

**MINISTRY OF CHILDREN AND FAMILY DEVELOPMENT  
DECISION NOTE**

**DATE:** May 21, 2019  
**CLIFF#:** 242367

**DATE OF PREVIOUS NOTE (if applicable):** N/A  
**PREVIOUS CLIFF # (if applicable):** N/A

**PREPARED FOR:** Honourable Katrine Conroy, Minister of Children and Family Development and Honourable Katrina Chen, Minister of State for Child Care

**ISSUE:** The Childcare BC New Spaces Fund maximum funding caps are a barrier for projects undertaken by non-profit, public sector, and Indigenous government organizations.

**BACKGROUND**

The Childcare BC New Spaces Fund (NSF) provides grants of up to \$1M per project for public sector and Indigenous government organizations planning to either directly operate a child care program or partner with a non-profit child care operator, and \$500K for non-profit societies that are not partnering with a public sector organization.

The Ministry has identified that the current \$1M/\$500K per project cap is a barrier for some projects, as these organizations often have difficulty securing a sufficient quantity of additional funding.<sup>s.13</sup>

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s.13; s.16

s.13; s.16

s.13; s.16

Focusing on supporting the development and expansion of child care spaces in public and non-profit facilities ensures that more of government's investments remain in the public realm, and increases the accountability for the development, use, and any future distribution of the asset. Under the *Societies Act*, on liquidation of a society, all non-profit society assets are required to be transferred to another qualified society. Publicly owned assets included under the Government Reporting Entity fall under the *Budget Transparency and Accountability Act*, while assets owned by municipalities and local governments are accountable under the *Local Government Act*.

s.12; s.13; s.17

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## **DISCUSSION**

Although there have been a low number of applications from non-profit, public sector, and Indigenous organizations, there is demonstrated interest.s.12; s.13; s.17  
s.12; s.13; s.17

s.12; s.13; s.17

**OPTIONS:**

**Option 1 (Recommended):**

s.12; s.13; s.17

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s.17

s.12; s.13; s.17



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**DECISION and SIGNATURE**

Honourable Katrine Conroy  
Minister of Children & Family Development

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**DATE SIGNED**

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**DECISION and SIGNATURE**

Honourable Katrina Chen  
Minister of State for Child Care

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**DATE SIGNED**

**Attachments:**

- A. Appendix I: Projection of NSF Funding Under Status Quo
- B. Appendix II: New Spaces Fund Scenarios

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Withheld pursuant to/removed as

s.12; s.13; s.17

**MINISTRY OF CHILDREN AND FAMILY DEVELOPMENT  
INFORMATION NOTE**

**DATE:** 2019-05-05  
**CLIFF#:** 242797

**DATE OF PREVIOUS NOTE (if applicable):** April 24, 2019  
**PREVIOUS CLIFF # (if applicable):** 241451

**PREPARED FOR:** Honourable Katrina Chen, Minister of State for Child Care

**ISSUE:** Update on the Childcare BC Maintenance Fund and the emerging risk of overspending in 2019/20.

**BACKGROUND:**

The Childcare BC Maintenance Fund (formerly Child Care Minor Capital Funding) provides child care operators with financial support for maintaining and repairing their child care facility. In 2018/19, the program included the following:

- For non-profit licensed group providers, maximum funding amounts increased from a maximum of \$2K to \$10K per facility per fiscal year;
- For-profit licensed group providers were newly eligible for up to \$5K per facility per fiscal year;
- Family Child Care and In-Home Multi-Age Child Care facilities (in personal residences) were newly eligible for up to \$2K per fiscal year; and
- Eligible licensed Group, Preschool and School Age child care facilities that are required to relocate may be eligible to access up to \$25,000 to enable them to quickly resume their services (under the condition that eligible facilities opt to enrol, or are already enrolled, in the Child Care Fee Reduction Initiative).

Due to significant demand in 2018/19, the program fully expended its \$1.2M budget within 8 weeks of inception. In response, an additional \$500K was provided in September with a subsequent instalment of \$500K in October. Notwithstanding the increased budget, the program was fully subscribed and closed on December 11, 2018, except for funding to address unexpected circumstances which posed a risk to the health and safety of children and/or those that would cause the closure of a program.

For 2019/20, the annual budget for the program was increased from \$1.2M to \$2.2M, and the list of eligible items was reduced to those items required for the health and safety of children and/or those necessary to keep the facility in operation.

Historically, eligibility for the Minor Capital Fund was restricted to non-profit child care operators. The lower amount of funding (max. of \$2,000 per provider per fiscal year) resulted in the program's budget of \$0.400M being routinely under-expended.

Since the re-opening of the Childcare BC Maintenance Fund on April 1, 2019, \$951K of the \$2.2M budget has been committed.<sup>1</sup> Of the 608 total applications received, 378 have been

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<sup>1</sup> Data as of May 15, 2019.

approved (62%). 58% of applications are from home-based child care providers (those operating out of a personal residence) with a funding commitment of \$298K. Non-profit (group) organizations comprise 17% (\$297K) of the applications and for-profit (group) providers account for 25% (\$356K). (See Appendix A for more detail)

Due to the current demand, the Ministry is concerned that the program will be exhausted much sooner than fiscal year end, which may put the program in a similar circumstance as 2018/19, causing early closure. Consequently, the Ministry is considering options on how best to mitigate the risk of overspending and maintain the program in 2019/20.

#### **DISCUSSION:**

In the summer, action will need to be taken to address the risk of over-expenditure in 2019/20. The Ministry is currently considering a variety of mitigation strategies that could be deployed should the demand and spending pattern continue in May and early June.

Three potential options are under consideration:

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With each of the above options, there would be a further requirement that all providers submit additional documentation to support expenses.

#### **NEXT STEPS:**

- Ministry staff will continue to monitor the program and bring back options in June 2019.

#### **ATTACHMENTS (if applicable):**

A. Appendix A: Maintenance Fund Summary 2019/20.

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**MINISTRY OF CHILDREN AND FAMILY DEVELOPMENT  
INFORMATION NOTE**

**DATE** May 6, 2019  
**CLIFF#:** 242896

**DATE OF PREVIOUS NOTE:** April 8, 2019  
**PREVIOUS CLIFF #:** 242025

**PREPARED FOR:** Honourable Katrine Conroy, Minister of Children and Family Development  
Honourable Katrina Chen, Minister of State for Child Care

**ISSUE(S):** Update on government funded projects and initiatives being implemented by the Early Childhood Educators of British Columbia (ECEBC).

