, 2008), there was an immediate increase of 152 licensed child care spaces. All child care rezoning inquiries are charged the lowest rate possible, expedited and handled by a Social Planner within the Development Services branch.

- San Diego, California, allows child care centers “by right” in all nonresidential zones

#### Planning Practices

- Step-by-step child care licensing handbooks have been developed in various cities (See the province of Alberta’s at <http://www.humanservices.alberta.ca/documents/child-care-licensing-handbook.pdf>).
- Many Canadian provinces have development Planning and Design Guidelines for Child Care sites (see the Province of Ontario’s [http://www.edu.gov.on.ca/eng/parents/planning\\_and\\_design.pdf](http://www.edu.gov.on.ca/eng/parents/planning_and_design.pdf))

#### Developer Agreements and Fees

- ELCC facilities in Vancouver, British Columbia are financially supported using land use development planning tools such as Community Amenity Contributions (community benefit contributions) and Development Cost Levies.

- Development Charges are charges imposed by the City of Toronto under the Development Charges Act, 1997 and help fund growth-related capital costs for the following services including child care centres.

Due to the costs associated with the running of ELCC facilities, coupled with the inability for parents to pay higher fees, the majority of providers cannot generate sufficient revenue to pay for operating costs. Joint development is one way of overcoming financing challenges. Cities and their partners (e.g., school districts, transit agencies, and housing developers) can create public and private support for child care projects. Each stakeholder benefits from having child care available and convenient for different populations (e.g., transit riders, affordable housing residents, students, employees) and brings unique contributions to the table.

To meet local employee and community ELCC needs while supporting transit ridership and walkable communities, Great-West Life in partnership with the YMCA-YWCA of Winnipeg opened a child care centre with capacity for 100 children and received \$600,000 in a capital grant from the ELCC community-based building fund. The development of the facility was made possible through a public-private partnership between the YMCA-YWCA of Winnipeg, Great West Life Assurance Company and the Government of Manitoba. By leveraging each partner's strengths, public-private partnerships may create opportunities to increase the development of licensed ELCC spaces while decreasing wait times for families.

Planners play an essential role in building their communities' ELCC systems. With their long-range vision

for building sustainable communities and complete neighbourhoods that are inclusive and meet the needs of all ages, they can pursue strategies to ensure child care needs are met. Building the connections with many interested partners benefits the entire community.

## 2.4 CHAPTER SUMMARY

This chapter reviewed academic literature relevant to ELCC policies in Canada: Feminist Theory, and the Just City. The research presented outlined the academic literature and research on several topics relevant to the practicum: the history of ELCC in Canada, ELCC and its role within communities, ELCC as a necessary service for parents, ELCC and its impact on children, and the role of planners and municipalities in the formation of ELCC services.

## CHAPTER 2: KEY CONSIDERATIONS

- From a broad perspective, the literature reveals that the widespread use of ELCC programs not only helps children and their parents, particularly mothers but can also have a significant impact on Canada's long-term economic prosperity.
- By enabling parents to enter the workforce, in particular mothers, household incomes increase allowing parents to further invest in their child and their communities.
- The research found that regardless of family structure, socioeconomic status, or ethnic background, access to quality care starting from infancy significantly enhances a child's physical, emotional, social, linguistic and intellectual growth and development.
- Access to quality ELCC programs is essential in increasing income inequality, social participation, and aid in the development of healthy adults.
- Planners play an essential role in building their communities' ELCC systems. With their long-range vision for building sustainable communities and complete neighbourhoods that are inclusive and meet the needs of all ages, there is a need to pursue strategies to ensure child care needs are met.





3.0

RESEARCH SITE





## 3.0 Research Site

This chapter introduces the research location – Winnipeg, Manitoba, Canada. It includes a rationale for the choice of site, an overview of the study area, and relevant demographic trends, followed by a review of the planning context, outlining relevant documents, regulations, and strategic documents.

Access to ELCC services for parents, especially mothers, offers a bridge to employment opportunities that in turn increase the economic prosperity of the community. Using Winnipeg as my research site provides an opportunity to answer the question: *What child care-supportive land use policies and strategies have been adopted in Winnipeg and what impacts do they have on the development of new child*

*care spaces? And will begin to examine the question:*

*How do these policies and strategies promote and/or hinder the development of new spaces and facilities?*

### 3.1 STUDY AREA

The focus area for this research is Winnipeg, the capital city of the province of Manitoba. It was selected based on the robustness of ELCC research available from organizations such as the Manitoba Child Care Association (MCCA), Child Care Coalition of Manitoba (CCCM), and the Social Planning Council of Winnipeg (SPCW). Winnipeg has also been long identified as having a severe shortage of available ELCC spaces, with services for infants and school-age children in particularity

short supply (Prentice & McCracken, 2004). Currently, over fifty per cent of parents in the city reported not having access to ELCC when needed, as wait times for licensed spaces range from 14 to 20 months (MCCA, 2016). Services in Manitoba, like other provinces, are regulated by the provincial government, but are not centrally planned or coordinated, and neither the provincial or the municipal governments operate ELCC centres. The service delivery model relies on commercial and non-profit organization to own and run centres with independent people operating family care homes. However, this private industry model for the delivery of ELCC services is not successful in meeting demand.

In late fall 2016, a survey conducted by Probe Research for MCCA revealed that 15,273 children were wait-listed for the 16,749 licensed child care spots

currently active in Winnipeg (Probe Research Inc., 2016).

Results of this survey suggest that ELCC spaces would almost need to double to meet the current demand in Winnipeg. Because of this deficit, employment and income opportunities for parents and families have been lost – the poll found that thirty per cent of polled parents refused employment opportunities and forty-one per cent had to delay their return to work following parental leave. The poll reemphasizes what many child care advocates, researchers and Provincial and City officials already knew: there is a severe lack of available ELCC services within Winnipeg.

While the shortages are alarming, the Manitoba government has started to take steps to adopt a Provincial role in the creation of child care spaces. In 2016, the *Land Use Planning Guide for School*

*Sites* (LUPGFSS) was developed and adopted by the Government of Manitoba. In the LUPGFSS policy referencing section 137 subsection 7 of the *Public Schools Act* (2017) new schools and schools undergoing significant renovations that receive capital support must include space for daycare. While the requirement may be just a single line, it demonstrates the Province's acknowledgment that a link exists between ELCC and the role of planning and land-use policy.

By selecting Winnipeg as the research site, this project presents an opportunity to identify how a city experiencing a significant child care deficit is hindering the development of much-needed spaces through its current policies. Also, by exploring precedents from other municipalities, this research will provide considerations for Winnipeg as a starting

point for developing an approach to ELCC service

### 3.2 DEMOGRAPHICS

The *Child and Family Services Act* (Section 17 (2)(g)) of Manitoba requires that children under the age of 12 years must be adequately supervised. For employed parents, this means a reliance on a variety of care options including child care centres, home daycare, private care (babysitters, nannies, grandparents, and neighbours), preschools, and before and after school programs. With high employment rates in Winnipeg amongst both men and women, it is no wonder that demand for ELCC services is also on the rise.

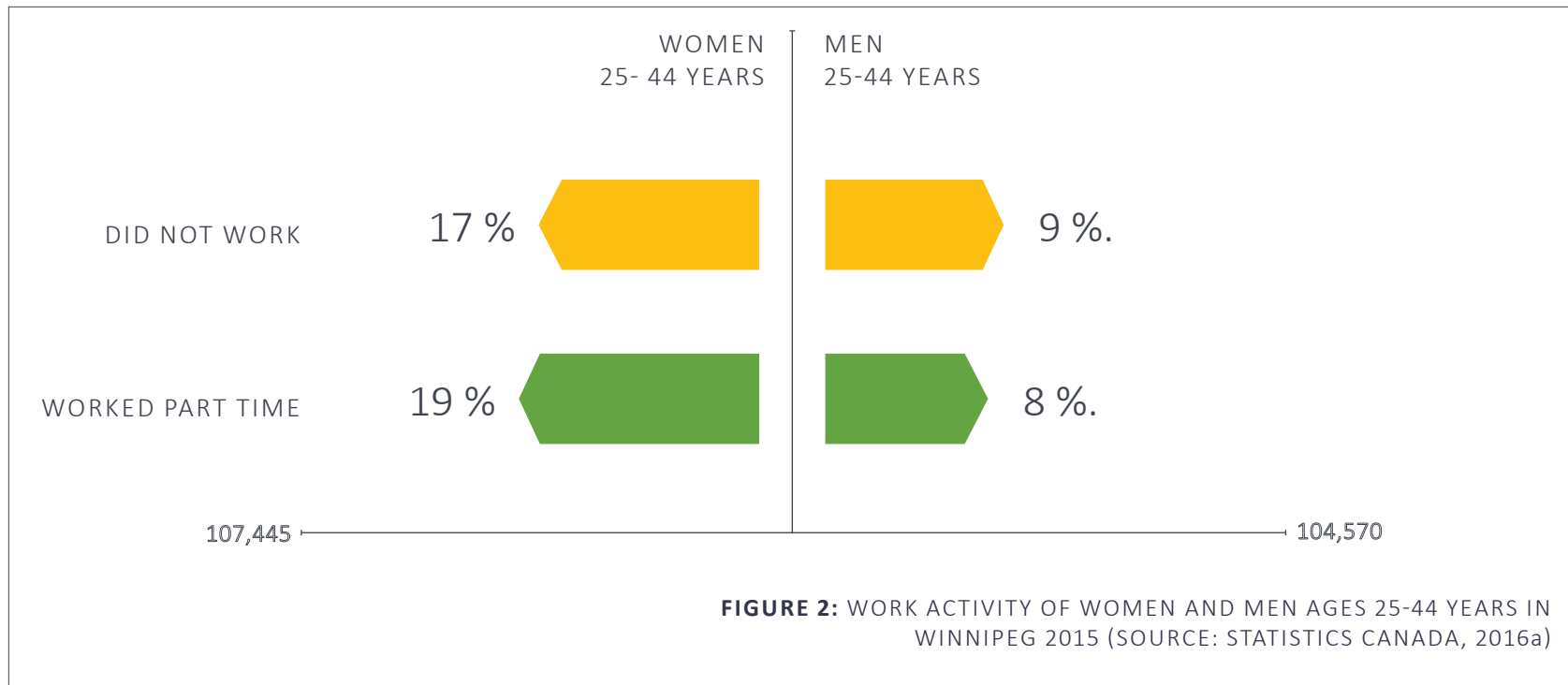
All families seeking licensed care in Manitoba are required to register with the Online Child Care Registry (OCCR). This waitlist services connects licensed ELCC

providers with families seeking care as vacancies occur.

The OCCR requires parents or guardians to select the ELCC centres where they wish to register and they are then placed on a confidential wait-list. While the location and names of ELCC centres are provided online, information regarding wait-times or new services is not disclosed. Regardless of these limitations, the OCCR wait-list has experienced a significant increase of Winnipeg parents seeking care. The number of names on the OCCR wait-list has increased from 6,497 in December 2011 to 13,304 as of January 2018 (OCCR 2011, 2018). With current demand doubling in the City within the past seven years, the provincial government has set a target of developing 1,400 spaces throughout Manitoba by 2021. However, with a wait-list equal to current capacity and growing each year, this provincial target will not be adequate in meeting increasing demand.

Data collected from the 2016 census demonstrates that seventeen per cent of women in Winnipeg between the ages of twenty-five to forty-four years-of-age did not work, and nineteen per cent worked part-time (Statistics Canada, 2016a). In total, thirty-six per cent of women in Winnipeg within this age group had limited, or no employment compared to only seventeen per cent of men in Winnipeg of the same age group. While many factors may contribute to these numbers, the research presented in the literature review would suggest that Winnipeg women between the ages of twenty-five to forty-four work fewer hours to balance their roles as caregivers with earning responsibilities. This theory is supported findings from the *Manitoba Child Care Association Parent Survey* conducted by Probe Research Inc. in 2016.



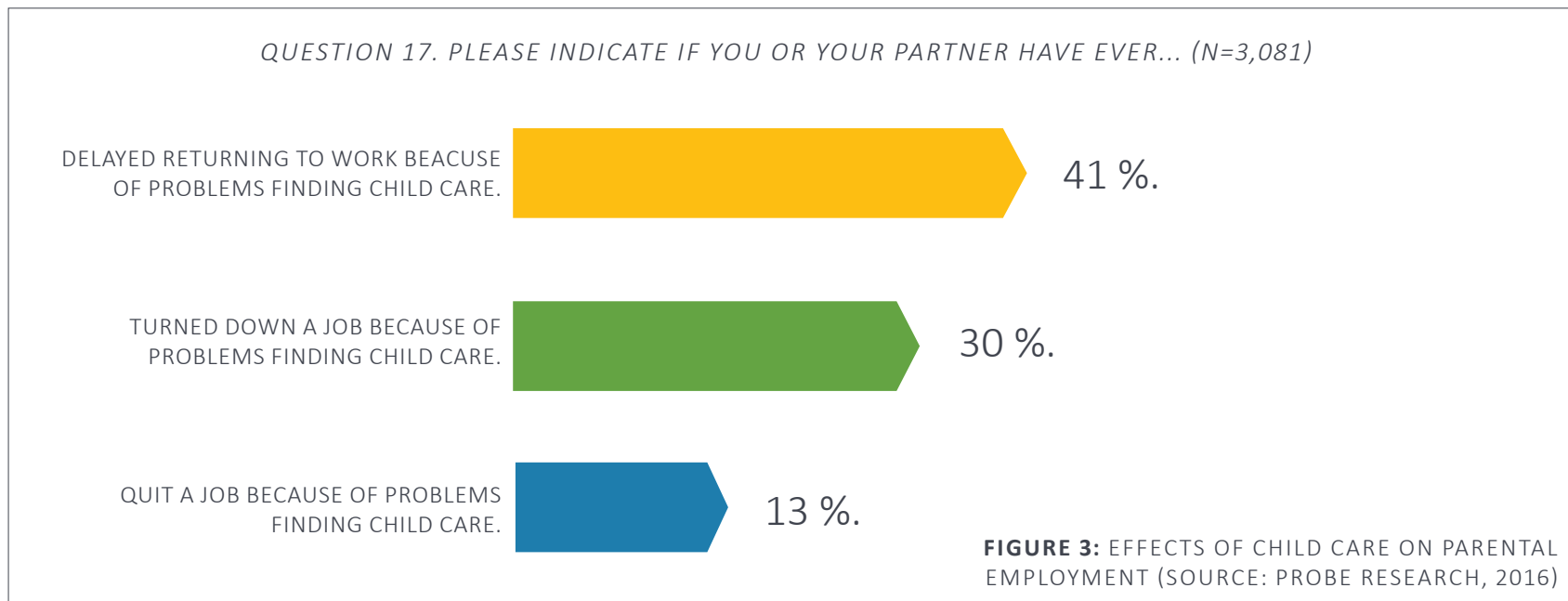


Probe Research (2016) surveyed approximately 3,100 parents, of which, seventy-two per cent lived in Winnipeg. Results found that forty-one per cent of parents reported that the inaccessibility to ELCC services directly impacted their employment opportunities,

thirty-one per cent reported turning down employment, and thirteen per cent quit their jobs because they could not find adequate care (pg. 27). While the raw data is not available to focus on Winnipeg parents, the survey noted some geographic variations: of the parents located in

Winnipeg's northwest quadrant, thirty-seven per cent turned down employment due to challenges in securing ELCC services, and fewer rural residents reported fewer delays in returning to work following parental leave. In follow-up questions with respondents, nearly nineteen per cent had altered working hours or declined extra hours due to issues with securing child care. Parents of

three or more children report higher rates of altering or refusing hours (twenty-seven per cent), and ten per cent of parents noted child care had created a significant increase to stress relating to work or school obligations. Stress may also be a result of paying for care with nearly half of the respondents noting that ELCC fees were a strain on their household budget or not affordable.



Data collected in 2016 found the average commuting times between men and women ages twenty-five to forty-four in Winnipeg were generally the same (Statistics Canada, 2016). However, thirty-four per cent of those women reported commuting longer than thirty minutes, compared to only twenty-seven per cent of men. This data suggests that women may invest more time in transporting children to and from ELCC services. The length of a commute may also be affected by the number of facilities used by parents. Probe Research (2016) found that twenty-two per cent of parents reported using more than two facilities, not surprisingly parents with more than one child tended to use more than one facility.

When parents were surveyed on possible changes to the ELCC system in Manitoba, eighty-three per cent agreed licensing was important to ensure quality.

Seventy-seven per cent of parents agreed that ELCC facilities should be built as part of new developments. Geographical variations were noted to this response with eighty-one per cent of Winnipeg parents more likely to agree, especially those in the southwest quadrant (eighty-four per cent) and southeast quadrant (eighty-five per cent), as well as wealthier parents, those with annual household incomes above \$100,000 (eighty-one per cent). Seventy-five per cent of parents agreed child care should be incorporated into the education system, with little variation across sub-groups.

So how have Winnipeg planners played, or how can they play roles in the development and accessibility of ELCC services? I purpose two possibilities. Firstly, by understanding planning as a long-term process. As the population continues to grow the need for child care

will increase, it would seem logical that provisions for ELCC services should begin early. Secondly, planners must take into account that since many parents, particularly mothers, face employment challenges as a result of their child care responsibilities, connectivity and access-friendly locations of ELCC services may offer parents fewer challenges in finding and accessing care services. This research proposes planning for families, where provisions for parents and ELCC services are included within the planning process.

### 3.3 CURRENT PLANS AND PLANNING POLICIES THAT INFLUENCE EARLY LEARNING AND CHILD CARE SERVICES IN WINNIPEG

Given the demographic information and the increasing demand for ELCC services in Manitoba and Winnipeg,

this section focuses on a review of current planning documents and guidelines to identify planning related policies that affect the development of ELCC services within the city. The review examined provincial and municipal documents for land-use and policy regulations through a search of keywords such as ‘day care’, ‘child care’, ‘families’ and ‘early learning’. Starting with Provincial of Manitoba documents this section will begin with a review of the *Manitoba Public Schools Act* (2017), *Land Use Planning School Sites* (2011), and *Best Practices Licensing Manual for Early Learning and Child Care Centres* (2005), followed by City of Winnipeg’s *Our Winnipeg* (2010) and *Winnipeg Zoning By-Law 200/2006* (2007). The intent of this section is to identify ELCC regulations applicable to Winnipeg as a starting point for our precedent review in Chapter 4.

The *Manitoba Public Schools Act* (Government of Manitoba, 2017) sets out the legislation that governs education in Manitoba, as well as the rights and responsibilities of the Minister of Education, school boards, principals, teachers, parents and students. Subsection 173(7) of the Act, requires new schools or a schools undergoing major renovations that receive capital supported must include space for an early learning and child care facility. While brief, this policy is impactful and demonstrates that the Province's acknowledgment that ELCC programs are a shared responsibility at a regional level. The result of this policy has been non-profit operated ELCC spaces in several new Winnipeg schools. However, as enrollment increases, the Act does not require schools to keep designated ELCC space. As a result, the space is often absorbed by the

school, leaving providers without an alternative space.

Building upon provisions set in the Act (Government of Manitoba, 2017), the *Land Use Planning Guide for School Sites* (Government of Manitoba, 2011) is a part of the Manitoba Provincial Planning Regulation and contains a summary of relevant legislation, processes and guidelines pertaining to the development of school sites or major renovations. The guide promotes collaboration on the selection of safe, accessible, visible and interconnected locations for new school sites stating that “schools are ideal places to co-locate daycares... further increasing the value of schools to communities” (pg 5). In addition, several regulations outlined in the guide influence child care spaces both indirectly and directly. For example, site selection for new schools must follow twelve guidelines including: a



central neighbourhood location, mitigation of potential barriers, connectivity to pedestrian, active and public transportation, and the selection of a four-sided school site. The requirement for a four-sided location is due in part to regulation requiring schools with ELCC programs to have dedicated drop-off, parking, and outdoor play areas for ELCC facilities located within new schools (Section 1.1). Furthermore, the guide notes that community partnerships between school divisions and community groups offer a wider use of school division-owned facilities including ELCC facilities stating:

These community uses may require separate or enlarged spaces established through formal agreements between the school division and the community group that address costs (construction, operation, and maintenance) and use of the facility (p22).

However similar to the Act (Government of

Manitoba, 2017), agreements with child care providers may be cancelled as no long-term commitment as schools are not required to retain designated ELCC spaces as enrollment in the school increases.

*The Best Practices Licensing Manual for Early Learning and Child Care Centres* (Government of Manitoba, 2012) was developed by Healthy Child Manitoba and the Government of Manitoba and reflect the laws established under the *Community Child Care Standards Act* (Government of Manitoba, 2017a). The licensing manual a 'how-to' guide to opening a ELCC facility and offers a descriptive and in-depth overview of all the regulations and on-going responsibilities an ELCC centre is required to follow within Manitoba. This manual also offers Best Practice guidelines developed through research and precedent standards for all

providers in Manitoba and describes the intent of specific regulations and including zoning and outdoor space requirements. While the manual references Winnipeg bylaws, the outdoor space policies listed in the document differ from the Winnipeg's Zoning Bylaw and include several requirements based on the location of a facility, number of children and hours of care. Furthermore, policies in these documents apply to both rural and urban facilities without consideration for spatial restrictions or opportunities each location may present.