**BACKGROUND:**

The Early Childhood Educators of BC (ECEBC) is a charitable, non-profit professional association, representing early childhood educators (ECEs) in British Columbia. ECEBC has served the early childhood community since 1969 and currently has approximately 1,100 members. The organization focuses on promoting professionalism and improved educational opportunities for ECEs across the province, and the development of professional supports and resources to improve the quality of early childhood experiences for children and families.

Since 2006/07, MCFD has provided funding to ECEBC to administer the ECE Student Bursary Program, as well as to develop and implement their Leadership Initiative professional learning program. Currently, ECEBC holds a number of government contracts to help implement the goals of *Childcare BC*. Contracts are administered by MCFD and the Ministry of Advanced Education, Skills, and Training (AEST). ECEBC also provides a number of informal outreach opportunities for government to share information and resources to their membership.

**DISCUSSION:**

1) ECE Education Support Fund

- The ECE Education Support Fund (formerly the ECE Bursary Program) provides funds to support the education of individuals working, or wishing to work, in the early childhood care and learning sector in B.C.
- The program has been administered by ECEBC through a contract with MCFD since 2014/15, and through a grant in 2007/08 that was expended in early 2011.
- The current program is funded through the Canada-BC Early Learning and Child Care (ELCC) agreement and received \$10 million in 2017/18 and an additional \$1.9 million in 2018/19. Funds are to be expended by March 31, 2020 and a final report will be submitted to MCFD by July 2020.
- The ECE Education Support Fund is offered in two streams: the ECE Student Bursary Program (up to \$4,000 in funding per academic semester) and the ECE Workforce Development Bursary Fund Program (up to \$5,000 in funding per academic semester).
- The program is intended to support up to 4,000 current and future educators to obtain or upgrade their ECE certification through the ECE Registry. The Ministry is on track to meet this target.

- ECEBC is working with a web development company to launch an online application system in time for the Fall 2019 semester. This system will streamline application processes and ensure timely reports are available to MCFD on a quarterly basis.
- ECEBC is working with a marketing and communications company to develop and implement a communications strategy to raise awareness of ECE as a career, as well as share information about the ECE Education Fund. It is anticipated that the communications strategy will be implemented in May 2019.

## 2) ECE Professional Development Fund

- ECEBC was awarded \$1 million of the \$6.3 million ELCC funding to increase the availability of high quality professional development opportunities for ECE.
- ECEBC will be using these funds to expand the infrastructure and capacity of the “Best Choices: The Ethical Journey” (Best Choices) training program and the “Let’s Talk” training program to improve ECEs’ understanding of professional accountability and ethical behaviour necessary in the child care sector, as well as an understanding of the necessary tools to support and promote child sexual abuse prevention.
- Funding was announced in March 2019 and is to be expended by March 31, 2020.

## 3) Sector Labour Market Partnership (SLMP) Projects

- s.13; s.16
- The first contract, in the amount of \$78K, supported ECEBC to engage childcare sector organizations between March and July 2018 to build a shared understanding of key sector labour market issues and produce a preliminary BC specific sector research synthesis on workforce development challenges.
- s.13

## 4) Early Childhood Pedagogy Network (ECPN)

- The Early Childhood Pedagogy Network (ECPN) is the governing body that has been contracted by the Ministry to coordinate a provincial team of Pedagogists, also known as Community Facilitators, to delivery high-quality professional development opportunities to Early Childhood Educators (ECEs) across the Province.
- In 2018/19, the ECPN provided ECEBC with \$3,000 to support the work of the Network’s Steering Committee. It is anticipated that the ECPN will provide ECEBC with \$10,000 in 2019/20 and 2020/21 to continue this work in an enhanced capacity.
- The Steering Committee is responsible for overseeing the ECPN’s implementation and to support the development of a sustainability plan for the Network post-March 31, 2021.

## 5) Informal Membership Outreach

### *Webinars:*

- In the past year, the Manager of Quality and Workforce Initiatives in Child Care Policy has been invited to present two webinars to the ECEBC membership:

1. October 2018, *Early Care and Learning Recruitment and Retention Strategy*; attended by approximately 100 members.
2. March 2019, *ECE Wage Enhancement program*; attended by approximately 80 members.

*Annual Conference:*

- ECEBC's annual conference was held in April 2019 to a national audience.
- In addition to Minister Conroy and Minister of State Chen providing welcoming remarks to over 700 delegates, Child Care Policy staff attended for the full three days of Conference and the Managers of Quality and Accessibility facilitated a workshop to approximately 50 attendees, providing updates on *Childcare BC*.
- All conference attendees also received a copy of the Early Care and Learning Recruitment and Retention Strategy infographic in their conference registration package.

**NEXT STEPS:**

- ECEBC continues to be an important partner in our work towards a more affordable, accessible and quality early care and learning sector.
- Ministry staff continue to have monthly meetings with ECEBC to discuss the various MCFD-funded projects and to provide continued support as requested.
- Ministry staff will be testing the online application process functionality prior to launch.
- ECEBC will continue to provide quarterly updates on the ECE Education Support Fund through a spreadsheet template to ensure data accuracy until the online application process is launched.

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**MINISTRY OF CHILDREN AND FAMILY DEVELOPMENT  
INFORMATION NOTE**

**DATE:** May 20, 2019  
**CLIFF#:** 243250

**DATE OF PREVIOUS NOTE (if applicable):**  
**PREVIOUS CLIFF # (if applicable):**

**PREPARED FOR:** Honourable Katrine Conroy, Minister

**ISSUE:** Operational Strategies to Shift Practise and Resources in the North West

**BACKGROUND:**

The North West Service Delivery Area (SDA) serves 27 Indigenous communities, 9 distinct Nations: Tahltan, Kaska, Inland Tlingit, Haida, T'simshian, Nisga'a, Gitksan, Wet'suwet'en and Haisla. There are 4 Delegated Aboriginal Agencies (DAA) that are in place to serve 18 of these villages (7 nations). There are 2 non-delegated Indigenous Agencies that serve the child welfare interests of 8 communities (5 nations). Gitanmaax is a Gitksan village independent from a DAA.

In 2016 all the DAA's were delegated at a C4 or less. The non-DAA agencies were engaged as service delivery vendors rather than partners or the voice of community. DAA's and other child and family serving organizations were required to bid on any available contract dollars in order to fulfil service needs to their constituents. Relationships were focused entirely on challenges and issues. Communications were not robust.