The City of Winnipeg's Development Plan (2010), *OurWinnipeg* presents a twenty-five-year vision for the entire city. The Plan notes

the daily necessities of life should be within reach, with options for accessing services, amenities and resources like grocery stores, banks and restaurants, together with community

centres, schools and day care centres. (p. 25)

However, no reference or policy directives regarding ELCC services are included in this document or the City's associated strategic documents. However, the three focus areas identified in *OurWinnipeg* (2010) are relevant to child care, including: focus one: a city that works, outlining a city needs to go beyond the "basics" public amenities and services to "support various lifestyles, providing a range of options for living, working and playing" (p 2) and focus three: quality of life, in order to retain and attract residents stating

the City of Winnipeg acknowledges their critical importance to the overall competitiveness of the city and to the personal well-being of our citizens..[and] is committed to collaborating within its mandate with other governments and service providers in these areas (p. 3).

As literature cited in Chapter 2 demonstrates, access to quality ELCC services can play a pivotal role in the quality of life for both parent and child as with intergovernmental and community partnerships playing a key role in developing a strong service approach.

The *Zoning By-Law 200/2006* (City of Winnipeg, 2007) is a set of laws created by the City to maintain the health, safety and wellness for the community and is the only municipal document that has includes policy for ELCC facilities and unregulated child care within a residential setting, operating as a Home Business. The bylaw also contains two definitions for ELCC services: day care and day care centre. A *day care* is defined as:

facilities that provide care for children operated in connection with an employment use, shopping centre, or other principal use, where children are cared for while parents or guardians are

occupied on the premises or in the immediate vicinity. No overnight care is provided (p. 22).

*Day care centre* is defined as:

facilities that provide care for persons on a regular basis away from their principal residence, but do not provide medical treatment or overnight supervision, where the use is the principal use of the property (not an accessory use). This category does not include public or private schools or facilities operated in connection with an employment use, shopping centre, or other principal use, where children are cared for while parents or guardians are occupied on the premises or in the immediate vicinity (p. 22).

Both definitions include the provision that overnight care is not permitted, which creates greater obstacles for parents and employers of workers who work non-standard hours. Non-standard work hours include extended hours (beginning as early as 6:00 AM or until 7:30 or 8:00 PM), to later shifts (until 11:30 PM or later), full overnights, to weekends (Halfon & Friendly,

2015). This challenge is also true for families relying on Home-Based facilities, where hours of operation must be limited to between 7:00 AM and 7:00 PM.

The bylaw also includes zoning for ELCC services. As a Principal Use, day care centres are permitted or conditional in every zoning district except for Residential Mobile Home Parks (RMH) and Manufacturing Heavy (M3), however, overlays for PDO-1 The Yards at Fort Rouge and PDO-2 Prairie Industrial Park list day care centres as conditional uses. As an Accessory Use, day cares are permitted in each zoning district except for Agriculture (A), Rural Residential 5 (RR5), Rural Residential 2 (RR2), Residential Single-Family (R1), and Residential Two-Family (R2). Day care centers located in RR5, RR2, and A zoning districts are restricted to a maximum of 5,000 square feet of gross floor area

under Subsection 70(2); however, the purpose of this size restriction is unclear. Furthermore, day care centres are required to adhere to several parking provisions that may prove challenging for facilities located in central locations where parking is not easily accessible.

While provincial and municipal policies demonstrate a minimal approach in supporting ELCC services within the City of Winnipeg, the literature presented in Chapter 2 suggests that collaborative support from these levels of government is vital to support families and quality of life. By establishing partnerships with senior levels of government and community groups, the City may begin to determine an ELCC service approach that supports families and the community beyond just the “basic” civic amenities.

### 3.4 CHAPTER SUMMARY

This chapter introduced the research study area and surrounding context. The site was selected based on the robustness of ELCC research available from organizations and has also been long identified as having a severe shortage of available child care spaces, with services for infants and school-age children in particularity short supply. Through an overview of demographic data, it is clear that a significant increase of ELCC spaces is required to meet the rapid demand for service and support the livability of the City. At the same time, inaction by the local government has contributed to this service gap. Moving forward, this research must consider what policies and actions may be adopted by the City of Winnipeg to support much-needed ELCC services to address this gap.



## CHAPTER 3: KEY CONSIDERATIONS

- The number of names on the OCCR waitlist has more than doubled since 2011
- Over the majority of parents in Winnipeg reported not having access to ELCC when needed, and the wait times for licensed spaces range between 14 and 20 months.
- Services in Manitoba, like other provinces, are regulated by the provincial government but are not centrally planned or coordinated with neither the provincial or the municipal government operating ELCC centres.
- Manitoba's ELCC model relies on commercial and non-profit organizations to own and run centres with independent people operating day homes.
- In 2016, twice as many women than men in Winnipeg between the ages of 25-44 reported limited or no employment suggesting more women are taking on more child care responsibilities.
- Parents polled in Manitoba reported that the inaccessibility to ELCC services directly impacted their employment opportunities, by requiring them to turn down employment or quit their jobs.
- A high majority of parents polled in Manitoba agreed that licensing was essential to ensure quality and that ELCC facilities should be built as part of new developments and incorporated into the education system.

- The *Public Schools Act* (2017) requires allocated ELCC space following construction or a major renovation of a school, however, these policies do not require a long-term commitment from schools to provide space for ELCC services.
- The *Best Practices Licensing Manual for Early Learning and Child Care Centres* (2012) contains outdoor space requirements but are not included in the Winnipeg's Zoning Bylaw.
- *OurWinnipeg* (2010) lists day care centres services as a “necessity of life”, yet no reference or policy directives regarding ELCC services are included in the document or the associated strategic documents.
- Day cares as a principal use are permitted or conditional in every zoning district apart from RMH and M3 (overlays for PDO-1 and PDO-2 list day care centres as conditional uses).
- Day cares as an accessory use are permitted in each zoning district except for A, RR5, RR2, R1, and R2.
- Day care centers located in RR5, RR2, and A zoning districts are restricted to a maximum of 5,000 square feet of gross floor area.
- Day cares operating as both major and minor home businesses are restricted to single family dwellings and limited hours of operation.
- Day care policies limit care options for parents and guardians working non-standard hours and quantity of licensed services in areas with high density with limited single-family dwellings.



4.0

REVIEW OF POLICY  
PRECEDENTS &  
WORKBOOK



## 4.0 Review of Policy and Strategy Precedents and Workbook

This chapter is a review of precedent policies that influence the development of ELCC services in four municipalities: The City of Vancouver, the City of Toronto, the City of Burnaby, and the City of Mississauga. It begins with a brief overview of precedent research and my method of data collection and analysis. Land-use bylaws, planning strategies, and funding models were examined to address the research question: How are other Canadian cities incorporating child care-supportive strategies into their land use policies and initiatives? An extensive review of municipal policies that have impacts on the provisions of ELCC was completed with key themes and tools identified. A description and analysis

of policy types are included, followed by a summary of common themes for planning and design. Given the potential scale of this research, these reviews were very specific with a focus on ELCC facilities. Huberman and Miles (2009) would identify this review as contextual and strategic; therefore, this research aims to determine what type of policies and incentives are currently implemented in the four municipalities and whether these policies could be applied to Winnipeg. To achieve this, the findings of this policy review were compiled into a workbook and distributed to key informants to provide context to the semi-structured interview process in the next chapter. The goal was to determine which what



types of policies and strategies may work in Winnipeg and identify next steps city might consider in order to support the development of much-needed ELCC services.

The precedent research is very similar to case study research, which is “a problem to be studied, which will reveal an in-depth understanding of a “case” or bounded system, which involves understanding an event, activity, process, or one or more individuals” (Creswell, 2014, p. 61). In this case, this research begins with a quandary (increasing demand for ELCC services within Winnipeg) and the system are the policies and actions impacting ELCC services. The system becomes the case, and this research focuses on policies and actions of other municipalities within this system to illuminate it.

The contents of this chapter were used to develop the workbook, used as a reference guide for

key informant-interviews. The workbook is attached as *Appendix A*.

#### 4.1 METHOD: REVIEW OF POLICY AND STRATEGY PRECEDENTS

In policy research, qualitative methods are applied to address various objectives. Huberman and Miles (2009) have identified four categories that policy questions can be divided into: contextual, diagnostic, evaluative and strategic. Contextual questions focus on identifying the form and nature of what currently exists and aim to look at variables that affect an individual to a larger group. Examples include dimensions of attitudes and perceptions; the nature of people’s experiences; the needs of a population, and; elements that operate within a system. Diagnostic questions examine the reasons or causes for what exists. Questions may focus on identify



underlining attitudes or perceptions, why decisions or actions were taken, why certain needs arise and what services or programs are not being used. Evaluative evaluate the effectiveness of what exists. Questions may focus on how objectives are being achieved; factors affecting the successful delivery of a program or service, and; identifying barriers that exist to systems operating. Lastly, Strategic questions aim to identify new theories, policies, plans or actions. Questions may include what types of services are required to meet needs; actions and needed to make programs and services more effective; how systems may improve, and; strategies needed to overcome newly defined issues. This research addresses more than one of these categories, and as a review of precedent policies is a multifaceted and extensive process, it also requires a keen understanding

of theory to provide adequate context to interpret the evidence generated (Ritchie, 2003). Building from the research presented in the literature review, this chapter presents a number of policies and actions required to address the research questions.

This review of policy precedents was completed over five stages. First, a public policy review included a detailed analysis of each municipal land-use zoning bylaw, aiding policies, strategy documents and financial incentives and supports for ELCC services. This information was inserted and summarized into an Excel database. The second step was to analyze the data to identify unique approaches and universal themes. The result was compiled into a comprehensive table (*Appendix A*) providing a clear overview of municipal policies and actions relevant to ELCC services. As well, Winnipeg

data is included in the table to offer an easy-to-interpret comparison. The third step involved creating a workbook (*Appendix B*) to present the information, including a copy of the table developed in phase two. This workbook was distributed to key-informants before the semi-structured interviews, as outlined in the next section. The purpose of the workbook was to ensure interview participants were familiar with the policies before the semi-structured interview and used during the interview as an information aid. In addition, the Workbook was designed to act as a stand-alone document that may be referenced by planners and policymakers interested in this research. The fourth step was to analyze the data collected from the interviews to address and the research questions. Also identified during this stage were limitations and biases. The fifth and final stage is to identify perceived

barriers relating to planning-based ELCC policies based upon the review of policy precedents and interviews that the City of Winnipeg should consider. Because this research included an examination of existing Winnipeg policies, the considerations act as a framework for possible next steps that the city may choose to incorporate as policy and adopt into strategic and guiding documents as they are updated and amended.

It is the goal of this research to identify types of policy considerations for policymakers in Winnipeg. Because a research gap exists linking planning policy and ELCC policy in Canada, four Canadian municipalities were selected based on their active municipal role supporting child care.

## 4.2 REVIEW OF MUNICIPAL POLICY PRECEDENTS TO EARLY LEARNING AND CHILD CARE

The purpose of this section is to provide an overview of ELCC supportive policies and strategies adopted in four municipalities: Vancouver, Burnaby, Toronto, and Mississauga. Because municipal roles vary greatly in each province, the findings from this precedent review will act as an inventory of strategies and policies and is not intended as a comparison of approaches. Municipal policies, strategies, funding support and other regulations were reviewed to highlight how municipalities are supporting the development of ELCC spaces and are summarized in a comprehensive table (*Appendix A*). This information was also outlined in the workbook used during the semi-structured interviews. One point worth noting is that figures included in the workbook indicate a

sever lack of ELCC spaces within the focus jurisdictions, regardless of municipal actions. While many factors may contribute to this perceived shortage of spaces (more stay-at-home parents, greater reliance on unregulated spaces, etc.) further research is needed to examine the extent of these shortages and contributing factors.



**FIGURE 4:** LOCATION OF WINNIPEG AND THE MUNICIPALITIES EXAMINED DURING THE PRECEDENT POLICY REVIEW

#### 4.2.1 CITY OF VANCOUVER

Similar to Manitoba, the licensing, funding, and subsidizing of child care in British Columbia is the responsibility of the provincial government. However, for the past three decades, the City of Vancouver has taken a proactive role in the development of a quality child care system for the City's children and families. Beginning in 1990 with the *Civic Childcare Strategy* (City of Vancouver, 2002), Vancouver's approach to child care policy has shifted to focus on the positive outcomes of children as a shared responsibility. The strategy centered on the principles of affordability, accessibility, and quality and included a detailed action plan including five areas: planning for childcare, capital programs, operating assistance, program support, development and administrative support, and advocacy.

This plan also established avenues to support, fund and incentivize the development of ELCC in the City.

The City's overarching emphasis on quality is supported by the City's *Childcare Design Guidelines* (1993) and the *Childcare Technical Guidelines* (2016). These documents guide the development of safe and secure built-environments that consider the social, intellectual and physical development of children. They reflect the City's objective to develop nurturing environments for children while recognizing the vital role child care provides to the larger community: "quality childcare and early learning opportunities help to foster healthy children and communities and play a crucial role in the social and economic stability of our city" (City of Vancouver, 2018, n.p).

The City extends community-shared perspective of child care to many of its guiding documents. The City's *A Healthy City for All* (City of Vancouver, 2014) strategy and action plan lists improved supports for children and families as one of its targets. The City also defines child care as a “public benefit” that contributes significantly to the sustainability and livability of the City (City of Vancouver, 2016).

Defining child care as a “public benefit” also provides child care services with capital support through several sources including Community Amenity Contributions (CACs), Density Cost Levies (DCL) and Density Bonus Zoning (DBZ). CACs are voluntary public benefit contributions from rezoning approvals. CACs are offered by developers as in-kind facilities delivered with new development or as cash contributions and

are generally payable at zoning enactment. DCLs are fees charged on all new development and calculated on per square foot basis and are payable at Building Permit issuance. DCL funds are allocated to eligible categories defined in the Vancouver Charter and can only be applied to growth-related capital projects, like child care. DBZ is a zoning tool that supports the development of child care in the City by permitting developers to build additional floor space in exchange for a range of amenities needed by the community. All three tools are widely utilized by the City of Vancouver to fund community facilities and infrastructure, including child care. As of 2015, CACs and DCLs have enabled the creation of 3,400 child care spaces, comprising a third of the total stock of child care spaces for children ages 0 to 12 years in the City (City of Vancouver, 2015).

Municipal grants are another key form supporting the development of child care through capital funding. Several grants are available to non-profit child care providers, including Downtown Eastside (DTES) Capital Grants and Social Policy Capital Grants, Childcare Enhancement Grants, Childcare Program Stabilization Grants, Childcare Research, Policy Development, and Innovation Grants, The School-age Care Expansion Projects Grant, and the Social Innovation Project Grants (City of Vancouver, 2018a). In 2017, the City awarded 20 child care grants to non-profit ELCC operators totaling over nine-hundred thousand dollars in funding (City of Vancouver, 2017a).

Another way the City financially supports ELCC Services is this through its *Capital Plan* (2015-2018). The plan allocates thirty million dollars to the development,

renovation and maintenance of ELCC facilities including those located in City-owned property and/or City-owned land. As of 2015, 2,250 of the City's ELCC spaces for children 0-12 years operated out of 61 City-owned spaces and 1,075 spaces were in 31 non-City owned buildings on City-owned land, account for approximately 22 per cent of ELCC services. (Vancouver, 2017 b). The remaining ELCC spaces are provided by the School Boards, nonprofit organizations, and the private sector. As of 2015, the City's access rate was 23.3 child care spaces per 100 children 0 to 12 years of age (Spicer, 2015).

The City of Vancouver's success in developing a proactive approach to ELCC services is linked to its community-shared focus, including allocation of capital funds (CACs and DCLs) through its Public Benefit Strategy (PBS). The PBS addresses the community



infrastructure needs for delivering services and programs to support the demands associated with population and economic growth needs (City of Vancouver, 2017). Through this approach, the City of Vancouver and its Council has been successful in creating new spaces in an effort to offset the growing demand for quality ELCC services. By acknowledging in its guiding documents that public benefits and amenities play a vital role in the livability of a community, the City has developed a preemptive approach to meet future demands.

#### 4.2.2 CITY BURNABY

Taking a page from Vancouver's playbook, and with a population less than half of Winnipeg, the City of Burnaby has also adopted a collaborative planning and land use development planning approach,

albeit on a much smaller scale. The City recognizes the critical social and economic role ELCC plays within a community and is committed to assisting in the creation of a comprehensive and inclusive ELCC system in Burnaby. The City's *Burnaby Child Care Policy* (2000) outlines this commitment.

The policy examines eight policy elements including Support Role; Child Care Resources Group and Community Consultation; Progressive Employer Improving Availability, Accessibility, and Affordability; Promotion of Quality Child Care; Child Care Development Funds; School Board Liaison, and; Recommending to Other Public Agencies. The objective of the policy is to support Burnaby commitment to:

- a) assisting with the creation of a comprehensive and inclusive child care system in Burnaby

which offers a range of child care options and responds to the diverse groups within the community, including parents staying home to care for their children; b) supporting families and children in their search for child care options which best suit their personal circumstances; and c) working with the School Board, government ministries, child care providers, community service providers, and others in pursuing the City's child care objectives (p. 1).

Another strategy undertaken by Burnaby was a comprehensive review of zoning bylaws and text amendments to reduce land-use barriers for prospective ELCC providers. As an example, the City amended its bylaw to allow ELCC services as a permitted use in commercial and business park districts. This approach eliminated the need for a rezoning process in these areas, and significantly reduced the capital and time required to establish a new ELCC facility (Molina, 2015). In conjunction, the City also developed the *Step-by-Step Guide for Opening a Home-based Child Care Centre in*

*Burnaby* (2016). This “how-to” guide intended is a user-friendly document illustrating the planning process clearly to mitigate uncertainty. Furthermore, the City's Social Planner role offers guidance and assistance to existing or prospective ELCC operators, acting as a liaison between providers and the planning department. By including ELCC services under the role of the Social Planner has enabled the City to remain informed on issues as they arise. As part of the mandate of the Social Planner role, the City maintains a collaborative approach to ELCC services through its partnership with the Child Care Resources Group (CCRG). This subcommittee of the Social Issues Committee serves as an advisory body on the development of ELCC policies, services and programs. The CCRG also advocates for ELCC services and programs within the city.

An additional collaborative approach the City has fostered, is through its active participation in Burnaby's Early Childhood Development Community Planning Table and the Burnaby School Age Initiative. Both organizations support families and ELCC providers through resources, activity calendars and health and wellness information. The city's partnerships also extend to a broad range of recreation activities and programs and through partnerships with Burnaby School District, Fraser Health and other community partners.

To financially support ELCC services and other social infrastructure in the community in two ways. Firstly, the City established the *Community Benefit Bonus Policy* (CBBP) in 1997. The CBBP policy enables the city to construct community amenities with no capital cost to its citizens by permitting developers extra density

in the community's four town centres in exchange for providing a community benefit that meets social, cultural, recreational, or environmental needs, including ELCC services (City of Burnaby, 2017b). As a result, the city has acquired five City-owned child care centres that are operated by non-profit organizations. Secondly, the City supports ELCC services by leasing city-owned ELCC facilities to non-profit providers at below-market lease rates and all non-profit providers are property-tax exempt (Spicer, 2015). For providers these arrangements decrease operating costs, and in turn reduce fees for families approving affordability (Molina, 2015).

#### 4.2.3 CITY OF TORONTO

With over fifty ELCC programs throughout Toronto for children from birth to 12 years of age, the City

is one of the largest providers of publicly operated ELCC services in North America (Canadian Union of Employees, 2009). Toronto is one of 27 municipalities and regional governments in Ontario that operate ELCC services or family child care agencies—one of the roles set out for them in the Province of Ontario’s (2014) *Child Care and Early Years Act*.

The Act sets out provisions for child care in Ontario and defines the local governments role including provisions made in 2012 over the provincial ELCC funding framework. The funding framework allows municipalities increased flexibility over how funding is to be allocated in ways that address local ELCC requirements. With this flexibility, Children’s Services developed the Toronto Funding Model in partnership with the community, parents, service providers and

other stakeholders. The model was endorsed by the city’s Children’s Services Advisory Committee and approved by City Council in June of 2015 and introduced a new General Operating Grant (GOG) that offered fee subsidies to eligible families with lower incomes. Concurrently to the approval of the funding model, Toronto’s Children’s Services branch commissioned the *Licensed Child Care Demand and Affordability Study* (2016). The study found availability and affordability of licensed ELCC services was the most significant barrier for many families “prices and incomes act as very strong constraints on the demand for licensed child care, and access of parents to employment” (Cleveland, Krashinsky, Colley and Avery-Nunez, p 83). Among the many conclusions the study noted that growth must simultaneously address affordability and capacity:

improving affordability alone would help those currently with a space, it would not increase access for those without a space (Cleveland, Krashinsky, Colley and Avery-Nunez, 2016). The *Toronto's Licensed Child Care Growth Strategy for children under 4 2017-2026* (2017), was adopted to address these concerns and sets out several goals to be envisioned by 2026 including:

- Growing the early learning and child care system to serve fifty per cent of children from birth to age four (estimated 10-year cost of \$1.4 to 1.9 billion);
- Increasing fee subsidies to serve forty to fifty per cent of all licensed spaces (estimated additional annual operating costs of between 65-100 million dollars);
- Providing operating grants that reduce parent fees by twenty-five and forty per

cent (estimated additional annual operating costs of 265 -415 million dollars); and

- Increasing salaries to support a thriving early learning and child care workforce (estimated additional annual operating costs of 84 million dollars).