SDA managers were beleaguered by staffing shortages, difficulties transferring the care of children to their DAA partners and strained relationships with agencies. Leadership in 2016 encouraged a shift towards engagement and reconciliation.

**DISCUSSION:**

Commencing in the fall of 2016 the SDA EDS, DOO's committed to attending all Joint Advisory Committee meetings between Canada, Aboriginal Services Branch, and DAA's. The agenda was jointly developed. Aspirations became part of the dialogue at these meetings, as did transparent updates about the activities of Service Delivery Division. Additionally the SDA set in place the delivery of three Leadership Meetings (partnering DAA, other agencies and the SDA) per year. The agenda for these meetings focussed on training, reconciliation, problem solving and decision making. These are now co-developed and co-chaired. All Team Leaders, Directors, Executive Directors, and Office Managers are included in these events.

Aspirations included two of the DAA's wishing to move to C6. The SDA provided seconded staff to the agencies to assist in the work for this preparation. Monthly service delivery/DAA meetings were set to address change management. Northwest Inter-Nation Family and Child Services achieving C6 has resulted in the 4 coastal communities as well as Kitsumkalum, Kitselas, and Haisla being served. No full time employees (FTE) have been shifted, funding for the new positions moved over via Canada. Nisga'a Child and Family Services have also achieved C6 delegation. Nisga'a Lisims Government had been funded via their treaty to provide the full spectrum of service since the inception of the DAA. Workload for the SDA has been positively impacted; however, no positions have been transitioned due to the fiduciary responsibility of



the Nisga'a Lisims Government. Impact has included case load reduction for the SDA and improved service to Nisga'a citizens. A third DAA is moving through the process of taking on the guardianship of their children and there is ongoing work to move to C4.

All inflow of significant budget i.e. Child and Youth Mental Health, Early Years and Family Preservation involve engagement with DAA's, First Nation Health Authority (FNHA), the Nations and non-DAA agencies for input. Major projects such as 'The Foundry' also involve engagement with FNHA and the holder of the territory.

The Office of the Wet'suwet'en (OW) also expressed a desire to develop a unique comprehensive child and family service model outside of the delegation enabling process. The OW had previously engaged in the delegation enabling process; this floundered and resulted in damaged relationships with Canada and MCFD. As a consequence, the OW went forward with a community consultation from which they derived a wellness model. This model underpins the family preservation program (AMABIP) that became financially supported by Aboriginal Service Innovation funding. The SDA in 2017 was able to commit increased support to the Family Preservation program already in place.

s.13; s.16

Work was undertaken to make repairs, regular meetings were set, the agency was included in other SDA activities with DAA's, joint planning for children and families became a requirement in the local service area.

In order to support the OW in their aspirations the SDA has:

1. Seconded a social worker to assist the family preservation team and to work on developing a Wet'suwet'en in-care network.
2. Brokered the service of a project manager and business lead to consult with the group.
3. Invested additional funds for vehicle purchase.
4. Provided monies via "Cultural Dollars" to support activities such as camps.
5. Funded 18 spots for natural support people in the Wet'suwet'en Nation to attend Indigenous Focussed Orienting Therapy. This provided training in a therapeutic skill set to Chiefs, Matriarchs and other leaders in the community.
6. In the period leading up to the bi-lateral agreement attended and co-delivered information to the Wet'suwet'en communities on the meaning and possibilities offered by the Memorandum of Understanding.
7. Provided ongoing technical support to tri-lateral side table.

No removals in the North West (NW) SDA occur without a consult between the Team Leader and their Director.

## **NEXT STEPS:**

1. Nisga'a and MCFD are embarking on a re-design of service delivery which will ensure that Nisga'a children and families will receive services in the NW corridor as well as on core lands. No transition of FTE or additional resources will be required.
2. s.16;s.17
3. Consultation with Out of Care (OOC) providers in the NW has been completed. Social program staff will be recruited to support these caregivers.
4. s.16;s.17
- 5.

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**MINISTRY OF CHILDREN AND FAMILY DEVELOPMENT  
INFORMATION NOTE**

**DATE:** May 9, 2019

**DATE OF PREVIOUS NOTE:** May 18, 2018/ May 29, 2018/  
June 21, 2018/ July 11, 2018/ October 25, 2018/  
November 19, 2018/ March 25, 2019/ April 26, 2019

**CLIFF#:** 243253

**PREVIOUS CLIFF #:** 237878/ 2308036/ 238496/ 238647/  
240259/ 240632/ 242283/ 242505/ 242283/242824

**PREPARED FOR:** Honourable Minister Katrine Conroy, Minister of Children and Family Development

**ISSUE:** Update regarding the suspension of the Japan adoption program

**BACKGROUND:**

On May 14, 2018, the Office of the Provincial Director of Adoption received notice from Immigration, Refugees and Citizenship Canada (IRCC) of the suspension of issuing Permanent Resident Visa to BC families who adopt children from Japan. In response to this, the BC Japan Adoption program was suspended.

There are eight BC families whose adoption dossiers were sent to Baby Life (the adoption agency in Japan that BC works with), prior to the suspension. Letters were sent from the Provincial Director of Adoption to these families on June 22, 2018, informing them that the suspension is still in place and that the Provincial Director of Adoption has retained legal counsel in Japan to clarify the situation.

From May 2018 to April 2019 the Office Provincial Director of Adoption worked with the Federal Government on communication with the Japanese government to gain clarity on the process for BC citizens to adopt children from Japan.

On January 25, 2019, the Provincial Director of Adoption was informed by IRCC that the BC Japan Adoption program was not illegal. However, there were concerns raised regarding the birth parent consents.

On January 30, 2019, the Assistant Deputy Minister/Provincial Director of Child Welfare and the Provincial Director of Adoption met with the Federal Director General of the Immigration Program Guidance Branch and these next steps were agreed to:

- BC will strengthen its BC Japan Adoption program to ensure that all parties are acting in the spirit of *The Hague Convention* and additional safeguards are in place to support Japanese birth parents when providing consent.
- BC will work with LSB and counsel in Japan to draft a written consent document that will align with laws in both countries.

- Agreements between BC and the Japanese adoption agencies will only be made with those Japanese adoption agencies that are licensed by the Japanese Ministry of Health, Labour and Welfare; at this time, this includes BabyLife.