The strategy was also the result of several changes and modernization incentives introduced at the municipal, provincial, and federal levels, over the last several years (City of Toronto, 2017a). One of the most significant ELCC changes in Ontario that is ongoing is the introduction of full-day kindergarten. This non-compulsory program for families' beings for children 3.8 years of age by September of the Junior Kindergarten year. Furthermore, school boards are required to ensure provision of before-and after-school

programs for children four to twelve years of age in publicly funded schools where there is sufficient demand as defined by the school board and municipalities (Government of Ontario, 2017). While ongoing, these initiatives are significant changes for children, parents, ELCC providers, school boards, and the City, they also present a unique opportunity to support child development and provide a pathway to develop a new framework for local planning and an integrated service delivery program. The strategy, in part, was developed to take advantage of these opportunities through a phased approach (City of Toronto, 2017a). By 2026, the City aims to thirty-thousand additional infant, toddler and preschool spaces. To support implementation of the strategy, City Council committed the equivalent of twenty per cent of provincial and federal investments in growth, subject to the annual budget process.

Other funding mechanisms include the use of Development Charges, governed by Section 37 of Ontario's *Planning Act* (1990) which permits the City of Toronto to charge a fee to a developer when a building permit is issued for new buildings, or for the expansion or conversion of existing buildings. Money collected from this charge is allocated to growth-related capital costs such as community benefits but cannot be used to finance operating costs or infrastructure renewal. By including ELCC facilities in the definition of a "community benefit", the City's *Zoning By-law 569-2013(2018)* permits the City to allocate funds to ELCC services collected through Development Charges.

Another way the City of Toronto supports the development of ELCC services is through a dedicated department and staff. Through training



programs, funding and resources, the Toronto Children's Services promotes access to high quality early learning and child care services and works closely with the community to develop a coordinated system that meets the diverse needs of Toronto families and children (City of Toronto, 2018).

Partnerships also play a key role in the City's approach to ELCC. An example is the Toronto Child & Family Network. This network is comprised of a steering committee with members from numerous local, regional and provincial members, including the City of Toronto. Its mandate is to develop a system leader that respond, advance and champion for an ELCC system that is integrated and aims to improve the "quality, access and seamless service pathways" (Toronto Child & Family Network, 2018, n.p.). This

approach creates political champions that aid in the objectives and goals of this organization.

Lastly, the City supports ELCC services through a couple of key documents. Firstly, the *Children's Services Service Plan 2015-2019* (2015) is a living document used to guide the planning and delivery of ELCC services and offers an inventory of the current ELCC landscape and direction (City of Toronto, 2018 a). It is reviewed and updated every five years in order to responds to new challenges and opportunities. Secondly, the *Child Care Design & Technical Guideline* (2016) was developed to provide provisions for people involved in planning, building and renovating space for child care, and in response to research that "early education plays in improving a child's future academic performance, health and quality of life..." (City of Toronto, 2016, p. 9).

#### 4.2.4 CITY OF MISSISSAUGA

ELCC services in the City of Mississauga are governed by the Region of Peel, which consists of the municipalities of Brampton, Caledon and Mississauga is governed by a Regional Council consisting of members from each municipality, including eleven Council members from the City of Mississauga. Under the Region's *2015-2035 Strategic Plan* (2015), ELCC services were identified as one of the key focus areas. Concurrently, the Region completed a local needs assessment of child and family programs in the Region to inform local planning. Following the assessment and propelled by the strategic plan, the Region of Peel initiated work with key partners including ELCC providers, Brampton, Caledon, and Mississauga, school boards and the Ministry of Education, the Region's Health Department

and Human Services Department, and with the wider community to increase access to ELCC services through the expansion of EarlyON Child and Family Centres and licensed child care spaces in Region.

EarlyON is a combination of four programs – Ontario Early Years Centres, Parenting and Family Literacy Centres, Child Care Resource Centres and Better Beginnings, Better Futures (Government of Ontario, 2018) and is financed through capital provided at the provincial and federal levels. Through this service expansion, the Region proposes to increase the number of programs and ELCC spaces and offer a wider range of high-quality, inclusive and affordable ELCC services so that “families and children are supported to achieve their mental and physical potential” (Region of Peel, 2018). To guide the transition process, the Region developed

its plan, *EarlyON Child and Family Centres in Peel* (2017), the result of a collaborative process with school boards, community partners and Success By 6 Peel (SB6).

SB6 Community Planning Table is another example of a community partnership that supports ELCC services within the Region that oversees the planning for EarlyON centres. This region-wide collaborative is comprised of representatives from ELCC providers, child and family programs, special needs resource agencies, English- and French language school boards, the Ministry of Education, Peel's Children's Aid Society, Region of Peel Human Services, Peel Public Health and other health system partners and reflects the Region understanding of the importance of addressing ELCC issues (Region of Peel, 2017). SB6 is funded by Ontario's Ministry of Education and is "dedicated to

local early years system planning to better integrate and strengthen services for young children and their families across Peel" (Success By 6, 2018).

The Region also offers financial support for ELCC services in two ways. Firstly, qualifying families may apply for the Child Care Fee Subsidy that covers the cost of licensed child care for children six to twelve years of age. Secondly, through the Region's Community Investment Program (CIP) that provides grants for non-profit agencies to help build the capacity of human and social services and is a funding model that "focuses on sustainability, organizational effectiveness and collaboration in the non-profit sector" (Region of Peel, 2017, p.3).

At a municipal level ELCC services are influenced

by the Official Community Plan (OCP), *Mississauga Official Plan* (2015), which defines daycare as “community infrastructure” (p. 7). A term used to describe lands, buildings, and structures that support the quality of life for people and the community. Policy set out in the plan requires new development to not exceed the capacity of existing and planned engineering services, transit services and community infrastructure suggesting a municipal acknowledgment of the importance of ELCC services to the community (City of Mississauga, 2015). The plan also recognizes that Community Infrastructure is a “vital part of complete communities, contributing to the quality of life and well-being of residents” (City of Mississauga, 2015, p. 7-5). The plan states that Community Infrastructure should be located within Downtown, Major Nodes, Community Nodes and

Corridors and not generally within Employment Areas, however this provision may be placing unnecessary limitations on providers and creating barriers for parents who do not travel to nodal areas as part of their daily routine. The community plan also includes provisions for City Council to permit development height and/or density bonuses for site specific development proposals in exchange for facilities, services or community infrastructure above and beyond the policy provisions described under Section 37 of Ontario’s *Planning Act* (1990), and the *Development Charges Act* (1997). Other municipal guiding documents reviewed include the City’s *Strategic Plan* (2009). While the plan does include policy for ELCC services, the direction and principles identified for each of the Strategic Pillars for Change creates a policy framework for community infrastructure.

**TABLE 1: MUNICIPAL PLANNING POLICY AND STRATEGY - PRECEDENT REVIEW FINDINGS**

	WINNIPEG	VANCOUVER	BURNABY	TORONTO	MISSISSAUGA
ELCC Strategy / Policy	No	Yes	Yes	Yes	No <sup>2</sup>
ELCC is addressed in Official Community Development Plan	No	Yes	Yes	Yes	Yes
ELCC is Addressed in Social Plan	N/A	Yes	Yes	Yes	N/A
ELCC is defined as Community Amenity, Benefit or Infrastructure	No	Yes	Yes	Yes	Yes
Staff resource dedicated to ELCC work	No	Yes	Yes	Yes	Yes
ELCC Design Guidelines (Operator)	No <sup>1</sup>	Yes	No	Yes	Yes
ELCC Information Documents (Resident)	No <sup>1</sup>	Yes	Yes	Yes	No <sup>2</sup>
Dedicated Municipal ELCC Informational Website	No	Yes	Yes	Yes	Yes
ELCC facility agreement with local school board	Yes	Yes	Yes	Yes	Yes

<sup>1</sup> Provincial Document <sup>2</sup> Regional Documents

## 4.3 REVIEW OF PRECEDENTS FINDINGS

Based on the review of precedent policies and strategies detailed above, four key themes were identified that support the ELCC services in these four municipalities: Municipal ELCC Policies, Financing Tools, Zoning and Regulatory Requirements, and Partnerships.

### 4.3.1 MUNICIPAL ELCC POLICIES

One way that municipalities support the development of ELCC spaces is by developing a local plan or strategy for ELCC services that outlines municipal policies and expectations for ELCC provisions. Three municipalities have an approved

stand-alone ELCC strategy or policy documents that outline their commitment, objectives, and role in supporting or providing ELCC services:

- Burnaby
- Vancouver
- Toronto

The Region of Peel, which includes Mississauga, Brampton and the town of Caledon, also have a collective ELCC strategy document. Currently, the City of Winnipeg, reviewed in Chapter 2, does not have an ELCC strategy or policy document.

All four municipalities identified ELCC objectives and policies within their Official Community Plans (OCP). Within those OCPs, ELCC services were defined as a community amenity, benefit or community

infrastructure. As a result, community infrastructure, including ELCC facilities, may be imposed onto developers by the City as part of the zoning process for new or major construction. These incentives include height and/or density bonuses or cash-in lieu. In Ontario, density increases are regulated under Section 37 of the *Planning Act* (1990) and permits municipalities to ask developers for community benefits when a development requires a Zoning By-law amendment.

Vancouver, Burnaby and Toronto have social plans that address ELCC provisions recognizing ELCC services contributes to the social and economic wellbeing of communities. These same municipalities have developed informational material for residents and prospective providers to guide applicants through the development process and have reevaluated their



development processes for new ELCC providers to mitigate barriers. Lastly, these municipalities have developed ELCC design guidelines above provincial requirements with the City of Mississauga relying on guidelines developed at the region level.

Other initiatives found in each municipality include having one or more staff dedicated to providing information and supports to current and prospective ELCC providers and a dedicated webpage on the municipal website. School boards in each municipality also have an agreement with provincial governments for ELCC services, although provincially mandated in Ontario.

#### 4.3.2 FINANCING TOOLS

Vancouver, Burnaby, Toronto, all Mississauga all own or provide municipal-owned buildings and/or

municipal-owned land for ELCC facilities. Vancouver, Toronto, and Burnaby also provide city-owned buildings to ELCC operators at a reduced rate. And all municipalities charge or have the ability to charge development fees that may be distributed to support community infrastructure, including ELCC facilities. Only Toronto and Vancouver were found to offer municipal grants for the on-going operational costs and capital expenditures for licensed ELCC facilities. Vancouver's Childcare Endowment Reserve fund offer start-up and operating subsidies to sustain those new ELCC facilities opened in high density neighbourhoods because of rezoning negotiations or the City. In Toronto, the Child Care Expansion Reserve Fund supports the City's services plan and operational grants for licensed facilities.

Another form of funding in each of the

**TABLE 2: MUNICIPAL FINANCING TOOLS - PRECEDENT REVIEW FINDINGS**

	WINNIPEG	VANCOUVER	BURNABY	TORONTO	MISSISSAUGA
Municipal owned ELCC facilities	No	Yes	Yes	Yes	No <sup>1</sup>
Municipal building space available for child care (rent-free, reduced lease, or market lease)	No	Yes	Yes	Yes	No
Development Cost Levies to fund ELCC Spaces	No	Yes	No	Yes	No
Municipal Grants- for Operating Costs	No	Yes	No	Yes	Yes
Municipal Grants- for Capital Projects	No	Yes	No	Yes	Yes
Municipal ELCC Reserve Fund	No	Yes	No	Yes	No
Property tax exemptions	Yes	No	Yes	Yes	Yes
Density Bonus for the inclusion of ELCC Facilities	No	Yes	Yes	Yes	Yes
Other Financial Items- Facility Acquisition/Maintenance	Yes*	Yes	Yes	Yes	Yes
*Winnipeg offers Community Incentive Grant Program to undertake improvements or purchase capital assets					
<sup>1</sup> Regional Centres					

municipalities is one-time municipal grants that are available to licensed non-profit ELCC facilities for a variety of costs: improvements, the purchase of capital assets, program or services upgrades, and temporary operational support.

#### 4.3.3 ZONING AND REGULATORY REQUIREMENTS

All municipalities allow ELCC facilities in single-detached residential zones and in public use and assembly zones. Outside of these three land use zones, municipalities vary significantly as to other land use zones where ELCC may be located.

All municipalities allow ELCC in higher-density residential zones such as duplex, row house and townhouse zones and apartment building zones.

All municipalities permit non-residential staff in home-based ELCC services. Only Vancouver and Toronto have indoor and outdoor play space requirements/ recommendations above provincial standards with recommendations for landscaping and greenspace. These two cities also have additional building requirements and technical guidelines beyond provincial Building Codes.

Most municipalities allow ELCC facilities in non-residential zones other than public use or assembly zones, all municipalities list ELCC facilities as a conditional or permitted use within Commercial zones, and except for Mississauga all municipalities

allow ELCC services in Industrial zones. As previous noted in Chapter 3, only Winnipeg permits ELCC services in Agricultural zones, however, not all municipalities have agricultural zoned lands.

Although all municipalities allow both home-based ELCC services in single-detached zones, the number of ELCC spaces permitted varies. Toronto and Mississauga follow provincial regulations which limits the number of ELCC spaces to six spaces with no more than two children under the age of two years. Vancouver and Burnaby allow a maximum of up to eight spaces for home-based ELCC services. However, Burnaby does not permit ELCC services in single-family dwellings with a secondary suite. In two-family dwelling ELCC services are permitted only in one dwelling unit and the owner of the other dwelling unit must sign a form

**TABLE 3: MUNICIPAL ELCC ZONING- PRECEDENT POLICY REVIEW FINDINGS**

	WINNIPEG	VANCOUVER	BURNABY	TORONTO	MISSISSAUGA
Residential zones:					
Single Detached	C*	C*	P	P	p*
Duplex	C*	C*	P	P	p*
Row Townhouse	C*	C*/P	P	P	p*
Apartment	C*	C*/P	P	P	p*
Mixed use / CD Zones	P*	C*/P	P	P	p*
Residential Rural	C*				
Commercial zones	P*	C*/P	C*	p*	p* (not all)
Institutional Zones	P*	C*	P	p*	p*
Industrial/ Manufacturing zones	P*	C* (not all)	C*	p*	
Agriculture	C*				
Parks and Recreation	P*			P	
Other					
Institutional Place of Worship Zone (IPW)				p*	
Historic Areas (HA)		C*/P			
Employment Zones					p*
Parking and pickup/drop off requirements for ELCC facilities	Yes	Yes	Yes	Yes	Yes
Parking and drop off requirements for home-based ELCC services	Yes	Yes	Yes	Yes	No

P= Permitted C = Conditional \*=Use Specific Standard Applies in this Zoning District

issued by Burnaby's Planning Department agreeing to ELCC service. In Winnipeg, licensed home-based ELCC services may be provided for care up to twelve children if there is an additional licensed staff member. In all municipalities ELCC services in a multi-dwelling unit building are only permitted on the ground floor and all municipalities allow home-based ELCC services to have non-resident staff. The presence of on-site non-resident staff and parking are other issues addressed by

municipal by-law or licensing. And expect Mississauga, all municipalities have additional parking requirements for home-based services. Only Winnipeg restricts ELCC facilities hours of operation, limiting hours from six in the morning until seven in the evening, however all other municipalities have provisions on the number of continuous hours a facility may operate in either a twelve or twenty-four-hour period.

#### 4.3.4 PARTNERSHIPS

**TABLE 4: MUNICIPAL ELCC REGULATORY REQUIREMENTS - PRECEDENT POLICY REVIEW FINDINGS**

	WINNIPEG	VANCOUVER	BURNABY	TORONTO	MISSISSAUGA
Are non-resident staff permitted in Home Based ELCC Services?	Yes <sup>1</sup>	Yes	Yes	Yes	Yes
Municipal Building Code Requirements *	No	Yes	No	Yes	No
Operational Hours permitted before 7AM and after 7PM	No	Yes	Yes	Yes	Yes <sup>2</sup>
Outdoor Space requirements beyond those in the provincial legislation	No	Yes	No	Yes	No

<sup>1</sup> Group Family ELCC must have one of the two licensed providers residing within the home

<sup>2</sup> Operation cannot exceed 12 continuous hours within a 24 hour period

The comprehensive review of policy precedents found that partnerships and collaborative efforts with non-profit child care operators, commercial child care providers, community groups, and public partners including local health authorities and school districts, play a strong role in the supportive approach of ELCC services at the municipal level. Each of the municipalities reviewed used a partnerships model to inform and developed their ELCC approach. While provincially mandated and funded in Ontario, these collaborative initiatives offer a range of benefits including cost-sharing opportunities and a collaborative service model that is tailored to the community based on input collected from various community partners, including those experiencing access and affordability barriers, Indigenous peoples, refugee community, and

those with special needs. Based on the finding in Chapter 3, the City of Winnipeg has utilized this approach.

#### 4.4 CHAPTER SUMMARY

This chapter reviewed the method of policy review and included a detailed review of policy precedents that impact the various ELCC service approaches of each municipality. These finding identified four key themes that will be compare to the literature review and analysis from the semi-structured interviews to form the final considerations outlined in Chapter 6.



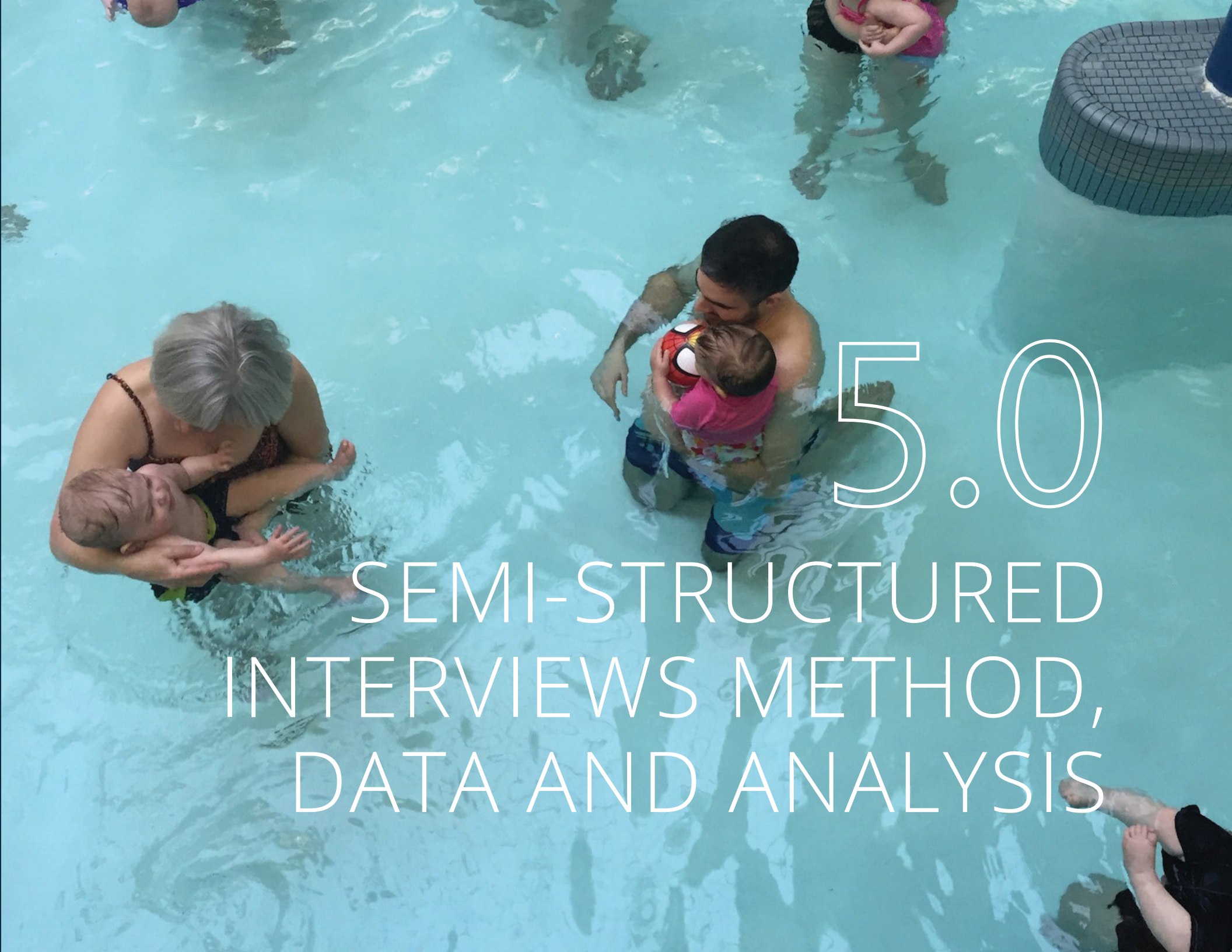
## CHAPTER 4: KEY CONSIDERATIONS

- The municipalities reviewed recognize that access to ELCC services contributes to the social and economic wellbeing of communities; it helps to support families, healthy child development and future economic growth and prosperity.
- Each municipality has taken actions at policy level to increase the number of ELCC spaces in their communities. These actions include:
  - o Defining ELCC services as a community amenity or benefit in each of the municipalities' Official Community Plans enabling the them to allocated funds to non-profit ELCC services collected through development fees;
  - o Including provisions for ELCC services within municipal Social Plans;
  - o Adopting an ELCC strategy and design guidelines above provincial standards;
  - o Having one or more staff dedicated to providing information and supports to current and prospective ELCC providers, and;

- o Streamlining development process for new providers and creating informational material such websites and guides.
- Each municipality has adopted financial incentives to support ELCC services, these include:
  - o Providing municipally-owned buildings and/or municipally-owned land for ELCC facilities, sometimes below market-value;
  - o Charging or have the ability to charge development fees that may be distributed to support community infrastructure, including ELCC facilities, and;
  - o Offering municipal grants for the on-going or for one-time operational and capital expenditures.
- Each municipality has taken steps to encourage ELCC spaces through land use and zoning regulations, these include:
  - o Allowing ELCC facilities in single-detached residential zones, higher-density residential zones such as duplex, row house and townhouse zones and apartment building zones, and in public use and assembly zones;

- o Permitting non-residential staff in home-based ELCC services within municipal bylaw;
  - o Adopting additional indoor and outdoor play space requirements above provincial standards with recommendations for landscaping and greenspace.
  - o Consider limitations when restricting overnight operations for ELCC service.
- Collaborations and partnerships were found to play a vital role within each of the municipality's approach to ELCC.