On March 8, 2019, a teleconference was held with the Assistant Deputy Minister, Provincial Director of Child Welfare, the Provincial Director of Adoption and the Federal Director General of the Immigration Program Guidance Branch to discuss actions taken since January 30<sup>th</sup>, 2019. It was agreed:

- That the most significant outstanding issue to re-opening the Japanese Adoption Program was strengthening the birth parent consent.
- To resolve this matter, the Provincial Director of Adoption would instruct BC legal counsel to work with legal counsel in Japan to draft a birth parent consent document. Once the document is drafted, it will be shared with the Federal Government.

On March 21, 2019, a teleconference was held with the Intercountry Adoptive Families Association of BC (ICAFABC), Deputy Minister, Assistant Deputy Minister/Provincial Director of Child Welfare and the Provincial Director of Adoption to apprise them of steps taken to strengthen the Japan adoption program. Members were provided with:

- An overview of the program suspension since the beginning and update on recent events: specifically, the March 8th, 2019 teleconference with IRCC.
- An agreement with the ICAFABC that the Provincial Director of Adoption will notify the ICAFABC when the birth parent consent is sent to the Federal Government, as members may wish to advocate for a timely response.

On April 1, 2019 the birth parent consent and entrustment documents were sent to the Federal Director General of the Immigration Program Guidance Branch for review.

On April 2, 2019, Intercountry Adoptive Families Association of BC was notified that the documents have been sent to the Federal Government.

On April 4, 2019 a letter was sent to Baby Life requesting an update on their licensing status.

On April 24, 2019 the Federal Director General of the Immigration Program Guidance Branch responded regarding the review of the consent and entrustment documents informing BC that IRCC is ready to lift the pause on processing of immigration applications for Japanese children on May 1, 2019.

## **DISCUSSION:**

On April 24 and 25, 2019 legal counsel in Tokyo was instructed by the Provincial Director of Adoption to contact Baby Life and obtain a status update on their authorization application. Due to the Golden Week in Japan (abdication of the Emperor) there were government and business office closures in Japan from April 27, 2019 to May 6, 2019.

On May 6, 2019 Legal counsel in Tokyo was able to speak with the Chief Director of Baby Life and confirmed that Baby Life is able to provide intercountry adoption services while their application for authorization is being processed. Legal counsel provided Baby Life with the consent and entrustment documents for review.

On May 9, 2019 the Chief Director of Baby Life confirmed that the consent and entrustment documents are acceptable and the agency can begin matching and placing children with BC adoptive families in June.

It is anticipated that the suspension of the Japan adoption program can be lifted on May 13, 2019; if the Minister is in agreement. Once approval has been granted, the attached draft communication plan will be implemented ( see appendix B).

#### **ATTACHMENTS:**

Appendix A: Number of Japanese Adoptions

Appendix B: Communication Plan

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#### **Appendix A: Number of Japanese Adoptions**

Year	Number of Adoptions
2009/2010	1
2010/2011	2
2011/2012	6
2012/2013	13
2013/2014	9
2014/2015	12
2015/2016	6
2016/2017	39
2017/2018	29

# **Draft Communication Plan-Lifting of Suspension of Japan Adoptions**

<b>May 10, 2019</b>	Materials ready to update MCFD internet page for Monday, May 13 *		
<b>May 13, 2019</b>			
9:00a.m.	Hold a teleconference with the two BC licensed adoption agencies ( <b>Sunrise/CHOICES</b> )	Send correspondence to Sunrise/CHOICES adoptive families with <u>dossiers</u> in Japan informing them the suspension is lifted*	Send correspondence to Sunrise/CHOICES adoptive families informing them the suspension is lifted *
10:a.m.	Send <b>International Adoption Services Desk at IRCC</b> a link to MCFD Intercountry Internet page with updated information on BC Japan Adoption Program		
	Hold teleconference with Executive Director from <b>Intercountry Adoptive Families Association of BC (ICAFABC)</b>	Update <b>IAFABC</b> families – plan in collaboration with ED - <b>IAFABC</b>	
	Inform <b>RCY</b>		

\*Share all correspondence with GCPE

**MINISTRY OF CHILDREN AND FAMILY DEVELOPMENT  
DECISION NOTE**

**DATE:** May 7, 2019  
**CLIFF#:** 243275

**DATE OF PREVIOUS NOTE (if applicable):** [Date]  
**PREVIOUS CLIFF # (if applicable):** [CLIFF #]

**PREPARED FOR:** Hon. Katrine Conroy, Minister of Children and Family Development and Hon. Katrina Chen, Minister of State for Child Care

**ISSUE:** A Memorandum of Understanding (MOU) to build new licensed child care spaces in the City of Vancouver

**BACKGROUND:**

The Childcare BC New Spaces Fund (NSF) is investing \$192.5M over three years to fund the creation of 19,260 new licensed child care spaces.<sup>1</sup> The NSF currently provides up to \$1M per project to public sector organizations and non-profit partnerships seeking to create new spaces in new ground-up or modular buildings, or expansions/renovations to existing buildings.

s.13; s.17

One of the priorities of the NSF is to support the creation of new licensed child care spaces by public sector organizations, especially local governments and school districts. By investing in the public sector, the Ministry is able to better target funding to organizations with a strong understanding of local needs (often through community assessments and active stakeholder engagement) and are committed to maintaining and ensuring child care capital assets remain in the community.

The City of Vancouver (CoV) has a long history of supporting and funding child care services and is considered a leader among local governments in BC. In its *Healthy City Strategy*, the City has committed to funding the creation of 1,000 new licensed child care spaces over four years (2019-2022). This is on top of the 1,000 spaces the City funded over the previous four years. According to Ministry data, COV has the second highest child care shortage in BC, and has one of the highest proportions of facilities serving children 0-3 years at over 85% utilization<sup>2</sup>.

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<sup>1</sup> Note: the Province has committed publicly to funding the creation of 22,000 new licensed child care spaces over three years; however, not all 22,000 are funded through the New Spaces Fund.

<sup>2</sup> 80% of Group Infant/Toddler facilities are in that range.

In early 2019, the Ministry and CoV began discussions to explore new funding approaches that provides greater flexibility than the NSF's single site application process and offers an opportunity to further increase the number of new spaces created in the City.

## **DISCUSSION:**

Since July 2018, uptake in the NSF by public sector and non-profit organizations has been low in the CoV and across Metro Vancouver. s.13

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The results run contrary to the level of unmet need in the City. Ministry data suggests that in order to close the gap, at least for children 0-5, families in the City need access to approx. 9,717 new spaces. The gap between available spaces and demand in Vancouver, in this age cohort, is the second largest in BC.

Two key factors appear to be preventing applications by organizations in the CoV to the NSF. First, a scarcity and cost of available land or physical space provides limited opportunities for market-based child care providers to build or expand. Second, the high cost of capital construction, and continual cost escalation, which the City cites at approx. 8-10% per year, have pushed the capital costs outside the limits of the NSF, and as such building sufficient child care capacity in the CoV requires a different approach – one that involves a variety of stakeholders working together.

The CoV is committed to expanding child care opportunities within the City and maintains strong relationships with the public and not-for-profit sector, including the Vancouver School Board, Parks Board, BC Housing, etc. These relationships position the CoV as an ideal partner to invest in the creation of new child care spaces and because some of these projects are unlikely to be completed otherwise. Also, by working with the CoV, the Ministry has an opportunity to work with and learn from a local government that has a tremendous amount of experience creating child care spaces in metro neighbourhoods.

To this end, the CoV and MCFD began discussions on a Memorandum of Understanding (MOU) that will build upon the CoV's existing commitment to deliver 1,000 new spaces through a capital funding investment of \$123M over four years. The Ministry is proposing to add approximately 1,359 new spaces with a \$33M commitment from the NSF. For the Ministry this equates to an average cost per space of \$24,000, which does not greatly exceed the \$17,000 per space for public sector/non-profit projects currently approved through the NSF.

The CoV has identified a list of confirmed and potential sites (see Appendix A). At least 7 of the sites involve 69 space Group Infant/Toddler and Group 3-5 child care facilities in planned Vancouver School Board (VSB) capital projects. The CoV will use some of the Ministry's funding to contribute to a portion of the confirmed VSB projects, up to a maximum of 50% of the cost per project. The remaining sites will be identified through an engagement process, led by the City, and working with the Ministry and local partners, such as the Parks Board, and other child care providers in City owned sites.



If the Ministry commits to finalizing an MOU with the CoV, the agreement will require review and approval by the Ministry of Education, the Ministry of the Attorney General, and Treasury Board.<sup>3</sup> Below are three options for consideration, including an option that the Ministry sign an MOU that commits the two parties to undertake a joint planning process and finalize a funding agreement by September 2019.

**OPTIONS:**

s.13

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<sup>3</sup> Treasury Board approval is required for any new agreements over \$2 million, or where there is no set value, with other governments.

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Withheld pursuant to/removed as

s.13; s.16; s.17

**RECOMMENDATION:**

3. Prepare a Memorandum of Understanding with the City of Vancouver that commits the two parties to undertake a joint planning process and finalize a funding agreement by September 2019. (Recommended)

Approved Option 2 /

**DECISION and SIGNATURE**

Honourable Katrine Conroy

Minister of Children and Family Development

May 15, 2019

**DATE SIGNED**

Approved Option 2 /

**DECISION and SIGNATURE**

Honourable Katrina Chen

Minister of State for Child Care

May 15, 2019

**DATE SIGNED**

**Attachments:**

- A. List of Confirmed and Potential Projects

**Contact**

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**Prepared by:**

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**MINISTRY OF CHILDREN AND FAMILY DEVELOPMENT  
INFORMATION NOTE**

**DATE:** May 17, 2019

**CLIFF#:** 243426

**PREPARED FOR:** Honourable Katrine Conroy, Minister of Children and Family Development

**ISSUE:** Learning Supports for Children Formerly in Care

**BACKGROUND:**

It is a priority for the Ministry of Children and Family Development (MCFD) to ensure that all young people aging out from significant involvement with the child welfare system are supported to pursue – and afford – education, training, and life skills needed to achieve success in adulthood.

There is an assortment of education financial support programs available for former children/youth in care with varying eligibility criteria and restrictions. Five programs are directly funded by the Province, and two are Federally-supported programs (see Appendix A for more information on the various programs).

**Table 1** - Education Financial Supports for Former Children in Care

Program	Student Funding Amount
BC Agreements with Young Adults program	Up to \$1,250 per year, maximum 4 years
BC Youth Educational Assistance Fund	Up to \$5,500 per year, maximum 4 years
BC Provincial Tuition Waiver program	100% tuition for eligible programs
BC Learning Fund for Young Adults	\$1,200, one-time*
BC Training and Education Savings Grant	\$1,200, one-time*
Canada Learning Bond	Grant added to RESP, lifetime maximum \$2,000
Canada Education Savings Grant	Matching grant added to RESP, lifetime maximum \$7,200

*\*Note: the BC Learning Fund for Young Adults is a variant of the BC Training and Education Savings Grant Program and only one of these would be available to a student.*

Additionally, there are scholarships and bursaries from a variety of organizations and institutions and many are listed on the MCFD-supported AgedOut.Com website.

**DISCUSSION:**

Given the significant financial barrier many young people face in pursuing post-secondary education and training, accessing all available sources of funds is advantageous. MCFD-funded programs augment the Provincial Tuition Waiver program by helping cover the living expenses and cost of books and supplies during the educational semesters.

#### BC AYA – Agreements with Young Adults

The Agreements with a Young Adult (AYA) program helps cover the cost of housing, child care, tuition, books, etc, while the former CYIC goes back to school, or attends rehabilitation, vocational or an approved life skills program. MCFD operates this program directly and has a budget of \$16.17 million for fiscal 2019/20. Funding provided in fiscal 2018/19 was \$10.18 million.

#### BC YEAF – Youth Educational Assistance Fund

This program provides grants of up to \$5,500 per program year to former BC youth in care students between 19 and 24 years of age. Students may receive a maximum of four grants. MCFD provides \$1.40 million in annual grant funding to the Victoria Foundation and the program is operated through Student Aid BC. In calendar year 2017, the Victoria Foundation issued \$1.2 million in student grants.

#### BC Provincial Tuition Waiver Program

This program waives tuition and mandatory fees for BC students who are former youth in care between 19 and 26 inclusive who are attending a BC public post-secondary institution. This program is operated by the Ministry of Advanced Education and Skills Training.

#### BC LFYA - Learning Fund for Young Adults and BC TESSG - Training and Education Savings Grant

The Learning Fund for Young Adults provides an alternative source of support to mirror what is available through the BC TESSG.