A high-angle photograph of a family swimming in a pool. A man is holding a young child in a Spider-Man inflatable ring. A woman is holding another child. The water is clear blue. The text '5.0 SEMI-STRUCTURED INTERVIEWS METHOD, DATA AND ANALYSIS' is overlaid on the right side of the image.

# 5.0

## SEMI-STRUCTURED INTERVIEWS METHOD, DATA AND ANALYSIS





# 5.0 Semi-Structured Interviews Method, Data and Analysis

## 5.1 METHOD: SEMI-STRUCTURED INTERVIEWS

Five semi-structured qualitative interviews were conducted with key informants that hold positions as child care experts or as planners with the City of Winnipeg to address the research questions: i) Could policies and strategies initiated and implemented in other Canadian cities be applied in Winnipeg to aid in the development of early learning and ELCC facilities?; ii) What early learning and child care-supportive land use policies and strategies have been adopted in Winnipeg and what impacts do they have on the development of new child care spaces?, and; iii)

How do these policies and strategies promote and/or hinder the development of new spaces and facilities?

Zeisel (2006) states that semi-structured interviews have five key characteristics. Firstly, the interview participants must have prior experience with the research topic and be able to understand the contexts of the situations and scenarios presented. For the purposes of this research, the key informants are experienced planners and/or researchers involved in child care or municipal policy with the City of Winnipeg and Manitoba. Secondly, the researcher must conduct preliminary research to identify “hypothetical significant elements, patterns and process of the situation”

(p.230). This characteristic was addressed through the interview with the workbook (*Appendix A*) that was created to share preliminary research (see Chapter 4). The workbook introduced the project with descriptions of current issues associated with the development of ELCC spaces in the City of Winnipeg. The workbook also highlights the various tools, policies and strategies of each study municipality. The intent of the inventory was to inform participants of precedent material to ensure familiarity of the subject prior to interview. This also allowed time for informants to consider and hypothesize child care levers that might be applicable to the City of Winnipeg. The final pages of the workbook are reserved for participants to write down feedback under twelve guiding questions. Zeisel's (2006) identifies guiding questions as a third characteristic. These questions

directed the interview and test the highlighted and hypothesized child care strategies and policies. These guiding questions informants responded to are:

1. *Based on the precedent review, Early Learning and Child Care (ELCC) policies or strategies are not included in the City of Winnipeg's policy and guiding documents expect for the Zoning Bylaw. Can you explain why this might be?*
2. *Drawing from the workbook, what types of ELCC policies or guidelines have the potential to be applied within Winnipeg? And why?*
3. *Drawing from the workbook, what types of ELCC policies or guidelines do not have the potential to be applied within Winnipeg? And why?*
4. *Drawing from the workbook, are there any ELCC policies or guidelines that you feel limit the development of ELCC spaces in the City of Winnipeg?*
5. *In your opinion, should the City of Winnipeg play a role in the provisions of ELCC services? And why or why not?*
6. *In your opinion, should the City of Winnipeg offer financial supports? If so, what types?*

7. *In your opinion, would the City of Winnipeg benefit from an ELCC strategy? Why or why not?*
8. *Based on your professional knowledge, are there upcoming opportunities to include ELCC policies municipal policy or strategy documents?*
9. *Based on your professional experience, do you have any policy or strategy suggestions that would support the development of ELCC space in the City of Winnipeg?*
10. *Based on your understanding, are there any existing policies or guidelines relating to ELCC services that are not included in this workbook that may be relevant to this research?*
11. *Based on your understanding, are there any avenues not included in the workbook for planners to support the development of ELCC services?*
12. *Do you have any other ideas or comments you would like to share?*

Fourth, the interviews attempted to ascertain each informant's understanding of the research issues by exploring their personal experiences and professional

experiences. Each interview began by asking the informant discuss their personal and professional background as well; as their connection to this topic.

Finally, the interviews used probes (Zeisel, 2006). Probes are “questions that interviewers interpose to get a respondent to clarify a point, to explain further what... [they]...meant, to continue talking, or to shift the topic (p. 230). Probes are most effectively used when accompanied by strategic pauses (Newman, 2000). During each interview, probes were provided such as: “please explain in more detail” and “do you believe this may be connected to X?”. Participants were encouraged to expand on an answer or to guide the discussion to a related topic.

A good interview informant is someone who

has experience in the field of research and can use that knowledge willingly in the study (Morse, 1994). For the purposes of this research, ten informants were identified through the researcher's professional network preliminary research and discussions with colleagues. Prospective interview informants were contacted one month prior to the semi-structured interviews to identify those willing to participate. A follow-up email was sent to six informants a week prior to the start of interviews. This email was sent only to those who had verbally agreed to participate. The email included the precedent workbook and the following formal University of Manitoba documents: Consent Form, Letter of Participation, and Project Background Information. The potential informants were given assurance about ethical principles, such as

anonymity and confidentiality and asked to select a date and time from a calendar. The researcher coordinated the dates and sent confirmation to each informant. Five interview dates were scheduled. This approach worked well given the number of participants.

During the interview, guiding questions were open-ended to maximize the level of information provided in the informant's answers. The flexibility of the semi-structured approach, particularly compared to structured interviews, allowed for the discovery or elaboration of information and key understandings and knowledge not have previously been identified by the researcher (Gill et al, 2008).

According to Zeisel (2006), interviews involve asking questions to systematically "find out what people

think, feel, do, know, believe and expect” (p. 227). Zeisel’s method provided a reliable and efficient means for better understanding of the local ELCC context within Winnipeg and in contrast to other municipalities. This level of understanding was impossible to obtain strictly through document and policy reviews. While a great deal of information was collected by examining policy and planning documents, the interviews provided insight into the “*who*,” “*how*,” and “*why*” elements, and offered greater insight on how precedent policies and guidelines from other jurisdictions could be applied within Winnipeg.

#### 5.1.1 DATA ANALYSIS AND CODING

In qualitative studies, well-managed data can inform, even lead, the process of inquiry (Richards & Morse, 2007). In this research, analysis of the qualitative

data began at the semi-structured interview stage.

Precedents highlighted in the workbook were discussed with regard to their relevance and application within Winnipeg. Interviews can be described as “simply a conversation with a purpose” (Berg, 2007, p. 66). The intent of the precedent data shared in the interviews was to encourage discussions and unrestricted answers to maximize the level of information. As each interview progressed, areas of interest were probed to uncover new ideas.

As previously noted, twelve open-ended questions were used to guide the interview and based on precedent material highlighted in the workbook. This approach provided opportunities to uncover and explore new information not initially considered by the researcher. This also allowed the researcher to

pursue an idea or response in more detail (Britten, 1999; Gray, 2004). Interviews were conducted as 30 to 45-minute voice calls through Skype and recorded using the program, Talk Helper Call Recorder for Skype.

After each interview was complete, the audio file was manually transcribed using Microsoft Word and emailed to the participant within two days of the interview for review. This was an opportunity for interviewees to provide clarification or modify comments and delete comments they were not comfortable sharing with the public domain. Participants were asked to return their edited documents within one week. Once all interview data was collected, transcribed, and approved, a coding process was applied to analyze the data.

By choosing to ask open-ended questions in the interviews, the data collected required analysis to make sense of the words (Farthing, 2016). To do this, a constant comparative method was applied for coding and analyzing the collected data. In the constant comparative method, coded data is compared with other pieces of related data until patterns emerge (Morse & Field, 1995). During this process, analysis continues until categories of codes emerge and no new characteristics of a coding category can be identified in the data (Glaser & Strauss, 1967). Once key themes are identified, the data is cross referenced with key findings from each chapter to develop considerations for the City of Winnipeg outlined in Chapter 6.



## 5.2 “WHAT I HEARD”- WORKBOOK FEEDBACK AND DISCUSSIONS

A total of five interviews were conducted for this research. Apart from one participant - Dr. Susan Prentice, the names of interviewees will remain confidential. However, position and affiliation of informants are identified. To create context to the various data collected and differentiate between comments, pseudonym names were assigned to each of the confidential informants.

- Susan Prentice, PhD, Professor, Department of Sociology, University of Manitoba
- Wes, Planner, Planning, Property and Development Department , City of Winnipeg
- Kate, Planner, Urban Planning and Design, Planning, Property and Development Department , City of Winnipeg
- Alex, Planner, Planning, Property and Development Department , City of Winnipeg

- Hannah, Development Applications Planner, Planning, Property and Development Department , City of Winnipeg

Informant participation has been critical in the development of understandings related to ELCC issues, particularly, from the planning and local government perspective. Through the constant comparative method, four categories were identified and explored. A small sampling of quotes were selected to illustrate feedback pertaining to each category.

### THE MUNICIPAL ROLE

Data collected during the semi-structured interviews illustrated that informants share a unanimous position: that regardless of a provincially mandated role, the City of Winnipeg should adopt some level of responsibility to support ELCC services as a

benefit to the community. Hannah explains:

I think that the City absolutely has to play a role... I see child care as a really important service to facilitate. I think it makes economic sense for the City to care about child care spaces and to find a way to encourage the growth of those spaces so that they mirror what the actual population growth. For the areas where we want to see growth that we're planning for that as far as child care spaces are concerned, which we don't currently do. I certainly think that we have to play a role in that regard (June 11, 2018).

Informants were asked why the City should support ELCC services. From their responses three themes emerged that are reflective of the research presented in Chapter 2. Firstly, informants were quick to point out the economic benefits to residents that had access to ELCC services both on at a family and community level. Many of the rationales were based on allowing both parents the opportunity to work outside the home. As Susan Prentice commented, "Just as you

need roads and bridges to go to work, parents need day care to go to work" (June 8, 2018). Similarly, Hannah stated, "I think that the City absolutely has to play a role. Even from an economic perspective it makes total sense to have as many people as possible participating in your economy" (June 11, 2018). Informants felt that services that enable both parents to work or ease the burden on single parents, benefit families as whole and directly impact their quality of life. Kate comments:

We [the City of Winnipeg] could probably strengthen the relative role of early child care as it relates to improving the quality of life and economic prosperity of people and being part of the puzzle in terms of creating greater opportunity for people to be well in our city... We for sure are recognizing that in order for people to have a quality of life, there's an economic component and a social equity component (June 8, 2018).

Some informants also expressed concern that the lack of ELCC services is a barrier to employment

for women. This concern was voluntarily expressed by all informants but one comment in particular highlights and aligns with the research presented in Chapters 2 and 3. Susan Prentice explained:

It's the women who take that part time job or no job when there's no day care. The evidence is still [there], but it's women's working lives that are many times more affected than men's working lives by the presence of children and caring responsibilities (June 8, 2018).

The second theme that emerged was focused on the ELCC service gap and its impact on the livability of the city for families. As Wes states:

I think childcare is an issue... it's constantly an issue. That no matter where you live. I think especially with Complete Communities, even though it's vague, still wanting to have the necessary things in close proximity to people. This

is definitely a necessary thing as our city grows and we have a young population (June 7, 2018)

The proximity factor of ELCC services was identified by informants as an issue, with service gaps identified in newer neighbourhoods:

So I know it's been a huge crisis because the parents in... [South Pointe]. They've gone crazy trying to figure out what they're going to do for child care. And eventually they found a small solution for some parents, which is that a satellite centre from an existing centre in River Heights will open... up to 74 spaces. But what do all the rest of the parents do, right? So we do not incorporate child care into any kind of planning including new development (Susan Prentice, June 9, 2018).

Some informants also noted that the lack of neighbourhood ELCC services created additional pressure on parents. Hannah explains:

The stress of driving around to try to pick them up before the daycare closes in winter. It's a stressful experience. There's got to be

a better way. Trying to create spaces within people's own neighbourhoods, enough spaces to actually provide for them. (June 11, 2018).

The final theme highlighted transportation as a reason for the City to take a more active approach in supporting the development of ELCC spaces. Enabling walking and cycling is a key part of the vision and directions to increase transportation choices in many of the City's plans, including *OurWinnipeg* (2010) and the Transportation Master Plan (2011). However, without access to local ELCC services, parents are reliant on vehicular modes of transportation. Wes explains:

That's something you hear about: transportation and people in Winnipeg, this is a common thing for people to say with kids. 'Well, I'd like to ride my bike or take the bus to my job downtown but then I have to pick up my kids who are over here and then I have to drop them off over there'. So, I think that's an important part of that as well, making sure that childcare is easily supported in areas where people are working,

either working or living, so it's not another long trip somewhere else entirely (June 7, 2018).

The idea that parents would potentially seek out alternative modes of transportation, including the bus, bike or walking was expressed by most informants. Other informants expressed concerns for parents who rely on public transport as their main mode of transportation as the lack of local ELCC services could create very lengthy commutes.

I can't begin to imagine what it must be like for parents who must rely on public transit to drop their kids off at child care and then continue to work. They must be on the bus for hours. Having accessible child care in local neighbourhoods is a must for all income levels, especially if our City wants to encourage active transportation or increase the number of public transit users... Parents pay taxes too, their responsibilities and challenges should be considered in all plans (Alex, June 11, 2018).

The data presented in this section demonstrates

informant's consensus that access to ELCC services play a pivotal role in the livability of cities for families. Informants unanimously agreed the City of Winnipeg should adopt an approach to support the development of ELCC spaces to ensure access to all residents who need them. Furthermore, the data suggests that policy for ELCC services should be integrated into the City's guiding documents and would support the development of a city-wide ELCC strategy.

#### LEADERSHIP AND POLITICAL WILL

Feedback collected demonstrates a shared understanding among informants that a close relationship exists between political will and municipal support of ELCC services within the City. Informants acknowledge that unless political supports can be established,

issues will not be address at the municipal level:

What I've found working on OurWinnipeg is that there are a lot of nice goals and statements written, but that doesn't necessarily translate into action. If there isn't a champion who's working on that issue to prioritize it to then make those goals into objectives and then translate that into resources, not a lot happens.. it's hard to get things on the radar for staff to then take the lead. It takes a little bit more to move things up the chain of command here (Alex, June 11, 2018).

Unfortunately, as Susan Prentice points out, "Nobody anywhere in the City, political or bureaucratic, has a mandate to think about child care. Let alone do anything about it" (June 15, 2018). Other informants felt that more research is required to establish a policy context for the City. Kate explains:

I feel like trying to do that [examine specific policy] in the absence of having the higher-level policy context established to highlight the importance of addressing those things and creating a policy context that acknowledges the

City's role in supporting [child care]..tools related to policy tools, financing tools and regulatory tools and design guidelines are definitely worth considering once we have a stronger policy rationale in place... I think any of them [tools] could be looked at within our context, but we would have to put it within the context of the city's mandate and what we would need to do in terms of strengthening that policy (June 8, 2018).

Susan Prentice also advises that the City should look beyond its own municipal government and call on the Province of Manitoba to establish better policy for ELCC services:

If it were a city priority, it would get in things like the plan. There would be city staff whose job it would be to provide the leadership and expertise and development process to kind of guide community groups for how to do this. There would be a significant fund... But much more importantly, much much more importantly, the City would look at the policy architecture, and it would turn around to the province and it would use its considerable political capital to say, you need to change provincial child care policy. Because our city is suffering (June 8, 2018).

Data demonstrates that elected officials have an integral role in initiating an ELCC approach at the municipal level. The data also suggests that awareness capacity building is required to recruit officials as champions who will prioritize initiatives both at the municipal and provincial level.

## POLICY AND STRATEGY

Participant responses identify challenges and opportunities of municipal policy and strategies in supporting ELCC services. One barrier that was addressed by all informants was the “soft services” gap in the City's policy. Informants felt that the City's plans should include provisions for community amenities, benefits and services, including ELCC services:

I think there's room for sure within the



OurWinnipeg plan to consider identifying or expanding on the importance of those kinds of [ELCC] uses and facilities... There is value in developing a strategy by the City that would be in the long-range planning area... We also recognize that we have a lot of issues that we need to try to address here in Winnipeg, and poverty and social inequity issues being some of them.. [This] is also something that we've heard in our early phase of the [OurWinnipeg] review process from the public is, 'let's work towards addressing things at the root causes rather than at the end of things'. I think there's good rationale and good demand out there for enhancing our policy to address the kinds of issues that allow us to be more proactive... and I think early childhood and learning opportunities are for sure part of that. (Kate, June 8, 2018).

Other informants, including Susan

Prentice, illustrated concerns over a lack of awareness in addressing community needs, particularly women's responsibilities, within the current guiding documents. She explains:

I think there's been historically in Canada a culture of municipal politics which has been very

much, I would say, hard infrastructure, boots shovels, bridges, roads, guy stuff, masculine hard quality... thinking about questions of social infrastructure, the role of other sorts of amenities, thinking about social and cultural infrastructure... it's been pretty close to half a century now, in Canada, that women have been in the labor force in pretty big numbers. It's a trend that is showing no signs of reversing. But a lot of our policies are stuck in the 1950's and we ignore that more than 3 out of 4 households with children have two working parents. Women work, and that's the normal. It's been normal that way for a long, long time. And all kinds of consequences flow from accepting that there has been a permanent and irrevocable change in family life and in women's roles. And thinking that all a city has to do is ensure that the garbage is picked up and the roads are paved isn't enough anymore for a city to work well. And if the city needs the province to be doing other things, because it's feeling the pain. Then cities should be...playing a political role to make sure that the policy environment changes (June 8, 2018).

Similarly, Alex stated:

Overall having some kind of a gender-based analysis on the policy that we have. I know with Our Winnipeg right we're trying to analyze the policy with the social equity lens and trying to figure out what exactly that

means in the context of land use and social policy. I think that the gender component of child care and probably other policies would be a useful lens to apply (June 11, 2018).

Informants also noted the ambiguous language and nature of the City's guiding documents created a lack of direction on how policies should be applied:

It's an issue we have with Our Winnipeg and Complete Communities in general is how vague it can sometimes be. I think with Our Winnipeg, it's just trying to be very vague because it just deals with everything related to the direction the city is going in and with Complete Communities...it's more about not what things should go where but how they are laid out and their proximity to other things. So that's why there's no real definition or objectives about childcare in there (Wes, June 7, 2018).

Kate also comments that the vague nature of the policy directions contained within City documents such as *OurWinnipeg* (2010) and *Complete Communities* (2011) lack clear priorities and consequently inhibit action:

That's for sure something that we're recognizing we need to do better here. In the OurWinnipeg review process, the first phase of engagement people are telling us, 'The plan looks great, but let's get on with implementation. We need to find a way of prioritizing things.' For sure, something people are telling us is, 'Actually, focus your attention on the things that will make a difference to move us forward'. Because there's so many things that we aspire to, but we don't seem to be making any progress on. (June 8, 2018).

Other policy concerns were identified with the City's zoning bylaw, including parking and land use regulations:

What ends up happening is often the inquiries we'll get will be associated with a residential zoned property. Single family, R1 zoned property. The lots tend to be smaller. It's tricky. They'll be right up against a single family home. It can function like a commercial space at the end of the day... [and] the parking requirement on the few applications that I worked on has been...[a] roadblock for daycares in the inner city (Hannah, June 11, 2018)

While Hannah suggests there is room for improvement, she noted that including ELCC as a potential use in most land designations was adequate in addressing current needs. She explains:

For how we're currently set up, I think our zoning bylaw kind of makes sense at the moment. For the most part, daycares are permitted in all of our residential zoning districts as a conditional use. That conditional allows us to work with the applicant on site design. When I worked on that daycare that was on R1 zoned land, we worked quite closely to ensure that the design... was consistent with the design of a single-family home. Blending it into the block. Working out the outdoor play space and buffering. I think that conditional use status kind of gives us that ability to work more closely with the applicant. It probably would be easier for the applicant perhaps if there were clear guidelines spelled out as far as some of the things we're looking for (June 11, 2018).

Concerns about operational hours defined in the zoning bylaw for home-based ELCC services were also discussed:

I was just thinking that [bylaw for operating hours] could be quite limiting depending on the industry that people are working in. I remember a conversation in my past with somebody who had helped set up a non-profit child care space that was 24 hours so that sex workers could be accommodated (Alex, June 11, 2018).

Informant responses illustrate a need for a municipal ELCC strategy to be a first step in supporting ELCC services. By defining the vision and objectives for the City, 'a strategy could pull all of those different pieces together in a useful way' (Alex, June 11, 2018). The need for a strategy would first need to be identified in OurWinnipeg (2010). Kate explains:

I think if we can strengthen our context in OurWinnipeg, which is the document that guides everything else the City does, might that result in or call for the development of a strategy for Winnipeg to support early learning and childcare supports... I think when you're developing a strategy, that's where I would see the opportunity to identify the specific tools that should be put in place to achieve that. To me, it's not getting

the tools in place first and then developing a strategy around it but being more intentional and developing your intent first and then creating the tools to support that as a follow (June 8, 2018).

Municipal design guidelines were suggested to informants as a means of ensuring the development of quality ELCC services, however informants felt that additional requirements would create further barriers for prospective providers already navigating provincial regulation. Informants suggested that provincial policies did not consider urban settings and were difficult to navigate. Alternatively, informants agreed that a municipal development guide would be very useful to navigate prospective providers through the development process, “they’re not seasoned veterans of the system. It’s always more work. They are learning from scratch how to navigate the city processes. I’m sure if there was a guide it would be helpful for them” (Hannah, June 11, 2018).