Many children and youth who have had significant involvement with the BC child protection system would not have the opportunity for the BCTESSG because it requires a parent, relative or guardian to open up a Registered Education Savings Plan (RESP) on their child's behalf. These young people will instead qualify for the LFYA, which is less restrictive and allows grant funding for the types of education and training that former children and youth in care sometimes require.

MCFD provides a count of children in care in specific age groups to the Ministry of Education (EDUC) in March of each year and EDUC transfers \$1,200 x (number of children) to the Victoria Foundation who administer the LFYA. In fiscal 2018/19, the amount transferred was \$0.41 million.

#### Federal CLB - Canada Learning Bond

The Canada Learning Bond is annual funding that the Government of Canada deposits into a Registered Education Savings Plan (RESP). The total amount the Government deposits can be up to \$2,000 per child. MCFD Financial Services Branch has initiated a project to have all eligible children with a Continuing Custody Order enrolled to receive the Canada Learning Bond.

#### Federal CESG - Canada Education Savings Grant

The Canada Education Savings Grant (CESG) is money that the Government of Canada adds to an RESP to help with the post-secondary education of a child. Payment of the CESG is dependent upon contributions made into the RESP and is capped at \$7,200.

**SUMMARY:**

There is an assortment of education financial support programs available for former children/youth in care with varying eligibility criteria and restrictions. Five programs are directly funded by the Province, and two are Federally-supported programs.

**ATTACHMENTS:**

A. Educational Supports for Former Children and Youth in Care

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## APPENDIX A

### Educational Supports for Former Children and Youth in Care

Program	Funding Amount	Age Range	Funding Expiry	Specific Program	Specific Requirements
BC AYA	Up to \$1250	19-26	Annual, max. 4 years of support	Education, training, rehabilitation programs, life skills	MCFD legal standing at age 19
BC YEAF	Up to \$5500	19-24	Annual, max. 4 years of support	Designated post-secondary, full-time student	MCFD legal standing until age 19 or at least 5 years in specified legal category
BC Tuition Waiver	100% tuition	19-26	Annual	Education, trades, labour-market- related programs at BC public post-secondary	24 months in specified MCFD legal category
RESP	contribution	19-	35 years after opened	Qualifying college, university, trade school, or apprenticeship programs	
BC TESSG	\$1200	19-	<i>Per RESP</i>		Enrol between ages 6 and 9
BC LFYA	\$1200	19-	<i>Per RESP</i>		Born 2007 or later and at least 1 year in government care
CLB	Max \$2000	19-	<i>Per RESP</i>		Born 2004 or later and up to age 15, income tested
CESG	Max \$7200	19-	<i>Per RESP</i>		Enrol before age 17

**MINISTRY OF CHILDREN AND FAMILY DEVELOPMENT  
INFORMATION NOTE**

**DATE:** 24 May 2019

**CLIFF#:** 243430

**PREVIOUS CLIFF #:** 237118/239354/241741

**PREPARED FOR:** Honourable Katrine Conroy, Minister of Children and Family Development and Honourable Katrina Chen, Minister of State for Child Care

**ISSUE:** Summary of Multi-Age Child Care funding and licensing

**BACKGROUND:**

Under the Child Care Licensing Regulation (CCLR) Multi-Age Child Care (MACC) programs are defined to allow care for children of various ages within one or more groups of no more than eight children, either in a personal residence or a community-based setting. An In-Home Multi-Age Child Child Care (IHMACC) program is defined to restrict care to within the licensee's personal residence to no more than a single group of up to eight children of various ages, and is intended to provide flexibility for home-based child care, particularly in rural and remote areas. Both programs are required to have certified Early Childhood Educators (ECEs) provide care; while IHMACC facilities must be operated by the licensee who is a certified ECE, MACC facilities may be operated by a non-ECE licensee, provided the staff working in the facility are ECEs.

Recipients of Child Care Operating Funding (CCOF) and/or the Child Care Fee Reduction Initiative (CCFRI) receive either a Group rate or a Family rate. Due to the higher reported overhead/administration costs associated with centre-based facilities (according to information collected from providers through the annual CCOF Provider Profile), CCOF and CCFRI Group rates are higher than Family rates.

Beginning March 2019, retroactive to September 2018, IHMACC providers and MACC providers receiving the Family CCOF rate were provided a 20% increase to their base CCOF funding, in recognition of the education and credentials related to these types of care and to incentivize Family Child Care providers to obtain their ECE certification.

While some, but not all of MACC providers may be eligible to receive the higher Group CCOF/CCFRI rate, MACC advocates have raised concerns related to the CCOF/CCFRI rates applicable for MACC providers.

**DISCUSSION:**

**Family CCOF and CCFRI funding rates for some MACC providers**

The CCOF and CCFRI rate MACC providers receive depends on the number of children in the child care and/or the location in which child care is provided. MACC providers who care for eight children or less in their personal residence receive the (lower) Family CCOF/CCFRI rate, whereas MACC providers who care for more than eight children of various ages, in two or more groups (regardless of whether the care is provided in a personal residence), and/or provide



child care in a location other than a personal residence are eligible for the (higher) Group CCOF/CCFRI rate. However, eligible parents with children enrolled in a MACC facilities are eligible for the higher Group rates under the Affordable Child Care Benefit (ACCB)<sup>1</sup> (refer to Table 1 and Appendix A, Table i).

**Table 1: CCOF/CCFRI and ACCB Rates for Group Child Care (GCC), MACC, and IHMACC**

		CCOF/CCFRI	ACCB
GCC	Regardless of the number of children cared for or the facility location	Group	Group
MACC	Provide care for <b>more than 8 children</b> , in two or more groups, and/or provides child care <i>in a location other than a personal residence</i>	Group	Group
	Provide care for <b>no more than 8 children</b> <i>in their personal residence</i>	Family	Group
IHMACC	Provide care to <b>no more than 8 children</b> within their personal residence	Family	Family

The CCOF/CCFRI rate distinction is based on Provider Profile data that indicates that MACC providers caring for eight or less children in their personal residence report significantly lower median operating expenses than MACC providers caring for more than eight children and/or providing care outside their own home, likely due to higher facility costs for centre-based care (see Table 2).

**Table 2: 2017/18 total median monthly operating expenses by care type**

Facilities eligible for Group CCOF rate	
All facilities eligible for Group CCOF rate	\$14,000
Group Child Care facilities	\$14,207
Group MACC facilities	\$11,200
Facilities eligible for Family CCOF rate	
All facilities eligible for Family CCOF rate	\$3,804
Family MACC facilities	\$3,809
IHMACC facilities	\$3,740
Family Child Care facilities	\$3,381

MACC providers currently eligible for the Family CCOF rate (i.e. those caring for no more than eight children in their personal residence) are requesting a change to CCOF policy so that they receive the higher Group CCOF rate, as outlined in a [recent LeadNow petition](#) (see Appendix B). If this policy change is not made, one MACC provider has suggested they may change their license type to one eligible for higher funding, such as Group Child Care (GCC), which could result in a fewer MACC facilities and fewer spaces licensed to care for infants and toddlers.

<sup>1</sup> The ACCB rate categories are based on the assumption that the cost of providing care in the provider's own home is less than providing care in a centre-based facility. Unlike CCOF, the ACCB rate categories do not differentiate between MACC providers operating out of their homes and those operating in a centre. As such, all ACCB recipients with children at a MACC facility receive the higher Group ACCB rate.

Since both Group Child Care (GCC) and MACC facilities may operate out of a personal residence and are both distinct from IHMACC facilities in that they are permitted to hire staff, some GCC (30 months to School Age) facilities may appear similar to MACC facilities eligible for the Family CCOF rate. However, all GCC facilities are eligible for the Group CCOF rate, regardless of the number of children being cared for or the facility location, due to the higher overhead costs associated with higher levels of minimum required staffing. For example, GCC child to staff ratios are higher than what is required in a MACC facility (e.g. 1 Infant/Toddler ECE is required per 4 infant/toddlers in GCC, while 1 ECE can care for up to 8 children in a MACC setting, so long as no more than 3 of the children are younger than 36 months).

MCFD is working with Ministry of Health staff to identify the practice in Health Authorities related to the issuance of Group licenses to facilities operating out of a personal residence. Health authority licensing officers review each licensing application on a case-by-case basis and have the authority to require additional health and safety requirements before a licence is issued. Additionally, municipalities may also require applications for a community care facility licence meet specific bylaw requirements. These factors may result in differing requirements for similar facilities across the province.

A facility offering care to eight or less children of various ages in the licensee's personal residence may be licensed as MACC to allow the facility the option to expand their services to multiple groups of children in the future. However, these facilities are not required to expand their services, and some may be challenged to do so due to local government zoning bylaws.

s.13; s.17

### **Providers caring for their own children**

As with the current ACCB policy, providers may receive CCFRI funding for a child that they are related to if:

- The parent or foster parent has a child enrolled in a facility that they own, and the parent does not directly provide care for the child;
- The child resides with a relative and that relative operates a licensed facility in their home and provides care for the child; or,
- A parent or foster parent works at a facility in which they have a child enrolled, regardless of whether or not the parent provides the care directly.

Consequently, home-based providers, including some MACC providers, that own their own facility and directly care for children are not eligible for CCFRI payments for their child if that child is enrolled in their facility. Some MACC providers have raised concerns regarding this policy, indicating that it creates barriers for them to offer quality child care while ensuring an adequate child care space for their own child.

This policy is intended to ensure that CCFRI and ACCB funding is not benefiting providers that have the ability to set and increase their own child care fee. Additionally, the Ministry's focus is on providing funding for parents to pay for child care, rather than on providing parents with funding to care for their own children. The ministry has committed to looking into further examining the impacts of this policy, and will be adding additional questions to the Provider Profile in 2019/20 to gather information to determine how many MACC/IHMACC providers are currently also providing care for their own children in order to determine the potential budget impact (if any) of a possible policy change.

Ministry staff met with Tracie Bourgeois from the Multi-Age Child Care Association of BC on March 14 to hear that organizations' perspective, including concerns that the Provider Profile is not accurately capturing the costs associated with operating a MACC facility. The 2019/20 Provider Profile Survey has undergone a significant and comprehensive review in Spring 2019, and many of the concerns expressed at that meeting have been addressed as part of this review, including question wording changes and:

- an additional question about facilities located in a personal residence;
- an additional question about whether a provider cares for their own children; and
- the addition of a field for home-based providers to indicate their own wage or salary as an operating expense.

The collection of this information will assist the Ministry in determining MACC providers' typical expenses and revenues. The Ministry has provided information about Provider Profile changes to Ms. Bourgeois via correspondence (CLIFF 242759).

#### **NEXT STEPS:**

- HLTH and MCFD will be conducting a joint review HLTH licensing data to gain a better understanding of which health authorities are issuing Group facility licenses for providers operating out of a personal residence and any associated policies, to determine the if potential policy or regulatory changes are required to address the perceived inequity between MACC and Group providers.
- The 2019/20 Provider Profile is currently being finalized and is anticipated to be released in mid-June 2019 and will enable better data collection on MACC providers' typical revenues and expenses as well as collection of data regarding providers caring for their own child.
- Review of these new data will allow the Ministry to explore options for better supporting MACC providers, and identify any associated budget implications of addressing their concerns. Following this investigation, staff will present options for the funding of MACC facilities through CCOF and CCFRI for decision.

#### **Attachments:**

- A. Comparison of Care Types
- B. LeadNow Petition - Group Funding Rates Needed for Multi-Age Child Care Centres – Petition to Honourable Katrina Chen, Minister of State for Child Care

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## Appendix A: Comparison of Care Types

**Table i: Comparison of GCC, MACC, IHMACC, Family Child Care**

	GCC	MACC	IHMACC	Family Child Care
<b>Licensing Requirements (note: these are not exhaustive)</b>	<ul style="list-style-type: none"> <li>At least one ECE must be present for 3-5 care (depending on number of children)</li> <li>At least one Infant/Toddler ECE must be present for Infant/Toddler care (depending on number of children)</li> <li>Facilities are licensed as Infant/Toddler (Under 36 Months), 3-5 (30 Months to School Age), or School Age</li> <li>Provider can offer care in a centre or in their home (if permitted by zoning)</li> </ul>	<ul style="list-style-type: none"> <li>Care must be provided by an ECE</li> <li>Provider can care for children of multiple ages</li> <li>Provider can care for multiple groups of children (as long as these groups are separated) of up to 8 children in each group</li> <li>Provider can offer care in a centre or in their home</li> </ul>	<ul style="list-style-type: none"> <li>Licensee must be an ECE</li> <li>Provider can care for children of multiple ages</li> <li>Provider must provide care to no more than 8 children</li> <li>Provider must provide care within their home</li> </ul>	<ul style="list-style-type: none"> <li>Provider is not required to be an ECE</li> <li>Provider can care for up to 7 children (depending on the number and ages of the children)</li> <li>Provider must provide care within their home</li> </ul>