Data collected demonstrates a desire by informants to establish the City’s supportive approach in the development of ELCC spaces through its municipal policies.

#### ADDITIONAL BARRIERS AND OPPORTUNITIES

Informants agreed the primary barrier to city supports for ELCC services is limited by funding from local and senior levels of government.

Informants were quick to point out that the City is already operating with a deficit and capital spending is limited. For an example, Alex explains:

the City has an infrastructure deficit of 6.9 billion dollars over the next 10 years. I think that there’s been a bit of a culture of we need to do more with less in order to balance our budgets and things like... childcare, [are] not even on the radar. It would seem more like it was out of our jurisdiction, kind of similar to how I’ve

seen affordable housing [was] dealt with, or even like the food policy council that's just been initiated. That was an issue that wasn't on the radar for quite a while... We've had tax freezes for a long time, and so there's not a lot of extra money or time or energy to think outside of the box... There's been more priority [put] on pavement and pipes and police rather than a social infrastructure... even though the city's interested in economic development... I don't think their connections are made between how providing childcare or enabling it in an easier way could have positive economic benefits in a more proactive way for the City (June 11, 2018).

Susan Prentice also notes that the lack of provincial funding also places additional barriers on prospective providers. She explains:

the challenge will be that even if they put together, start a group, put in an application, request money from the province, if they are lucky, they will get up to 40 per cent of the capital cost, because that's Manitoba policy so far. You don't get all the capital cost if you want to start a day care. You only get 40 per cent up to a maximum. And then the community has to raise the rest of the money. So how do communities raise a million dollars? Or more? It's very very tough. The fact that any

child care centre start up at all is practically a miracle each time it happens (June 8, 2018).

Three potential avenues to financially support the development of ELCC services were identified by informants. Firstly, informants noted previous projects were developed when costs were reimbursed by the City. This is an incentive for ELCC projects to move forward, yet these scenarios were “more of a one-off depending on how much money the community committee had to, or the individual counselors wanted to support different non-profits” (Alex, June 11, 2018).

Secondly, participant responses illustrate funding opportunities to support ELCC services through the reassessment of funds collected through the Land Dedication Reserve Fund and the Impact Fees programs. The impact fee is a tool the City of Winnipeg

uses to assist with the costs of new and expanding infrastructure required to accommodate growth. Currently in phase one of implementation, the impact fee only applies to new residential construction or existing buildings being converted to residential uses in New Communities and Emerging Communities as set out in OurWinnipeg (2010) and Complete Communities (2011) (City of Winnipeg, 2018). In these cases, some planners thought these programs were not being utilized to their full potential and were identified as areas with potential for improvement. Hannah explains:

a new one that's come into play the past year is we have the introduction of impact fees, but we [City] haven't really fully defined where that money is going. It's still held up in courts at the moment...[and] we're not really spending it. We're just holding it until we have some resolution at that level to figure out whether we can carry on with this fee (June 11, 2018).

Furthermore, the City may consider directing these funds to social infrastructure and amenities, including supports for ELCC services:

I thought that if a proportion of impact fees could be allocated to more of the social infrastructure side of things, that would be an interesting way to find the resources for it [ELCC]. I don't actually know how they're currently distributed for different infrastructure needs. (Alex, June 11, 2018).

The Land Dedication Reserve Fund is a tool imposed by the City onto developers as a condition of subdivision or rezoning. This tool requires developers to contribute a portion of the land to the City for parks purposes. Developers can provide land or cash in lieu of land depending on the current City requirements as determined by the Land Development Branch within the Property, Planning and Development Department. The dedication of cash in lieu of land is generally



required to be paid before the City will release the approved subdivision plans (City of Winnipeg, 2002).

During interviews, concerns were raised by some planners over the allocation of these funds stating clearer parameters were needed. Hannah explains:

I certainly think we should be better defining the parameters. Especially the money that we collect through the [Land Dedication Reserve Fund] ... as cash in lieu. Defining where that money gets spent. It's a bit of a loose process at the moment. It kind of gives the ward councilors for a particular community committee a lot of power to even veto the rules. I attend community committees. I do sometimes see them ... bend the rules and allocate the money... The money should be, at the very least, strictly spent on parks and amenities (June 11, 2018).

Thirdly, many informants felt that policies for the sale of municipal owned land could be created to aid prospective providers in developing ELCC facilities:

I think a really important way that we could do

immediately is by using our own land better. We're asked to comment on when land gets declared surplus and is being sold. At the moment, we don't have any policies around requiring that land be used for public good. It's sold on the private market to the highest bidder and that's that. For me, that seems like an obvious first step for where we could begin to at least support daycare projects in kind... [or] have a fee, but a reduced fee. Even just retain the land and allow the daycare to lease the land and build on it. I think that's an obvious first step. We'll see how this impact fee plays out. That may be something that could be included in that (Hannah, June 11, 2018).

All informants suggest that city-owned builds be offered by the City to non-profit providers at a reduced rate:

This day care crisis is really an issue for our city and our citizens and we're going to help. These are the kinds of things that I think the city would do: they would make city-owned property available for a dollar a year to any not-for-profit group that wanted to use that space to start up a center (Susan Prentice, June 8, 2018).

Similarly, Hannah adds:

In that table there was some mention of using city land or municipal owned facilities or space. I certainly think that is something that the city should look at. That's one asset that we have. We should have better policies around how we leverage those assets to facilitate creating child care spaces or community amenities (June 11, 2018).

Wes suggests utilizing existing community infrastructure:

I think there's definitely opportunities just in terms of partnering with other groups and supporting other groups, rather than maybe taking it and opening up city-owned, city-operated childcare facilities... An example is the community center facilities that we have in the city. A lot of those are very under-utilized and are existing in a lot of different places in existing neighborhoods and that's an opportunity to upgrade those facilities and then accommodate a childcare provider that wants to operate in there (June 7, 2018).

Hannah suggested this model already exists and could be expanded upon:

We have different models. Some of our neighbourhood centers do have ELCC facilities in them... In a previous life I was the director of Art City and on the board of the Broadway Neighbourhood Centre. They still have daycare there, which is city owned by managed by a non-profit board.. Cohabitation is important too. Just all around. Trying to find better ways of encouraging spaces with more flexibility. We recently built a new library. I don't think we considered child care as part of that at all. Thinking about how you can mix social services (June 11, 2018).

The theme of partnerships was prevalent in each interview. Informants responses note a need for municipal partnerships with other government entities and community groups as a vehicle of support for the development of ELCC services:

For sure, one of the things that I see as an opportunity here as well is our health authority's incredible enthusiasm and willingness and invitation to work with the City on matters that relate to public wellbeing at the front end, at the preventative end of things rather than focusing on reactive. To me, this is one of those areas that I think health would have a keen interest in as well, and so the strengthening of the relationship between our municipality and health for sure is one area that can be built upon. May be a challenge because it doesn't have that official link in the way that it might exist in other jurisdictions, but how we might overcome some of those organizational and structural differences, I think, would be good to acknowledge (Kate, June 8, 2018).

Furthermore, planner informants note an opportunity to establish or strengthen cross-departmental partnerships within the municipal government. As Alex states:

I also thought that better partnerships inter-governmentally and with community groups or non-profits could be useful. I know the city doesn't always have a lot of financial resources or tools in its toolbox, but if we could convene people or coordinate land, then that might be a useful role.

I was also thinking that if we [the City], and how we define complete communities in OurWinnipeg, perhaps childcare facilities could be part of that definition. If it is, then maybe we could map things and identify which neighbourhoods don't have ELCC facilities and where gaps exist should there be opportunities through coordinated partnerships or whatever in the future. (June 11, 2018).

Capitalizing on development tools and strategies does not come without complexity and responsibility. Mitigating fears of losing developer interest and worry over using limited municipal funds to finance ELCC at the expense of other social infrastructure was evident. Despite these concerns, evidence presented in Chapter 2 suggests that an investment in ELCC services by local government has the potential of creating a significant return for the economy as more parents return to work and employment opportunities are created.

The dilemma becomes how might the City

intervene? The data would suggest it would be appropriate for the City to proceed judiciously, guided by the clear evidence and with support from its elected officials, government and community leaders. It is necessary for the City develop a municipal framework that brings together internal organizations and key external stakeholder, including other intergovernmental agencies, community groups, the development community, private and non-profit sectors, together.

to create a successful ELCC approach. These findings will be compared to the findings from previous chapters to inform the final considerations in the next chapter.

### 5.3 CHAPTER SUMMARY

This chapter detailed findings from the semi-structured interviews with key informants. Informants agree that the municipal government should adopt an approach to support ELCC services. However, political champions and collaborative approaches are required

## CHAPTER 5: KEY CONSIDERATIONS

- Informants unanimously agree the City of Winnipeg should adopt some level of responsibility to support ELCC services as a benefit to the community.
- Informants acknowledged that unless political supports can be established, issues will not be address at the municipal level.
- The data also suggests that awareness-building is required to recruit city and provincial officials as champions who will prioritize initiatives.
- Informants contribute the lack clear priorities and vague nature of the policy directions contained within City documents such as Our Winnipeg and Complete Communities as barrier to action.
- Informants identified lack of funding from local and senior levels of government as the major barrier to establishing city supports for ELCC services.
- Planners identified opportunities to establish or strengthen cross-departmental partnerships within the inter-municipal government.

- Data collected demonstrates there are opportunities do exist that would enable the City to include ELCC focused policy in the municipality's guiding documents.
- Informants identified potential financing mechanisms by reevaluating existing development fee programs and the sale surplus municipal owned- lands.
- Other potential municipal supports include leasing city-owned land and buildings to non-profit ELCC providers at reduced rate.



A young girl with brown hair, wearing a dark blue long-sleeved shirt, is leaning over a light-colored carpet with yellow stripes. She is looking down at a colorful toy on the floor. A baby with light skin and hair, wearing a white long-sleeved shirt, is also on the carpet, looking towards the girl. The scene is indoors, and the lighting is warm.

6.0

CONSIDERATIONS FOR  
THE CITY OF WINNIPEG  
DERIVED FROM ANALYSIS



## 6.0 Considerations for the City of Winnipeg Derived from Analysis

This chapter summarizes considerations for the City of Winnipeg in response to the gaps and opportunities identified in the research findings from Chapters 4 and 5 and guided by research from Chapters 2 and 3. These six considerations are framed loosely as further research on implementation and formal engagement would be required to address them as formal recommendations. Nonetheless, these considerations are set out in two phases. Phase one is a short-term action (less than five years) that the City might consider in order to establish the foundation of an ELCC policy framework and financial structure. Phase two, are long-term actions (more than five years) and would build upon actions implemented in phase one.

Given the uncertainty surrounding their precise requirements, options are evaluated based on a perceived level of effort required for implementation. A low-level implementation effort are actions that may be achieved by the City without influence and with minimal financial implications ( $\leq$  \$15,000 approximately). Considerations that identify as a medium-level of implementation effort require involvement from exterior stakeholders including the public, developers, and senior levels of government, but are directed by the City and/or require low to medium financial investment (\$15,000 to \$100,000 approximately). Considerations defined as having a high-level of implementation

effort are actions that require significant municipal investment ( $\geq$  \$100,000 approximately) and require substantial involvement from outside stakeholders. This valuation was applied to each of the considerations presented as a preliminary assessment of feasibility.

## 6.1 CONSIDERATIONS

### PHASE ONE: SHORT-TERM ACTIONS (within the next 5 years)

#### CONSIDERATION ONE:

##### Include and define ELCC as a Community Amenity in *OurWinnipeg* and the Land Use Bylaw

A critical first step for the City of Winnipeg is to acknowledge the importance of social infrastructure, services, and amenities within the City's guiding documents. Social infrastructure like civic amenities

and ELCC services can attract the labour force needed by the business sector, retain workers as they transition through the life cycle (Anderson & Dektar, 2011), and contribute to diverse communities with people of all ages and support long-term economic stability (Warner, 2007). The current format of Winnipeg's planning documents including, the Land Use Bylaw and *OurWinnipeg* (2010), identify just a few amenities and contain no encompassing definition. By integrating and defining Community Amenity or Benefit into *OurWinnipeg* (2010) and the Land Use Bylaw, the City can create an avenue to support social infrastructure, including ELCC services, through a revised development fee structure. This implementation, though small in action, would create a viable planning tool that would create provisions for a greater range of services



and amenities that enhance livability of Winnipeg. More importantly, it would create an opportunity to introduce funding mechanisms for municipal investment in ELCC services, outlined in consideration two. This change would also emulate policy already adopted in other jurisdictions, outlined in Chapter 4.

LEVEL OF IMPLEMENTATION: Low. *OurWinnipeg* (2010) is currently under review, therefore the reconsideration of how amenities and services are defined, could be completed during this review process.

## CONSIDERATION TWO:

### Provide Municipal Capital Investment

Consideration two encourages the City to reevaluate the funds collected through three mechanisms already operating: the Land Dedication Reserve Fund, the

Impact Fees program, and the sale of surplus municipal property. The Land Dedication Reserve Fund was adopted by the City in 1973 and requires developers to pay cash-in-lieu of providing open space dedication in new neighbourhood developments. Seventy-five per cent of funds collected are allocated by the Community Committee to Parks and Recreation projects in that community, with the remainder redistributed on an equal basis back to all City neighbourhoods (City of Winnipeg, 2018b). In order for the City to modernize funding mechanisms, the City might consider redefining and rebranding this program as a Community Amenity Contributions (CAC). CACs are agreed to by the developer and local government as part of a rezoning process initiated by the developer and would allocated to services and amenities identified in phase one. CAC cash-

in-lieu contributions also provide municipalities with a high degree of discretion regarding funding allocation decisions. They can be used by a municipality to finance the costs of developing and establishing ELCC facilities in City-owned buildings, on City-owned land and in private developments. CACs in other jurisdictions are also used to finance major ELCC capital project partnerships with senior governments and community partners; to acquire sites for lease to non-profit organizations for ELCC use; and to provide grants to non-profit organizations to assist with capital and operating costs.

The Impact Fee program, as defined in Chapter 5, is being phased into effect over the next three years and must be paid prior to the issuance of any building permit or development permit (City of Winnipeg, 2018). The Impact Fee Working Group was created to act as

a long-term advisory body and provide elected and administrative members of the City of Winnipeg and Winnipeg City Council with recommendations regarding implications, phase-in options and *OurWinnipeg* (2010) review input regarding impact fees. While it is unclear how funds collected will be allocated, the intention to pay for growth (City of Winnipeg, 2018). As suggested by some interview participants, an opportunity may exist to allocate funding collected through this program to support ELCC services and other community amenities, as defined in phase one.

Lastly, reflective of data collected during semi-structured interview, the City should consider reevaluating process of selling its surplus lands. As Hannah pointed out:



I think a really important way that we could do immediately is by using our own land better. We're asked to comment on when land gets declared surplus and is being sold. At the moment, we don't have any policies around requiring that land be used for public good. It's sold on the private market to the highest bidder and that's that. For me, that seems like an obvious first step for where we could begin to at least support daycare projects in kind, via the... a fee, but a reduced fee. Even just retain the land and allow the daycare to lease the land and build on it. I think that's an obvious first step (June 11, 2018).

Establishing policy that requires municipal land be sold or leased only to entities providing a social good and at a below-market rate will enable the City to invest in community amenities with minimal investment. Any perceived loss of financial gains through the sale or lease of municipal lands at a reduced rate is recouped through the economic return amenities, such as ELCC, bring to the local economy.

LEVEL OF IMPLEMENTATION: Medium-High.

This approach would require the amendment of current bylaws and related policy.

### CONSIDERATION THREE:

#### Establish an ELCC Council and Develop Key Partnerships

In their 2016 report, Kathleen Flanagan and Jane Beach Building recommend that the Government of Manitoba create "local infrastructures (Children's Councils) for early learning and child care that have a broad mandate for collaboration on community-based early childhood programs and services" (Beach & Flanagan, 2016 p.15). Basically, their vision was to create five councils, including one for the City of Winnipeg, and each with eight to ten representatives, appointed by

the Minister, from various groups including parents, ELCC organizations, Francophone organizations, Indigenous organizations, New-comer organizations and Healthy Child Manitoba's Parent Child Coalitions. The mandate for these councils would be to expand and develop ELCC services, maintain data and information, support licensed programs, incorporate parent child coalitions and create local models. While this vision was never initiated, the responsibilities, direction and implementation outlined in the report direction, testify to the need for a managing ELCC body at the local level.

In order for the City of Winnipeg to develop a successful ELCC approach, a Council, similar to what Flanagan and Beach have identified, must be created in association with the provincial government. This Council would be responsible to develop and initiative

an ELCC approach in a in a decisive manner that is reflect to the unique characteristics of the City's urban environment. The development of this managing council is a critical step for the implementation of phase two, because without informed direction a "best practice" approach will be impossible to achieve. Lastly, the theme of partnerships emerged during the semi-structured interviews. As the managing local body, one of councils first mandates should be to develop partnerships with non-profits and government entities as memorandum of understanding (MOU) support the vision and the development of a policy framework, identified in phase two. This approach not only presents cost-sharing opportunities, but also facilitates a collaborative service model integrating input from various stakeholders including those experiencing access and affordability

barriers to licensed ELCC services, including Indigenous, refugee and those with special needs.

LEVEL OF IMPLEMENTATION: High. This consideration would require cooperation and support from the provincial government, and its ministries, in addition to a possible amendments provincial acts including *Healthy Child Manitoba Act* (2014) and the *Community Child Care Standards Act* (2017) once terms of reference are established for council.

#### CONSIDERATION FOUR:

##### Develop a Municipal ELCC Strategy

Research presented in this practicum supports the action of developing a municipal ELCC Strategy. This step has already been adopted in the regional and municipal jurisdictions outlined in Chapter 4 and

would create the policy framework required to clearly define the City's visions, objectives and approach. The strategy could also identify financing mechanisms, including those outlined in Considerations Two.

Directed by the ELCC Council (Consideration three) recommendations for the strategy would include an in-depth review of existing ELCC policies, gap analysis of services within city neighbourhoods, and condition assessment of existing facilities. This strategy will require coordination across municipal and provincial departments and non-profit and commercial facilitates. Information collected during this process would inform the prioritization of ELCC needs within the community.

LEVEL OF IMPLEMENTATION: Medium-High. This consideration may require significant a significant capital

investment by local and senior level of government for the development of the strategy and any necessary studies associated with background assessments.

## **PHASE TWO: LONG-TERM ACTIONS (5 years +)**

### **CONSIDERATION FIVE:**

#### **Hire an ELCC Coordinator**

To provide oversight and carry out the implementation of the ELCC strategy, the City should consider creating a full-time ELCC coordinator or social planner position. The position would align with similar positions in other jurisdictions, outlined in Chapter 4, and would provide critical oversight of the actions identified within the City's ELCC strategy and stream communications between City staff and the ELCC community. This position could also act as a liaison between the City

and community care providers and for prospective providers during the development process. Susan Prentice noted during interviews, "We have a film coordinator in the city of Winnipeg that tries to bring film crews to Winnipeg to do economic development" (June 8, 2018). As research presented in this practicum demonstrates, an investment in ELCC services would enable more parents to enter the workforce and will increase the local economy (Alexander & Ignjatovic 2012; The Centre for Spatial Economics, 2009; Fortin, 2012; Warner, 2007). Therefore, the rationale for creating an ELCC coordinator position would align with precedents set for other positions at the City.

LEVEL OF IMPLEMENTATION: Medium. This consideration would require the creation of a position with salary that aligns with the City

of Winnipeg's Schedule of Compensation.

## CONSIDERATION SIX:

### Develop a Zoning Guide to Assist Prospective Providers and Streamline Regulatory Process

In order to better navigate the development process and to mitigate guess work, the City of Winnipeg should develop a step-by-step guide for prospective providers for opening a licensed ELCC facility in a centre or home setting. This suggestion is based on similar tools already implemented in the precedent jurisdictions reviewed in Chapter 4. The City of Burnaby's guide, *Step-by-Step Guide for Opening a Home-base Child Care Centre in Burnaby* (2016) provide providers with easy to follow instructions for opening a home-based child care centre or to amend an existing license. Along with brief explanations, contact information

is listed for the applicable departments, along with a table outlining zoning regulations and inspection requirements. This simple and low-cost tool is an effective strategy to mitigate uncertainty for the public when opening a new centre. Furthermore, feedback collected during the semi-structured interview suggests this strategy would be a useful tool for the standpoint of municipal planners, as Hannah illustrates:

I think that could be quite helpful. We don't have that. It could certainly be something we look at... With these types of applicants, they're not seasoned veterans of the system. It's always more work. They are learning from scratch how to navigate the city processes. I'm sure if there was a guide it would be helpful for them (June 11, 2018).

By developing a visual guide that clearly illustrates the development process in way that is easy to understand and interpret, the development process becomes accessible and less intimidating and,

by extension, attracting more licensed providers.

The City may also choose to take administrative role a step further by streamlining the development approval and planning process for prospective providers. This approach would require to the City to develop an expedient development approval process that minimizes the number of steps needed to approached applications. This strategy would also consolidate the number of discussions required with City departments and staff, to reduce the overall time-line for project approval, providing cost and time savings for both the City and applicant. Steps to this approach may include: a thorough review of the internal planning and development process to identify barriers; adapting the existing process into a streamline approach; develop a step-by-step guide to inform providers, and; utilizing

the ELCC coordinator, mentioned in consideration five, to facilitate between staff, departments, and projects.

This consideration also aligns with findings outlined in the Government of Manitoba's *Report of the Red Tape Reduction Task Force* (2018). The report states that 53 per cent of entrepreneurs believe the regulatory burden increased in the past three years, creating "unnecessary burdens" for small businesses, non-profits, local governments and private citizens through delays and costly additional expenses due to inefficient and ineffective provincial rules and regulations (2018). The objective of the Red Tape Reduction initiative is to mitigate unnecessary and inefficient regulatory requirements and offers an precedent approach within Manitoba.



LEVEL OF IMPLEMENTATION: Medium. This consideration would require an investment of staff resources at the municipal level.

## 6.2 REFERENCE TABLE FOR PROFESSIONAL PRACTICE

The following table summarizes the six considerations informed by the research findings of this practicum. This table intends to act as a stand-alone reference guide for researchers and municipal employees outlining possible actions or the City when developing a framework to support ELCC.

**TABLE 5: CONSIDERATIONS FOR THE CITY OF WINNIPEG IN HOW TO SUPPORT EARLY LEARNING AND CHILD CARE**

CONSIDERATION		DESCRIPTION	LEVEL OF IMPLEMENTATION
PHASE ONE: SHORT-TERM ACTIONS (WITHIN THE NEXT 5 YEARS)			
1	INCLUDE AND DEFINE ELCC AS A COMMUNITY AMENITY IN <i>OURWINNIPEG</i> AND IN THE CITY'S LAND USE BYLAW	<ul style="list-style-type: none"> <li>Define Community Amenity or Benefit in our <i>OurWinnipeg</i> and the Land Use Bylaw for the City to establish provisions for social infrastructure, including ELCC, and will set the groundwork for incorporating or adapting funding municipal mechanisms.</li> </ul>	LOW
2	PROVIDE MUNICIPAL CAPITAL INVESTMENT	<ul style="list-style-type: none"> <li>Redefine the Land Dedication Reserve Fund as a Community Amenity Contributions (CAC). CACs cash-in-lieu contributions would provide the City with a high degree of discretion regarding funding allocation decisions for community amenities, including financial support for ELCC facilities.</li> <li>Allocate funds collected through the Impact Fee program to support ELCC services and other community amenities.</li> <li>Establish policy that requires municipal land be sold or leased only to entities providing a social good and at a below-market rate enabling the City to invest in community amenities with minimal investment. Any perceived loss of financial gains through the sale or lease of municipal lands at a reduced rate is recouped through the economic return amenities, such as ELCC, bring to the local economy.</li> </ul>	HIGH
3	ESTABLISH AN ELCC COUNCIL AND DEVELOP KEY PARTNERSHIPS	<ul style="list-style-type: none"> <li>Create a Council in association with the provincial government to develop and initiative an ELCC approach in a decisive manner that is reflect to the unique characteristics of the City's urban environment. As the managing local body, one of councils first mandates should be to develop partnerships with non-profits and government entities as memorandum of understanding (MOU) support the vision and the development of a policy framework.</li> </ul>	HIGH

4	DEVELOP A MUNICIPAL ELCC STRATEGY	<ul style="list-style-type: none"> <li>Research supports the action of the City developing a municipal ELCC Strategy that is directed by the ELCC Council and outlines the policy framework required to clearly define the City's visions, objectives and approach. This strategy would include an in-depth review of existing ELCC policies, gap analysis of services within city neighbourhoods, and condition assessment of existing facilities, and identify financing mechanisms. This strategy will require coordination across municipal and provincial departments and non-profit and commercial facilities.</li> </ul>	MEDIUM
PHASE TWO: LONG-TERM ACTIONS (5+ YEARS)			
5	HIRE AN ELCC COORDINATOR	<ul style="list-style-type: none"> <li>Current City positions supporting activities that create economic benefits for the community, such as the film coordinator role, set precedence for the City to invest in a full-time ELCC coordinator or social planner position given the magnitude of research linking access to quality ELCC services to economic growth of cities. This position would provide valuable oversight and carry out the implementation of the ELCC strategy and to act as a liaison between providers, the community, and City departments.</li> </ul>	MEDIUM
6	DEVELOP A ZONING GUIDE TO ASSIST PROSPECTIVE PROVIDERS AND STREAMLINE REGULATORY PROCESS	<ul style="list-style-type: none"> <li>Develop a guide for prospective providers when opening a licensed ELCC facility in a centre or home setting to mitigate perceived barriers.</li> <li>Streamline the development approval and planning process for prospective providers by consolidating the number of discussions required with City departments and staff to reduce the overall time-line for project approval, providing cost and time savings for both the City and applicant.</li> </ul>	MEDIUM
LEVELS OF IMPLEMENTATION			
LOW		MEDIUM	HIGH
Consideration is directed and completed by the City with minimal or no external assistance.		Consideration is directed by the City but may require input from various stakeholders including but not limited to: the public, developers, and senior levels of government.	Consideration is directed by the City but requires substantial involvement from external stakeholders.
INVESTMENT: ≤ \$15,000 (APPROX.)		INVESTMENT: \$15,000 TO \$100,000 (APPROX.)	INVESTMENT: ≥ \$100,000 (APPROX.)







7.0  
CONCLUSION





## 7.0 Conclusion

As the City of Winnipeg continues to grow, a variety of new and existing challenges and opportunities will inevitably emerge. These will require attention from local government and its planners and include increasing pressures on the City's physical and social infrastructure. Projections indicate that the demand for licensed ELCC services will continue to steadily increase within the city, far exceeding the capacity of new spaces proposed by the Provincial government. Undoubtedly, this service gap will continue to create obstacles for families, employers, and the local economy with negative implications for the affordability and livability of the city (American Planning Association 1997; Anderson & Dektar, 2011; Beach 2015; City of Vancouver, 2016; Wat, 2007;). Furthermore, a

lack of quality ELCC spaces create employment barriers for women and increase the number of low-income families (Clark, et al., 2017; Citizens for Public Justice, 2016; Moyser, 2017). Planners are beginning to recognize that affordability is a characteristic that is inherently and fundamentally conjoined with the livability of a city (Keesmaat, 2017). Therefore, the development of timely policies and proactive measures can leverage growth and create a sustainable economy and urban environment that is inclusive (Hall & Pfeiffer, 2000).

This research examined the ELCC context in the city of Winnipeg for children 0-12 years of age and identified a service gap with negative implications for children, parents, and the local economy. Drawing

on lessons from municipalities and insights from key informants, this research strongly supports the development of a policy framework framed by the considerations presented in Chapter 6.

This practicum contributes to the literature on the role of planners and local governments in supporting ELCC services with practical relevance for municipalities across Manitoba; it offers options for policy considerations to establish a competent model for ELCC services within the city, including the development of a municipal ELCC Strategy and defining Community Benefits.

## 7.1 ADDRESSING THE RESEARCH QUESTIONS

This section answers the research questions guiding this project in chronological order.

### QUESTION 1:

**What are the linkages between land use planning for communities and Early Learning and Child Care (ELCC)?**

The findings of research in Chapters 3 and 4 demonstrate connections exist between the planning profession and ELCC including land-use policies and long-term community strategies. At the land-use level the review of policies precedents in Chapter 4 found that ELCC was defined as a community benefit or amenity within the Official Community Plans (OCPs) of each municipality. This enabled municipalities to benefit from development fees such as Community Amenity Contributions, and other incentives like Density Bonusing programs. Other examples of ELCC-focused land-use policies were identified in municipal zoning

bylaws in Chapters 3 and 4. This review found several requirements for ELCC facilities including, parking, number of children, hours of operation, outdoor space, allocation within land designations, municipal park access, and non-residential staff requirements for home-based facilities. Additionally, land-use policies in the form of municipal Child Care Design Guidelines were identified within a few municipalities. These outlined additional site selection and outdoor space requirements that are above provincial regulations. Similarity, in Manitoba, the *Land Use Planning Guide for School Sites* (2011) identifies a number of requirements for ELCC facilities located in new or major renovated schools.

The long-term community strategies examined for this research found that the that the majority of the jurisdictions reviewed had a stand-alone municipal

strategy or policy for ELCC services, outlining objectives and implementation strategies. These strategies often aligned with goals set out in municipal OCPs and other guiding documents. Furthermore, ELCC services were also addressed within community social plans, however, not every municipality had adopted this strategy.

## QUESTION 2:

What child care-supportive land use policies and strategies have been adopted in Winnipeg and what impacts do they have on the development of new child care spaces? And how do these policies and strategies promote and/or hinder the development of new spaces and facilities?

A review of current City of Winnipeg land use policies and strategies in Chapter 3 demonstrates that there are only limited ELCC policies at the municipal level. The City's zoning bylaw is the only municipal document that

contains ELCC specific policies that regulate centres and home-based facilities. These bylaws promote ELCC services by allowing facilities as a permitted or conditional use within every land-use designation, but hinder the provision of services through challenging parking requirements and by restricting hours of operation. However, data collected in Chapter 5, suggests parking variances may be granted by the City to mitigate barriers created by the zoning requirements.

Findings in Chapter 3 determined that the City of Winnipeg's strategic documents contain no ELCC directed strategies, yet *OurWinnipeg* (2010), the City's Development Plan identifies ELCC services as one of the "daily necessities of life" (p. 25). The three focus areas within the document offer strategic direction relevant to a supportive ELCC approach by acknowledging that

the City must go beyond the "basic" public amenities and services to "support various lifestyles, providing a range of options for living, working and playing" (p 2). However, without an adopted approach and political champions to support ELCC directives, findings from Chapter 5 suggests that inaction has created barriers in meeting resident needs and the objectives outlined within the City's guiding documents.

### QUESTION 3:

**How are other Canadian cities incorporating child care-supportive strategies onto their land use policies and initiatives?**

From research findings presented in Chapter 4, Canadian municipalities are incorporating supportive ELCC strategies in a number of ways. Firstly, a review of four municipalities' OCPs revealed that child care

services had been defined as a community amenity or benefit and have adopted policies outlining these benefits. These policies enable each municipality to implement development initiatives such as Density Bonus Rezoning or Community Amenity Contributions.

Another way in which municipalities support ELCC services is through regulatory streamlining. This streamlines the development approval and planning process required for new ELCC facilities and recognizes that prospective providers carry significant business development and financial risks. Lengthy approval processes that require input from several municipal departments, create unnecessary barriers for prospective providers and act as a deterrent. By developing a streamlined approach, municipalities can mitigate the financial and labour

resources and the actual and perceived risks required to get projects approved, benefiting both parties.

Lastly, the policies adopted in municipal bylaws support ELCC services. For example, allowing ELCC facilitates permitted use in various land designations, relaxing parking and drop off requirements for urban facilitates, extending allowable hours of operations and permitting non-residential staff to work at home-based facilities are some of the way the municipalities reviewed supported ELCC services through land use policies.

#### QUESTION 4:

Could policies and strategies initiated and implemented in other Canadian cities be applied in Winnipeg to aid in the development of ELCC facilities?

Yes, six considerations for the City of Winnipeg to

apply are presented in Chapter 6. These initiatives were informed by the policies and strategies found during the review of precedent policies outlined in Chapter 4, and with data collected from the semi-structure interviews in Chapter 5. This research suggests these policies and strategies could be adapted and applied to the City of Winnipeg, however without an evaluation, which was outside the scope of this practicum, the following incentives act only as considerations:

- Including and defining ELCC as a Community Amenity in *OurWinnipeg* (2010) and the *Winnipeg Zoning By-Law 200/2006* (2007);
- Providing Municipal Capital Investment;
- Establishing an ELCC Council and Develop Key Partnerships;
- Developing a Municipal ELCC Strategy;
- Hiring an ELCC Coordinator, and;

- Developing a zoning guide to assist prospective providers and streamline regulatory process.

These considerations would require municipal planners and the local government to look beyond the traditional responsibilities of physical infrastructure and the ‘nuts and bolts’ of cities such as the roads and sewers, to the provision of social services and programs (Torjman & Leviten-Reid, 2003).

## 7.2 BIASES AND LIMITATIONS

Although the research presented in this practicum was undertaken diligently and provides informed considerations for planners and the City of Winnipeg in developing an ELCC approach, it does have limitations. First and foremost, the reviews of policy and strategy precedents from each municipality were conducted



using material readily available from municipal websites and through searches using standard internet search engines. While all municipalities had ample information available this way, it is possible that there are additional strategies and policies that were not available online. Additional studies and reports may be available through a direct request. In retrospect, I would have contacted each municipality directly to request any additional information beyond material accessible through their websites.

A second limitation was the personal interpretation of the municipal documents to create the workbook. This workbook was provided to key informants a week prior to the semi-structure interviews to outline findings of the review of precedents. The information selected for the workbook was based on

my interpretation of the issues and identification of relevant material As Richards and Morse (2017) state,

The researcher, in very many ways, selects from among what he or she has seen or heard and then decides what elements, from all this input, are and are not data (p 108).

Given the ever-evolving roles of municipal and provincial governments in the delivery of ELCC services and the complex nature of these issues, it was challenging to summarize such a large scope of information. During this process a few materials that were initially cited in the literature and precedent reviews became outdated as new legislation was introduced during this practicum, and an important key informant felt the workbook did not clearly define the variables of each municipality based on provincial legislation. To rectify both issues I revised

the workbook and updated any material that was no longer relevant. I also compiled a database of current news articles and new reports that were reviewed weekly. In addition, I discussed any concerns with several contacts to ensure accuracy.

A third limitation is the reliance of key informants as a significant source of data. Many informants offered valuable insight at the municipal level but given the City of Winnipeg's inactive approach to ELCC services, many of the planners interviewed were not aware of other municipal initiatives or how they would fit with the municipal context. However, as highlighted in Chapter 5, Section 5.2, key informants unanimously felt the City had a role to play and many commended this practicum topic as timely and "needed". Another limitation was the number of with key informants who

participated in the semi structured interviews. Initially ten verbal commitments were made by prospective key informants, yet only five participated in the interviews. Given the identification process and time constraints of this project, I was unable to interview additional informants. However, interviews were extended to forty-minutes to robust collection of data.

Another limitation was the lack of data collected that addressed requirements for Indigenous peoples, Francophone families, and minority groups. Recommendation 12 of the Commission of Canada's *Truth and Reconciliation Commission of Canada: Calls to Action* calls for the "federal, provincial, territorial, and Aboriginal governments to develop culturally appropriate early childhood education programs for Aboriginal families" (2015, p.2). And Section 23 of the *Canadian*

*Charter of Rights and Freedoms* (1982) addresses the right to an education in English or French for the children of Francophone families. These precedents demonstrate an acknowledgment at the federal-level for culturally sensitive educational programming. It would be reasonable to suggest that these mandates extend to provision for programming of ELCC. Additionally, the needs of other minor groups, including immigrants and refugee groups, should be considered when developing an inclusive approach to ELCC services. However, these issues could not be captured within the scope of this practicum but offer a recommendation for future practice.

A few biases may have impacted the outcome of this research. Firstly, the perception that ELCC is traditionally not considered a planning topic which made this research challenging as very little research

exists connecting the two fields. Therefore, the review of policy extended beyond land-use policy and considered municipal strategies. The perception of gender bias became evident during the recruitment of key informants. Interestingly, of the male key informants initially contacted, only one agreed to participate, and 2 of the 4 contacts referred a female colleague because they were “mothers” and “understood this better”. Lastly, my personal bias as a mother and a planner who sought ELCC services in the City of Winnipeg. The process was proved disheartening and the lack of services impacted my ability to work fulltime, however this experience inspired me to examine this service gap through a planning lens.

### 7.3 RECOMMENDATIONS FOR FURTHER STUDY

A number of suggestions for further study were identified in this practicum. First and foremost, the six considerations presented in Chapter 6 require an additional evaluative process to transform these considerations into concrete recommendations based on the City of Winnipeg context. While outside the scope of this study, this additional research would offer a valuable insight into the feasibility of these considerations and may identify new challenges and opportunities.

Second, this research examines incentives through a broad lens and does not examine how these considerations relate to the three pillars essential for a positive ELCC system: quality, accessibility,

and affordability (Flanagan & Beach, 2016). Land-use policies and strategies considerations for an inclusive system, including the needs of Indigenous, Francophone, immigrant, and refugee community are not included in this study and offer an area for future exploration. Furthermore, this research strongly recommends incorporating child-friendly characteristics into this process to ensure that the voices of Winnipeg's children are reflected in this framework.

Another area for future research is through development into a 'best practice' approach for ELCC policies for OCPs and zoning bylaws that align with creating quality ELCC facilities. While the formation of OCPs and zoning bylaws vary within each municipality, the review of precedent initiatives found similarities in the outcomes. Therefore, a universal guide for

municipalities to support the development of ELCC facilities may be an opportunity for future research.

Lastly, another possible area for research to explore is how ELCC services impact the outcomes of community objectives identified in OCPs and *OurWinnipeg* (2010). This research that a lack of ELCC services may create adverse outcomes for *Active Transportation* and *Complete Community* incentives. Additionally, by examining the number of licensed within a City postal code, research could identify “child care deserts”, a term borrowed from the Center for American Progress and Child Care Aware of America to describe areas where there are at least three children in potential competition for each licensed space (MacDonald, 2018).

Regardless of the direction taken for further study, any research ELCC services and the role of

planners and the local government is a welcome addition to inform this gap in the literature.

## 7.4 PRACTICUM REFLECTION

This practicum has investigated the planning and local government role in supporting ELCC services within the City of Winnipeg. Responsibility for the provisions of ELCC services has been traditionally the obligation of the provincial and federal levels of government, yet this research explores the benefits and opportunities for local governments to adopt and support services within their communities – a topic with very limited research. From the beginning, it has been the goal of this practicum to explore this research gap and offer new insight with directional considerations for the City of Winnipeg on an issue that is of personal and academic interest. While

this practicum contributes to the literature on the role of planners and municipalities in supporting ELCC, with practical relevance for the City of Winnipeg, it also presents an opportunity for cities to have a positive influence on childhood development and experiences. Moreover, as responsibility for ELCC continues to shift, and as support for and innovations around ELCC models advances, research into how municipalities can better support ELCC will become an integral part of creating inclusive and complete communities.



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# TABLE

MUNICIPAL INVENTORY OF POLICIES  
AND STRATEGIES IMPACTING  
EARLY LEARNING AND CHILD CARE



## APPENDIX A:

### MUNICIPAL INVENTORY OF POLICIES AND STRATEGIES IMPACTING EARLY LEARNING AND CHILD CARE (ELCC)

	WINNIPEG	VANCOUVER	BURNABY	TORONTO	MISSISSAUGA
MUNICIPAL PLANNING AND POLICY					
ELCC Strategy / Policy	No	Yes	Yes	Yes	No <sup>2</sup>
ELCC is addressed in Official Community Development Plan	No	Yes	Yes	Yes	Yes
ELCC is Addressed in Social Plan	N/A	Yes	Yes	Yes	N/A
ELCC is defined as Community Amenity, Benefit or Infrastructure	No	Yes	Yes	Yes	Yes
Staff resource dedicated to ELCC work	No	Yes	Yes	Yes	Yes
ELCC Design Guidelines (Operator)	No <sup>1</sup>	Yes	No	Yes	Yes
ELCC Information Documents (Resident)	No <sup>1</sup>	Yes	Yes	Yes	No <sup>2</sup>
Dedicated Municipal ELCC Informational Website	No	Yes	Yes	Yes	Yes
ELCC facility agreement with local school board	Yes	Yes	Yes	Yes	Yes

<sup>1</sup> Provincial Documents

<sup>2</sup> Regional Documents

FINANCING TOOLS					
Municipal owned ELCC facilities	No	Yes	Yes	Yes	No <sup>1</sup>
Municipal building space available for child care (rent-free, reduced lease, or market lease)	No	Yes	Yes	Yes	No
Development Cost Levies to fund ELCC Spaces	No	Yes	No	Yes	No
Municipal Grants - for Operating Costs	No	Yes	No	Yes	Yes



Municipal Grants - for Capital Projects	No	Yes	No	Yes	Yes
Municipal ELCC Reserve Fund	No	Yes	No	Yes	No
Property tax exemptions	Yes	No	Yes	Yes	Yes
Density Bonus for the inclusion of ELCC Facilities	No	Yes	Yes	Yes	Yes
Other Financial Items -	Yes*	Yes	Yes	Yes	Yes
Facility Acquisition/Maintenance					

\*Winnipeg offers Community Incentive Grant Program to undertake improvements or purchase capital assets

<sup>1</sup> Regional Centres

## ZONING: IS DAYCARE USE PERMITTED?

Residential zones:

Single Detached	C*	C*	P	P	P*
Duplex	C*	C*	P	P	P*
Row Townhouse	C*	C*/P	P	P	P*
Apartment	C*	C*/P	P	P	P*
Mixed use / CD Zones	P*	C*/P	P	P	P*
Residential Rural	C*				
Commercial zones	P*	C*/P	C*	P*	P* (not all)
Institutional Zones	P*	C*	P	P*	P*
Industrial/ Manufacturing zones	P*	C* (not all)	C*	P*	
Agriculture	C*				
Parks and Recreation	P*			P	

Other

Institutional Place of Worship Zone (IPW)				P*	
Historic Areas (HA)		C*/P			
Employment Zones					P*
Parking and pickup/drop off requirements for ELCC facilities	Yes	Yes	Yes	Yes	Yes
Parking and drop off requirements for home-based ELCC services	Yes	Yes	Yes	Yes	No

P= Permitted C = Conditional \*=Use Specific Standard Applies in this Zoning District

REGULATORY REQUIREMENTS					
Are non-resident staff permitted in Home Based ELCC Services?	Yes <sup>1</sup>	Yes	Yes	Yes	Yes
Municipal Building Code Requirements *	No	Yes	No	Yes	No
Operational Hours permitted before 7AM and after 7PM	No	Yes	Yes	Yes	Yes <sup>2</sup>
Outdoor Space requirements beyond those in the provincial legislation	No	Yes	No	Yes	No

<sup>1</sup> Group Family ELCC must have one of the two licensed providers residing within the home

<sup>2</sup> Operation cannot exceed 12 continuous hours within a 24 hour period



B

WORKBOOK







## Semi-structured Interview

### Workbook

Revised Version

May/June 2018

Carley Holt, MCP Candidate

## PLANNING FOR CHILD CARE:

The Impact of Planning  
Policies and Strategies on the  
Development of Early Learning  
and Child Care Spaces in  
Winnipeg, Manitoba



# General Instructions

Thank you for participating in this Major Degree Project (MDP) project. This workbook outlines the project and municipal policies and strategies that impact Early Learning and Child Care (ELCC) in the City of Winnipeg and four other Canadian municipalities: Vancouver, Burnaby, Toronto, and Mississauga. For ease of reference, this workbook has five sections:

- 01. INTRODUCTION
- 02. MUNICIPAL PROFILES
- 03. TABLE
- 04. TABLE SUMMARY
- 05. DISCUSSION QUESTIONS

Using this workbook as a reference, I am asking you as an interview participant a series of questions to guide our discussion. These guiding questions are outlined in Section 05. Discussion Questions. The objective of our interview will be to identify limitations and opportunities that these policies pose in relation to the City of Winnipeg. To make the most of our time, please ensure you have reviewed the content of this workbook prior to our 30-minute interview.





# 01. Introduction

## WELCOME

The purpose of the proposed research is to explore the link between planning (policies and strategies) and the development of Early Learning and Child Care (ELCC) service in Winnipeg, Manitoba. There is only limited research exploring the link between planning and ELCC services, this MDP seeks to address this research gap and generate discussion. The American Planning Association (APA) has long recognized in its *Policy Guide on the Provision of Child Care* (1997) that child care is a critical component of livable communities for many families in urban, suburban, and rural areas, and that local planning policies can play an important role in ensuring adequate child care. Local Investment in Child Care (LINCC), a California collaborative, published its report *Linking Child Care, Transportation & Land Use* (2005) to investigate the rationale and opportunities to better integrate child care facilities into transportation planning. Metro Vancouver released its report *A Municipal Survey of Child Care Spaces and Policies in Metro Vancouver* (2015) as a region-wide survey of municipal policies and regulations relating to the provision of child care spaces. These precedents, and others, have influenced this MDP research.

## THE ISSUE

The *Manitoba Child and Family Services Act 2018* (Section 17 (2)(g)) requires that children under the age of 12 must have adequate supervision. For employed parents this means a reliance on a variety of care options including child care centres, home daycare, private care (babysitters, nannies, grandparents, and neighbours) preschools, and before and after school programs. And with employment rates increasing in Winnipeg amongst both men and women, the demand for ELCC services has doubled in Winnipeg within in the past seven years (OCCR Data 2011 and 2018, Census of Canada, 2016), the provincial government has set a target of developing 1,400 spaces across Manitoba by 2021. However, with a wait list equal to current capacity and growing each year, this target falls short in response to the demand.

According to data collected during the 2016 Census, thirty-six per cent of women living in Winnipeg had part-time, or no employment compared to only seventeen per cent of men in the same age group. While many factors may contribute to these numbers, research suggests that women within this age bracket work fewer hours to balance their role as caregiver with earning responsibilities (Moyser, 2017; Young, 2005; Littleton 1987). This theory is supported by findings from the *Manitoba Child Care Association Parent Survey* conducted by Probe Research Inc. in 2016.

Probe research surveyed approximate 3,100 parents, of which, seventy-two per cent lived in Winnipeg. The report found that a significant number of parents reported that a lack of access to ELCC services directly impacted their employment opportunities: forty-one per cent reported a delayed return to work; thirty-one per cent turned down employment; and thirteen per cent quit their jobs (2016). While the raw data is not available to focus on Winnipeg parents, the survey noted some geographic variations: of the parents located in Winnipeg's northwest quadrant, thirty-seven per cent turned down employment due to challenges in securing ELCC services, while fewer rural residents (thirty-five per cent) report delaying a return to work due to issues with child care. In follow-up questions with respondents, nearly nineteen per cent had altered working hours or declined extra hours due to issues with securing child care. Parents of three or more children



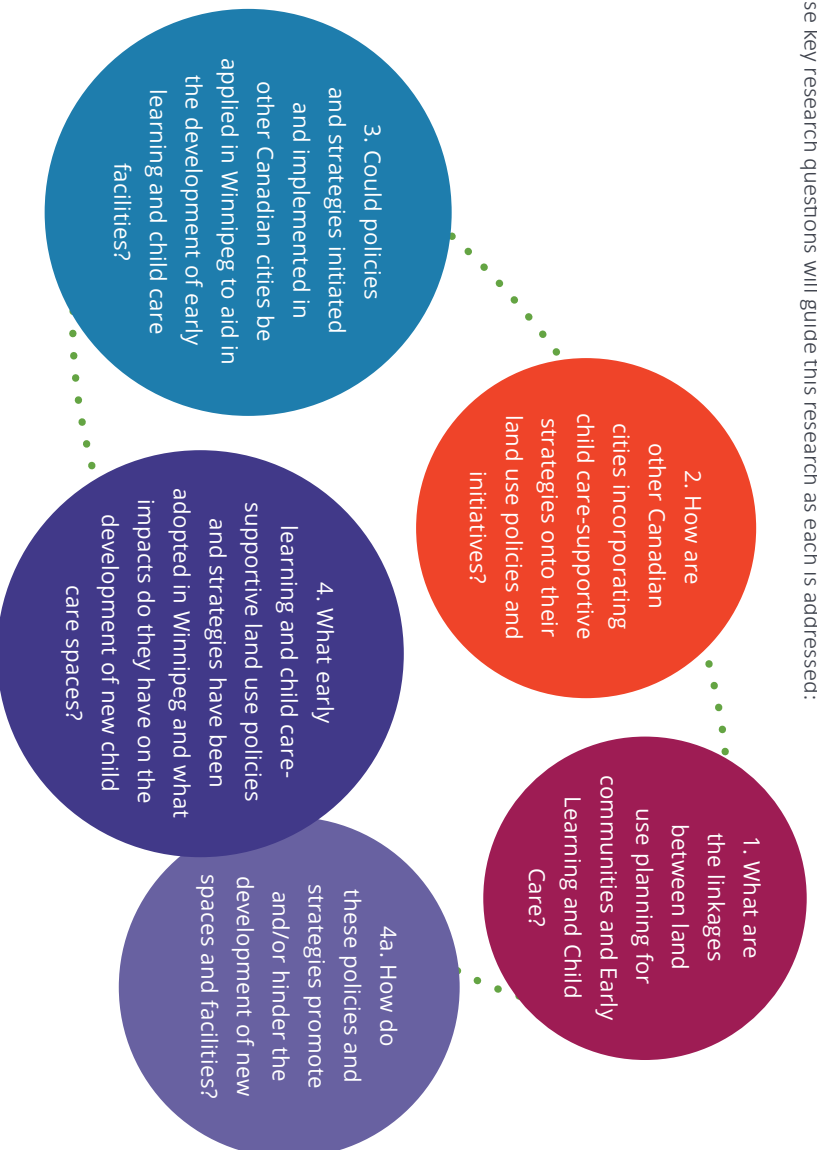
report higher rates of altering or refusing hours (twenty-seven per cent), and ten per cent of parents noted child care issues had created a significant increase to stress relating to work or school obligations. Stress may also be a result of paying for care with nearly half of the respondents noting that ELCC fees were a strain on their household budget or were not affordable.

In the 2015 *Municipal Survey of Child Care Spaces and Policies in Metro Vancouver*, a region-wide survey of municipal policies and regulations relating to the provision of child care spaces states: “access to quality child care is vital to the well-being of working families and children, is a fundamental ingredient for regional economic prosperity, and is a critical resource for complete communities” (Spicer, 2015, p. 3). Yet, the role of planners remains unclear. With little research linking the planning profession with the development of child care spaces, this project aims to generate discussion about how planning vehicles at a municipal level can aid in the development of licensed ELCC facilities. While the obvious conclusion may be for municipal planners to place greater consideration on regulating land uses, other avenues might include, the

development of municipal ELCC strategies, financing tools, municipal grants, planning incentives for developers and community partners, and updates to policy that reflect work schedules of parents who work outside regular hours.

Following a literature review highlighting the importance of ELCC services within a community, a precedent review focused on ELCC policies and strategies already adopted in four Canadian municipalities: Vancouver, Burnaby, Toronto, and Mississauga. The findings from this review were compiled into this workbook and will act as a reference for key informants during the semi-structured interviews. The objective of the discussions will be to identify limitations and opportunities that these policies pose in relation to the City of Winnipeg. Lastly, following analysis and coding, a comprehensive table will be created highlighting possible strategies for Winnipeg. This purpose of this table is to act as a stand-alone document and reference guide for City officials and employees during the amendment or development of municipal policies and guiding documents.

These key research questions will guide this research as each is addressed:



## 02. Municipal Profiles

This section contains brief a profile of each of the four municipalities chosen for this research: the City of Vancouver, the City of Burnaby, the City of Toronto, and the City of Mississauga. I reviewed municipal policies and strategies that had impacts on ELCC services for child ages 0 to 12 years. Requirements for care vary province-to-province: school boards in Ontario are now required to offer before-and-after-school programs for children ages 4 to 6 years where there is sufficient demand from parents and families. The Government of Ontario also allocates the responsibility of planning and managing licensed ELCC facilities to forty-seven local Consolidated Municipal Service Managers (CMSMs) and District Social Services Administration Boards (DSSABs). The roles and responsibilities of the CMSMs and DSSABs, including funding, are outlined in the *Ontario Child Care and Child and Family Service Management and Funding Guideline* and are unique to Canada as no other province/territory designates local government entities in the service management of ELCC services.

Additional information outlining provincial roles and responsibilities is available in the *Early Childhood Education and Care in Canada 2016* document emailed to interview participants.



### WINNIPEG, MB

POPULATION: **705,244** <sup>1</sup>

POPULATION 0-12 YEARS: **94,885** <sup>1</sup>. (13.45%)

NUMBER OF LICENCED CHILD CARE SPACES: **22,036** <sup>2</sup>

CURRENT MUNICIPAL ROLE:

- Winnipeg's Zoning By-law includes policies and design guidelines for the operation and location of home-based and centre-based ELCC services.
- Minor Family Day Care Home Based-Business (8 or less children) and Major Family Day Care Home Based-Business require a City of Winnipeg business license permit.
- The Official Community Plan, *OurWinnipeg* (City of Winnipeg 2010), does not include provisions for child care however refers to ELCC services as "daily necessities of life" (p. 25).

- The City has does not provide ongoing financial support for ELCC services but does provide funding through the Community Incentive Grant Program to undertake improvements or purchase capital assets.
- The Province of Manitoba oversees the regulations, licensing, funding, and subsidizing of ELCC services in Winnipeg.

### VANCOUVER, BC

POPULATION: **631,490** <sup>1</sup>

POPULATION 0-12 YEARS: **56,680** <sup>1</sup>. (8.9%)

NUMBER OF LICENCED CHILD CARE SPACES: **14,539** <sup>3</sup>

CURRENT MUNICIPAL ROLE:

- Similar to the situation in Manitoba, licensing, funding, and subsidizing childcare is the role of the BC provincial

government, however the City started to take an active role in developing ELCC services in 1990 with the adoption of defined principles under the *Civic Child Care Strategy*.

- The Vancouver's *Capital Plan* for 2015-2018 allocated thirty million dollars to childcare to maintain existing childcare facilities in acceptable condition and to increase the supply of childcare.
- ELCC services in Vancouver are operated by non-profit agencies, School Boards, private, group and family based. The location of facilities includes city-owned buildings and in non-city-owned building. Facilities are also located on subsidized City-owned land..
- City funds for ELCC services are available from several sources:
  - o Community Amenity Contributions are in-kind or cash contributions provided by property developers when City Council grants development rights through rezoning.
  - o Development Cost Levies paid by property developers and based on square footage of a new development.
  - o Downtown Eastside (DTES) Capital Grants and Social Policy Capital Grants offer financing for capital projects that preserve or increase the capacity of facilities used to address the needs of vulnerable communities. DTES Capital Grants only fund capital projects within that area.
  - o The Childcare Enhancement Grant Program offers one-time grants to assist with program enhancement and is not for capital expenditures.
  - o Childcare Program Development Grants are one-time grants to non-profit childcare centres to support long-term financial restructuring.
  - o Childcare Program Stabilization Grants support non-profit childcare organization facing financial crisis.
  - o Childcare Research, Policy Development, and Innovation Grants offer one-time funding to non-profit organization involved in ELCC research, policy development, or related projects focused on improving childcare in Vancouver.
  - o The School-age Care Expansion Projects Grant Program for capital-related costs in Vancouver School Board facilities to create new licensed school-age childcare programs for school-aged children.
  - o Social Innovation Project Grants provide funding to social service organizations to turn innovative ideas into viable projects that address social change, create or enhance social inclusion and belonging, and help Vancouver's most vulnerable residents
- The City of Vancouver's Land-Use Bylaw defines ELCC

services as an "amenity." As such, the City can use 'density bonusing' to support the development of child care centres. A density bonus allows property developers extra density, up to a set limit, in exchange for a contribution towards amenities or affordable housing. Financial contributions are determined by the density bonus contribution rate set out in the zone.

- The City has established the Joint Council on Childcare (JCC) which includes community stakeholders and academics. The JCC sets targets for creating ELCC spaces and provides leadership on child care development.
- The City of Vancouver also supports Westcoast Child Care Resources and the Vancouver Society of Children's Centres, a non-profit society that works with City staff to design, develop and operate child care facilities in Vancouver's downtown core.
- The *Childcare Design Guidelines*, 2013 (which exceed the provincial physical space and design requirements) were developed "to create safe and secure urban childcare facilities that provide a range of opportunities for the social, intellectual and physical development of children" (p. 3). These guidelines were created for childcare developers, architects, and City staff and include sections on site selection, site planning and considerations for indoor and outdoor design.
- The *Childcare Technical Guidelines* were revised in 2016 and guide the design and construction or renovation of any childcare secured by the City of Vancouver as a Capital Asset.
- The City in partnership with Musqueam Nation, BC Aboriginal Child Care Society, Collingwood Neighbourhood House and other community partners created a series of Indigenous cultural competency learning modules to develop skills and tools to teach young children about the rich heritage and history of Indigenous peoples.

## BURNABY, BC

POPULATION: **232,755** <sup>1</sup>

POPULATION 0-12 years: **25,160** <sup>1</sup>. (10.8%)

NUMBER OF LICENCED CHILD CARE SPACES: **4,820** <sup>3</sup>

### CURRENT MUNICIPAL ROLE:

- The City developed the *Burnaby Child Care Policy* (City of Burnaby 2000) to assist with the "creation of a comprehensive and inclusive child care system" (p. 1).
- In 1997, the City introduced the *Community Benefit Bonus Policy* (CBBP), which grants developers extra density in return for providing a community benefit that meets social, cultural, recreational, or environmental

needs. As a result, ELCC services are categorized as a 'community benefit' within the city's zoning bylaw.

- The City also supports ELCC services and programs in Burnaby through its Child Care Resources Group (CCRG), a subcommittee of the Social Issues Committee. This subcommittee acts as an advisory body on the development of ELCC policies, services and programs and advocates for ELCC services and programs within the city.
- The City is an active participant in Burnaby's Early Childhood Development Community Planning Table, a collaborative coalition of non-profit and public partners providing programs and services to children from ages 0 to 6 years.
- The City also participates in the Burnaby School Age Initiative, an alliance of community groups and local businesses working to increase opportunities for children ages 6 to 12 years to participate in after school activities.

## TORONTO, ON

POPULATION: **2,731,571**<sup>1</sup>

POPULATION 0-12 YEARS: **322,330**<sup>1</sup>. (11.8%)

POPULATION 0-5 YEARS: **136,000**<sup>1</sup>

NUMBER OF LICENCED CHILD CARE SPACES: **APPROX.**

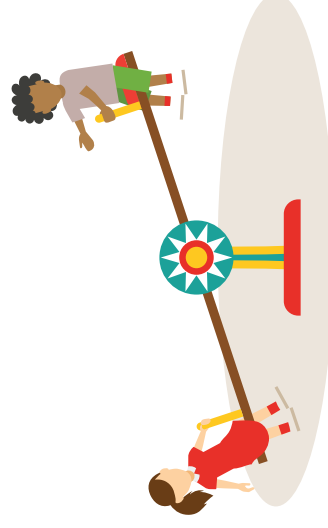
**37,500**<sup>4</sup> \* For Children 0 to 4 years

CURRENT MUNICIPAL ROLE:

- The City adopted *Children's Services Service Plan* (2015) to guide the planning and delivery of ELCC services and is to be updated every five years.
- The City has a Child Care Advisory Committee with members representing the various sectors of the ELCC services in Toronto. The committee advises the Mayor and City Council on policies, programs, strategies and actions.
- Toronto adopted a 10-year *Licensed Child Care Growth Strategy* (2017) which addressed issues raised in the *Licensed Child Care Demand and Affordability Study* (2016) and set out several goals to be envisioned by 2026 including ensuring 50 percent of children under 4 years have access to ELCC space. Through a phased

approach, Toronto aims to develop 30,000 additional infant, toddler and preschool spaces by 2026. To support implementation of the strategy, City Council committed the equivalent of 20 percent of provincial and federal investments in growth, subject to the annual budget process.

- The zoning bylaw defines ELCC services in Toronto are defined as a "community benefit". This definition permits the City to allocate funds to ELCC services collected under Section 37 of Ontario's Planning Act. Section 37 grants municipalities the right to negotiate contributions towards local community benefits for development applications that exceed a site's zoned height and density.
- Development Charges, governed by Ontario's *Planning Act*, permit municipalities to charge a fee to a developer when a building permit is issued for new buildings, or for the expansion or conversion of existing buildings. In Toronto, money collect from this charge helps pay for growth-related capital costs, including ELCC facilities, but cannot be used to finance operating costs or infrastructure renewal.
- The General Operating Grant is a form of base funding that provides a stable source of funding to eligible operators that have a service agreement to provide fee subsidy to offset operating costs of an ELCC centre.
- The City is one of 27 municipalities and regional governments in Ontario that operate ELCC services or family child care agencies—one of the roles set out for them in the Province's Day Nurseries Act – with over 50 ELCC programs throughout Toronto for children from birth to 12 years of age.



1. Statistics Canada 2016 Census
2. Manitoba Families Annual Report 2016-2017
3. A Municipal Inventory of Child Care Spaces and Policies in Metro Vancouver, August 2015
4. Toronto's Licensed Child Care Growth Strategy 2017
5. Region of Peel Human Services Department, December 31, 2015

## MISSISSAUGA, ON

POPULATION: **721,600** <sup>1</sup>

POPULATION 0-12 YEARS: **94,515** <sup>1</sup> (13.1%)

POPULATION 0-5 YEARS: **35,460** <sup>1</sup>

NUMBER OF LICENCED CHILD CARE SPACES: **20,710** <sup>5</sup>

### CURRENT MUNICIPAL ROLE:

- In the Official Community Plan (OCP), *Mississauga Official Plan* (2015), daycare is defined as “community infrastructure” (p. 7), a term to describe lands, buildings, and structures that support the quality of life for people and the community.
- Policy set out in the OCP requires that new development not exceed the capacity of existing and planned engineering services, transit services and community infrastructure, which includes day cares.
- The OCP includes provisions for City Council to permit bonuses in height and/or density of site specific development proposals in exchange for facilities, services or matters, above and beyond that would be otherwise provided under the provisions of the provincial Planning Act (1990), the *Development Charges Act* (1997) or other statute, such as, community infrastructure including day cares.
- The *City’s Strategic Plan 2000 for the New Millennium* (2009) does not include provisions for ELCC services.
- ELCC services in Mississauga are governed by the Region of Peel, which consists of the municipalities of Brampton, Caledon and Mississauga.
- In 2007, Success by 6 Peel (SB6) was created to serve as the Community Planning Table for early years and child care services in Peel. SB6 is a region-wide collaborative dedicated to local early years system planning to better integrate and strengthen services for young children and their families.
- To support this research, Peel completed a local needs assessment, *Planning for EarlyON Child and Family Centres in Peel* (2017), of child and family programs in Peel to inform local planning. The document includes strategy to encourage a collaborative approach with the Region of Peel’s Human Services Department, Service System Manager for Early Years and Child Care, the Region’s Health Department and with the wider community to develop and implement ELCC development plans including ELCC plans and guiding regional and community documents.



### 03. Table

#### MUNICIPAL INVENTORY OF POLICIES AND STRATEGIES IMPACTING EARLY LEARNING AND CHILD CARE (ELCC)

MUNICIPAL PLANNING AND POLICY					
ELCC Strategy / Policy	WINNIPEG	VANCOUVER	BURNABY	TORONTO	MISSISSAUGA
ELCC is addressed in Official Community Development Plan	No	Yes	Yes	Yes	No <sup>2</sup>
ELCC is Addressed in Social Plan	No	Yes	Yes	Yes	Yes
ELCC is defined as Community Amenity, Benefit or Infrastructure	N/A	Yes	Yes	Yes	N/A
Staff resource dedicated to ELCC work	No	Yes	Yes	Yes	Yes
ELCC Design Guidelines (Operator)	No <sup>1</sup>	Yes	No	Yes	Yes
ELCC Information Documents (Resident)	No <sup>1</sup>	Yes	Yes	Yes	No <sup>2</sup>
Dedicated Municipal ELCC Informational Website	No	Yes	Yes	Yes	Yes
ELCC facility agreement with local school board	Yes	Yes	Yes	Yes	Yes
<sup>1</sup> Provincial Documents					
<sup>2</sup> Regional Documents					

#### FINANCING TOOLS

Municipal owned ELCC facilities <sup>1</sup>	No	Yes	Yes	Yes	No <sup>2</sup>
Municipal building space available for child care (rent-free, reduced lease, or market lease)	No	Yes	Yes	Yes	No
Development Cost Levies to fund ELCC Spaces	No	Yes	No	Yes	No
Municipal Grants – for Operating Costs	No	Yes	No	Yes	Yes
Municipal Grants – for Capital Projects	No	Yes	No	Yes	Yes
Municipal ELCC Reserve Fund	No	Yes	No	Yes	No
Property tax exemptions	Yes	No	Yes	Yes	Yes
Density Bonus for the Inclusion of ELCC Facilities	No	Yes	Yes	Yes	Yes
Other Financial Items - Facility Acquisition/Maintenance	Yes*	Yes	Yes	Yes	Yes
*Winnipeg offers Community Incentive Grant Program to undertake improvements or purchase capital assets					
<sup>1</sup> Municipally owned ELCC facilities are generally not operated by municipality, with exceptions only in Ontario.					
<sup>2</sup> Regional Centres					

#### ZONING: IS DAYCARE USE PERMITTED?

Residential zones:

Single Detached	C*	C*	P	P	P*
Duplex	C*	C*	P	P	P*
Row Townhouse	C*	C*/P	P	P	P*
Apartment	C*	C*/P	P	P	P*
Mixed use / CD Zones	P*	C*/P	P	P	P*
Residential Rural	C*				
Commercial zones	P*	C*/P	C*	P*	P* (not all)
Institutional Zones	P*	C*	P	P*	P*
Industrial/ Manufacturing zones	P*	C* (not all)	C*	P*	
Agriculture	C*				
Parks and Recreation	P*	Yes		P	
Other					

Institutional Place of Worship Zone (IPW)				P*	
Historic Areas (HA)		C*/P			
Employment Zones					P*
Parking and pickup/drop off requirements for ELCC facilities	Yes	Yes	Yes	Yes	Yes
Parking and drop off requirements for home-based ELCC services	Yes	Yes	Yes	Yes	No
P= Permitted C = Conditional *Use Specific Standard Applies in this Zoning District					

#### REGULATORY REQUIREMENTS

Are non-resident staff permitted in Home Based ELCC Services?	Yes <sup>1</sup>	Yes	Yes	Yes	Yes
Municipal Building Code Requirements *	No	Yes	No	Yes	No
Operational Hours of ELCC services permitted before 7AM and after 7PM	No	Yes	Yes	Yes	Yes <sup>2</sup>
Outdoor Space requirements beyond those in the provincial legislation	No	Yes	No	Yes	No
Municipal Business Licensed required for Home-based ELCC services	Yes	Yes	No	No	No
<sup>1</sup> Group Family ELCC must have one of the two licensed providers residing within the home					
<sup>2</sup> Operation cannot exceed 12 continuous hours within a 24 hour period					



## 04. Table Summary

### MUNICIPAL CHILD CARE POLICIES

One way that municipalities support the development of ELCC spaces is by developing a local plan or strategy for ELCC services that outlines municipal policies and expectations for ELCC provisions. Three municipalities have an approved stand-alone ELCC strategy or policy documents that outline their commitment, objectives, and role in supporting or providing ELCC services:

- Burnaby
- Vancouver
- Toronto

The Region of Peel, which includes Mississauga, Brampton and Mississauga, and the town of Caledon, also have a collective ELCC strategy document. Currently, Winnipeg does not have an ELCC strategy or policy document.

Except for Winnipeg, all municipalities reviewed identified ELCC objectives and policies within their Official Community Plans (OCP). Within those OCPs, ELCC services were defined as a community amenity, benefit or community infrastructure. As a result, developers may choose or be required to include space for ELCC services in new or major construction dependent upon zoning requirements or in order to benefit from development incentives such as height and/or density bonuses.

Three municipalities have social plans that address ELCC provisions to recognize that child care contributes to the social and economic well being of communities. The same municipalities have their own information

documents for residents and prospective providers. All municipalities except Winnipeg have one or more staff dedicated to providing information and supports to current and prospective ELCC providers and a dedicated webpage on the municipal website. Three municipalities have municipal design guidelines above provincial requirements. School boards in each municipality also have an agreement with provincial governments for ELCC services. For example: In 2016, the *Land Use Planning Guide for School Sites* (LUPGSS) was developed and adopted by the Province of Manitoba and requires all new schools or major renovations of schools within Manitoba to include space for daycare. And in Ontario, school boards are required to offer before-and-after-school programs (for children 4 to 12 years old) where there is sufficient demand from parents and families.

### FINANCING TOOLS

Toronto, Vancouver, and Burnaby all own and provide municipal building space for ELCC facilities. Toronto and Vancouver charge development cost services that financial support community amenities like licensed ELCC facilities. Toronto, Vancouver, and Mississauga offer municipal grants for the on-going operational costs and capital expenditures for licensed ELCC facilities. Vancouver's Childcare Endowment Reserve fund offer start-up and operating subsidies to sustain those new child care facilities opened in high density neighbourhoods because of rezoning negotiations or the City. In Toronto, the Child Care Expansion Reserve Fund supports the City's services plan and operational grants for licensed facilities.

Except for Winnipeg, all municipalities offer a form of density or height bonus for the provision of community benefits, such as space for ELCC services. In Ontario, density increases are regulated under Section 37 of the *Planning Act* which permits municipalities to ask developers for community benefits when a development requires a Zoning By-law amendment. In all five cities, one-time municipal grants are available to license for and non-profit ELCC facilities for a variety of costs: improvements, the purchase of capital assets, program or services upgrades, and temporary operational support.



## ZONING AND REGULATORY REQUIREMENTS FOR ELCC FACILITIES

All municipalities allow ELCC facilities in single-detached residential zones and in public use and assembly zones. Outside of these three land use zones, municipalities vary significantly as to other land use zones where ELCC may be located. All municipalities allow ELCC in higher-density residential zones such as duplex, row house and townhouse zones and apartment building zones.

All municipalities permit non-residential staff in home-based ELCC services. Only Vancouver and Toronto have indoor and outdoor play space requirements/recommendations above provincial standards with two cities also have additional building requirements and technical guidelines beyond provincial Building Codes.

Most municipalities allow ELCC facilities in non-residential zones other than public use or assembly zones, all municipalities list ELCC facilities as a conditional or permitted use within Commercial zones, and except for Mississauga all municipalities allow ELCC services in Industrial zones. Additionally, Winnipeg permits ELCC services in Agricultural zones. (Note: not all municipalities have agricultural zoned lands).

Although all municipalities allow both home-based ELCC services in single-detached zones, the number of ELCC spaces permitted varies. Toronto and Mississauga follow provincial regulations which limits the number of ELCC

spaces to six spaces with no more than two children under the age of two years. Vancouver and Burnaby allow a maximum of up to eight spaces for home-based ELCC services. However, Burnaby does not permit ELCC services in single-family dwellings with a secondary suite. In two-family dwelling ELCC services are permitted only in one dwelling unit and the owner of the other dwelling unit must sign a form issued by Burnaby's Planning Department agreeing to ELCC service. In Winnipeg, licensed home-based ELCC services may be provided for care up to twelve children if there is an additional licensed staff member. In all municipalities ELCC services in a multi-dwelling unit building are only permitted on the ground floor and all municipalities allow home-based ELCC services to have non-resident staff. The presence of on-site non-resident staff and parking are other issues addressed by municipal by-law or licensing. And expect Mississauga, all municipalities have additional parking requirements for home-based services. The City of Winnipeg bylaws restricts operating hours of home-based ELCC services from six in the morning to seven in the evening, and day centres are not permitted to provide overnight care. While all other municipalities have provisions on the number of continuous hours a facility may operate in either a twelve or twenty-four-hour period, they do not specify hours of operation. This is important because access to ELCC services outside regular hours is essential for parents who work shift work or irregular hours.



## 04. Discussion

The following questions will be used to guide our discussion. If possible, please take time to reflect on the information presented in this workbook and note any comments relating to these questions. Thank you.

1. Based on the precedent review, Early Learning and Child Care (ELCC) policies or strategies are not included in the City of Winnipeg's policy and guiding documents expect for the Zoning Bylaw. Can you explain why this might be?

3. Drawing from the workbook, what types of ELCC policies or guidelines do not have the potential to be applied within Winnipeg? And why?

4. Drawing from the workbook, are there any ELCC policies or guidelines that you feel limit the development of ELCC spaces in the City of Winnipeg?

2. Drawing from the workbook, what types of ELCC policies or guidelines have the potential to be applied within Winnipeg? And why?

5. In your opinion, should the City of Winnipeg play a role in the provisions of ELCC services? And why or why not?

6. In your opinion, should the City of Winnipeg offer financial supports? If so, what types?

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7. In your opinion, would the City of Winnipeg benefit from an ELCC strategy? Why or why not?

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8. Based on your professional knowledge, are there upcoming opportunities to include ELCC policies municipal policy or strategy documents?

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9. Based on your professional experience, do you have any policy or strategy suggestions that would support the development of ELCC space in the City of Winnipeg?

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10. Based on your understanding, are there any existing policies or guidelines relating to ELCC services that are not included in this workbook that may be relevant to this research?

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11. Based on your understanding, are there any avenues not included in the workbook for planners to support the development of ELCC services?

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12. Do you have any other ideas or comments you would like to share?

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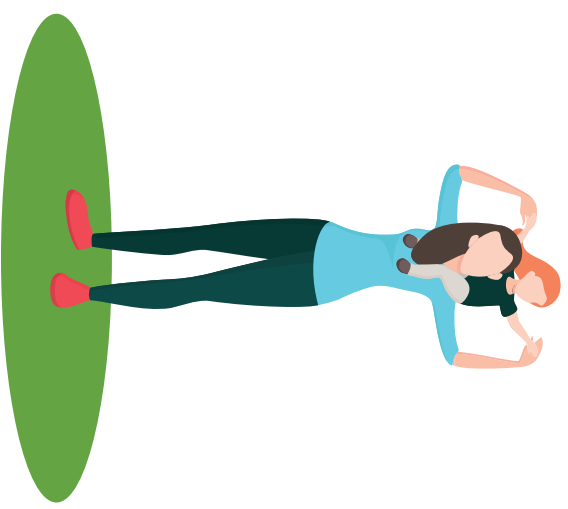
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THANK YOU.



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## BYLAWS:

- City of Burnaby, revised by-law 4742, Burnaby Zoning Bylaw, 1965
- City of Mississauga, revised by-law 0225-2007. Zoning By-law
- City of Toronto, revised by-law 569-2013, Zoning By-law
- City of Vancouver. Revised by-law 3575, Zoning and Development Bylaw
- City of Winnipeg, revised by-law 200/06, Zoning By-law







# RESEARCH PARTICIPANT INFORMATION AND CONSENT FORM





City Planning  
201 Russell Building  
84 Curry Place  
Winnipeg, Manitoba R3T 2N2  
Tel: (204) 474-9458  
Fax: (204) 474-7532

Hello,

My name is Carley Holt, and I am a student in the Master of City Planning program at the University of Manitoba. I am currently completing my Major Degree Project, which seeks to explore the role of planning policies and strategies in supporting the development of early learning and child care spaces in Winnipeg, Manitoba. Attached is a Project Background Information Sheet which will provide you with more information about this project.

I would greatly appreciate your participation in an in-person or phone interview related to this research. The interview will include roughly 10 questions, should take approximately 30-45 minutes to complete, and can take place at a time and location of your choosing.

If you would like additional information, please feel free to contact me by email, [REDACTED] or by phone, [REDACTED]

Thank you for your time and consideration,

Sincerely,

Carley Holt



City Planning  
201 Russell Building  
84 Curry Place  
Winnipeg, Manitoba  
R3T 2N2  
Tel: (204) 474-9458  
Fax: (204) 474-7532

## Faculty of Architecture

### (Project Background Information for Prospective Interview Participants)

You have been asked to participate in a semi-structured interview as part of my research into the role of planning policies and strategies play in supporting the development of child care. This research is required as part of my Master of City Planning Major Degree Project (MDP), at the University of Manitoba. This research is being supervised by Dr. Richard Milgrom in the Department of City Planning.

The purpose of the proposed research is to explore the link between planning (policies and strategies) and the development of early learning and child care (ELCC) service in Winnipeg, Manitoba. With limited research exploring the link between planning an ELCC services, this Major Degree Project (MDP) seeks to examine this gap and generate discussion. Beginning with a literature review highlighting the importance of ELCC services within a community, a precedent policy review will focus on ELCC policies and strategies already adopted in four Canadian municipalities: Vancouver, Burnaby, Toronto, and Mississauga. The precedent review will act as an inventory of municipal strategies, regulations, and financing tools that will be summarized and compiled into a workbook. Semi-structured interviews with key informants from Winnipeg will be given the workbook as a starting-point for discussion. The objective of the interviews is to identify limitations and opportunities of the policies and strategies outlined in the workbook if applied to Winnipeg. The last step will be to analyze and code the data and pull out key principles and themes that will be combined into a comprehensive table highlighting strategies for Winnipeg to consider. The intent of this table is to act as a stand-alone document and reference for City officials and employees when municipal policies or guiding documents are developed or amended.

The guiding research questions are: What linkages exist between land use planning for communities and ELCC? What child care-supportive land use policies and strategies have been adopted in Winnipeg, and what impacts (positive and negative) do they have on the development of new child care spaces? The questions will ask how other Canadian cities are incorporating child care-supportive strategies onto their land use policies and initiatives, and whether these policies are having a positive impacts on the provision of child care? They will also explore how any policies and strategies initiated and implemented in other Canadian cities could be applied in Winnipeg to aid in the development of ELCC facilities.

By using Winnipeg, as a comparative example, lessons from elsewhere can be studied to examine what changes might be considered in future policy and guiding documents. I anticipate that insights gained from studying the precedent policy and planning documents will better inform how planning policies and strategies impact the development of ELCC services.

You have also been provided a statement of informed consent that includes more details on risks and benefits of participating in this interview.



City Planning  
201 Russell Building  
84 Curry Place  
Winnipeg, Manitoba  
R3T 2N2  
Tel: (204) 474-9458  
Fax: (204) 474-7532

## Faculty of Architecture

### Statement of Informed Consent

Research Project Study: ***‘Planning For Child Care: The Impact of Planning Policy and Strategies on the Development of Child Care Spaces in Winnipeg, Manitoba’***

Principal Investigator: Carley Holt, Graduate Student, Master of City Planning, Faculty of Architecture, University of Manitoba

Advisory Committee: **Supervisor** – Richard Milgrom, Head and Associate Professor, Department of City Planning, Faculty of Architecture, University of Manitoba

**Internal Advisor** – Rae St. Clair Bridgman, Professor, Department of City Planning, Faculty of Architecture, University of Manitoba

**External Advisor** - Jacqueline East, General Manager of Development Services, City of Brandon, Manitoba

### Introduction

You are invited to take part in a research study. This consent form, a copy of which you can keep for your records, is intended to ensure you have consented willingly and with all necessary information. It should explain what is involved in the research and what is expected of you as a participant.

Please take time to read, understand, and review the consent form and information about the research. If you would like more information, please feel free to ask me (the Principal Investigator).

### Purpose of the study

The purpose of the proposed research is to explore the link between planning (policies and strategies) and the development of early learning and child care (ELCC) service in Winnipeg, Manitoba. With limited research exploring the link between planning an ELCC services, this Major Degree Project (MDP) seeks to examine this gap and generate discussion.

Beginning with a literature review highlighting the importance of ELCC services within a community, a precedent policy review will focus on ELCC policies and strategies already adopted in four Canadian municipalities: Vancouver, Burnaby, Toronto, and Mississauga. The precedent review will act as an

inventory of municipal strategies, regulations, and financing tools that will be summarized and compiled into a workbook. Semi-structured interviews with key informants from Winnipeg will be given the workbook as a starting-point for discussion. The objective of the interviews is to identify limitations and opportunities of the policies and strategies outlined in the workbook if applied to Winnipeg. The last step will be to analyze and code the data and pull out key principles and themes that will be combined into a comprehensive table highlighting strategies for Winnipeg to consider. The intent of this table is to act as a stand-alone document and reference for City officials and employees when municipal policies or guiding documents are developed or amended.

This research project is a requirement of the Master of City Planning program at the University of Manitoba.

### **Study procedures**

If you participate in this study, you will be asked a series of questions pertaining to child care and land – use policies and guidelines. You can refuse to answer any questions, and may end the interview at any time. The interview will be audio recorded, and transcribed. You will have the option to choose to see the transcription prior to the publication of this project. You will also have the option to choose to see the final thesis once it is completed and has passed Oral Defense. The interview will be approximately 30 minutes to 45 minutes long.

### **Participant risks, benefits, costs**

There are minimal risks related to taking part in this project. This proposed research study is based on your expertise and experiences relating to the child care and land-use policy and guidelines within Manitoba. Although your names will not be included in the study, to provide context to the topic you will be identified by your job title or affiliated group. There may be a risk to confidentiality due to the inclusion of job title or affiliated group. I will take steps to minimize this risk by providing you with the opportunity to review the interview transcript to ensure your comments are appropriate for public domain.

Benefits for participants include the opportunity to share your knowledge and experience related to policy and guidelines to in an attempt to further define the role of planners and policymakers in the development of child care spaces and facilities. Participation in this study will provide you a platform to share your insights that may help future researchers understand how planning related policy and guidelines can promote child care development.

### **Audio-taping & confidentiality**

With your permission, the interviews will be audio recorded and transcribed later to ensure accuracy. I will remove personal identifiers with the exception of your with the exception of your job title or affiliated organization. Including your job title or affiliated group is important to provide depth and context to the qualitative research gathered or specific precedent discussed. In addition, interviewees who are experts in their respective fields offer knowledge that would not be possible to uncover if interviewing a non-expert, or someone not involved in areas involved with this project. In addition, interviewees who are experts in their respective fields can offer a unique insider perspective that would not be possible to uncover if interviewing a non-expert.

Data will be stored in a secure location on a locked computer and will not include names or job titles of participants. Data will only include participants' stakeholder group affiliation. Supervisors will not have access to the data to ensure confidentiality, since they may be able to identify participants based on their responses. I will destroy any identifying information, including audio tapings and interview transcripts, one year after the final submission of this Major Degree Project.

## **Feedback & debriefing**

Within one week of completing the interview, I will provide you with an interview transcript giving you the opportunity to verify the information and remove or modify any comments that you now feel are inappropriate for the public domain. I will provide individual feedback to you within two weeks of the interview through phone, email, or in person to ensure the information I have compiled from the interview is accurate. Once the Major Project Degree has been completed, I will provide you with a digital copy.

## **Dissemination of results**

Results from the study will be disseminated as a hard copy at the University of Manitoba Architecture/Fine Arts Library, an online digital copy housed through the University of Manitoba's M Space, and in my oral defence. Dissemination of the study results will be shared with participants; this will not compromise participants' confidentiality. I will send a digital copy of the Major Degree Project through email once the Masters' Defense has been approved. It is possible that conference papers or articles could arise from the research.

## **Voluntary participation/Withdrawal from study**

Your decision to take part in this study is voluntary. You are able to refuse participation or to withdraw from the research study at any time. If you decide to participate, you have the right to refuse to answer any question or to refuse participation in any activity, at any time.

## **Contact information**

*Student researcher:*

Carley Holt

Graduate Student, Department of City Planning, Faculty of Architecture, University of Manitoba

Phone: [REDACTED]

Email: [REDACTED]

*Research supervisor:*

Richard Milgrom

Head and Associate Professor, Department of City Planning, Faculty of Architecture, University of

Manitoba

Phone: [REDACTED]

Email: [REDACTED]

## **Statement of consent**

**Your signature on this form indicates that you have understood to your satisfaction the information regarding participation in the research project and agree to participate as a subject. In no way does this waive your legal rights nor release the researchers, sponsors, or involved institutions from their legal and professional responsibilities. You are free to withdraw from the study at any time, and /or refrain from answering any questions you prefer to omit, without prejudice or consequence. Your continued participation should be as informed as your initial consent, so you should feel free to ask for clarification or new information throughout your participation.**

**This research has been approved by the Joint-Faculty Research Ethics Board (JFREB) If you have any concerns or complaints about this project you may contact any of the above-named persons or the Human Ethics Coordinator (HEC) at 204-474-7122 or by email at**



**4. A copy of this consent form has been given to you to keep for your records and reference.**

If you agree to each of the following, please place a check mark in the corresponding box. If you do not agree, leave the box blank:

I have read or it has been read to me the details of this consent form. ( )

My questions have been addressed. ( )

I, \_\_\_\_\_ (print name), agree to participate in this study. ( )

I agree to have the interview audio-recorded and transcribed. ( )

I agree to be contacted by phone or e-mail if further information is required after the interview ( )

I agree to have the findings (which may include quotations) from this project published or presented in a manner that does not reveal my identity. ( )

Do you wish to receive a summary of the findings? ( ) Yes ( ) No

How do you wish to receive the summary? ( ) E-mail ( ) Surface mail

Address: \_\_\_\_\_

Participant's Signature \_\_\_\_\_ Date \_\_\_\_\_

Researcher's Signature \_\_\_\_\_ Date \_\_\_\_\_