	GCC	MACC		IHMACC	Family Child Care
CCOF Rate	Group (up to \$12/space/month)	Facilities in a centre OR with more than 8 children: Group (up to \$12/space/month)	Facilities with 8 or less children that are in the provider's home: Family (up to \$3.70/space/month)	Family (up to \$3.70/space/month)	Family (up to \$3.70/space/month)
Additional funding under CCFRI	<ul style="list-style-type: none"><li>Group parent fee reduction: \$350 per month for Infant/Toddler care; \$100 per month for 3-5 care</li><li>10 percent administrative base rate top-up</li></ul>	<div>Facilities eligible for Group CCOF rates: up to \$350 per month</div> <ul style="list-style-type: none"><li>10 percent administrative base rate top-up</li><li>Additional 20 percent base rate top-up in Fall 2018</li></ul>	<div>Facilities eligible for Family CCOF rates: Up to \$200 per month</div> <ul style="list-style-type: none"><li>Family parent fee reduction: \$200 per month for Infant/Toddler; \$60 per month for 3-5</li><li>10 percent administrative base rate top-up</li><li>Additional 20 percent base rate top-up in Fall 2018</li></ul>	<ul style="list-style-type: none"><li>Family parent fee reduction: \$200 per month for Infant/Toddler; \$60 per month for 3-5</li><li>10 percent administrative base rate top-up</li></ul>	
ACCB Rate	Group (up to \$1,250 per month)	Group (up to \$1,250 per month)	Family (up to \$1000 per month)	Family (up to \$1000 per month)	

	GCC	MACC		IHMACC	Family Child Care
Total number of spaces (2016/17)	99,688	Spaces eligible for Group CCOF rate: 3,372	Spaces eligible for Family CCOF rate: 1,747	2,541	8,875
		Total: 5,119			
Total number of facilities (2016/17)	2,997	Facilities with spaces eligible for Group CCOF rate: 348	Facilities with spaces eligible for Family CCOF rate: 219	321	1,294
		Total: 567			
Zoning	May require commercial zoning	Facilities in a centre OR with more than 8 children: may require commercial zoning	Facilities with 8 or less children that are in the provider's home: does not typically require commercial zoning	Does not typically require commercial zoning	Does not typically require commercial zoning

## **Appendix B: LeadNow Petition - Group Funding Rates Needed for Multi-Age Child Care Centres – Petition to Honourable Katrina Chen, Minister of State for Child Care.**

Dear Minister Chen, it is important that you give all child care centres licensed as "Multi-Age" the group funding rates through the Child Care Operating Funding program (CCOF) and Child Care Subsidy. You must change the unfair policy which states that Multi-Age child care centres located in the licensee's residence are only eligible for family funding rates.

Why is this important?

Multi-age child care centres (located in the licensee's residence) are currently eligible for only family funding rates, rather than the group funding rates that they really deserve. The difference between group and family funding rates works out to hundreds of dollars per month that Group centres (located in the licensee's residence) receive and Multi-Age centres (located in the licensee's residence) do not.

The following outlines the ways in which licensed Multi-Age programs are the same as Group (30 month to school age) programs licensed for up to 8 children, and why they should receive the same amount of funding:

1. Both can be operated in a licensee's residence.
2. There must always be a certified Early Childhood Educator (ECE) caring for the children in both Multi-Age and Group care programs. This means that staff in both Multi-Age and Group programs are required to have the same qualifications. Unlike in Family care programs where the care providers do not need to have their ECE certification.
3. Licensees of Multi-Age and Group programs are eligible to hire ECEs to care for the children in their programs. Unlike in licensed Family and In Home Multi-Age programs, where the licensee themselves must provide care to the children in the program. Hiring staff creates greater overhead costs which is partially why Group centres receive more funding than Family centres. Since Multi-Age centre licensees are eligible to hire staff, they should be considered the same as Group centres and receive the group funding rate as well.
4. In both Multi-Age and Group centres the staff to child ratio is 1:8. Unlike in Family care programs where the ratio is 1:7

Multi-Age centres can offer spaces for children from 0 - 12 years of age, while Group (30 month to school age) centres can only accommodate children 2.5 - 6 years of age. This means that Multi-Age centres can accommodate infants and toddlers, while Group (30 months to school age) centres can not.

It is important to note that there is a great lack of infant and toddler child care spaces in the province on British Columbia. Changing the policy to give all Multi-Age centres group funding rates is a simple way to encourage current and future licensees to maintain and create Multi-



Age centres. Thus maintaining and creating more infant and toddler child care spaces in the province.

Caregivers in Multi-Age programs are required to have their ECE certification. They should be able to make fair wages for the important work that they do and the credentials they have obtained throughout their time in college and other professional development programs. Giving Multi-Age centres the higher group funding rate will help Multi-Age centres maintain fair wages for their qualified staff.

Parents of children attending Multi-Age care programs should be eligible for the same child care fee reductions and subsidy rates as parents of children attending almost identical Group (30 months to school age) programs. The group funding rate for parents is 1.5 to 2 times higher than the family funding rate.

It is also interesting to note that the licensee of a Multi-Age program must have their ECE certification, whereas the licensee of a Group program does not need to have their ECE certification. This means that it requires a greater qualification to obtain a Multi-Age child care license than it does to obtain a Group (30 month to school age) license. Clearly, Multi-Age centres should be eligible to receive at least the same resources as Group centres do.

Most centres licensed as "Multi-Age" do receive the group funding rates from CCOF and Child Care Subsidy. However, the policy currently states that if a Multi-Age centre is operated out of the licensee's residence then they are only eligible for family funding rates. Meanwhile, a Group (30 month to school age) program can be operated out of the licensee's residence and still receive they higher group funding rates.

Minister Chen is making important changes in child care right now. Let's put this one small policy change on her priority list.

Minister Chen must change the unfair policy which states that Multi-Age child care centres located in the licensee's residence are only eligible for family funding rates. It is only fair that all Multi-Age child care centres receive group funding rates!

**MINISTRY OF CHILDREN AND FAMILY DEVELOPMENT  
INFORMATION NOTE**

**DATE:** May 21, 2019  
**CLIFF#:** 243459

**DATE OF PREVIOUS NOTE (if applicable):** N/A  
**PREVIOUS CLIFF # (if applicable):** N/A

**PREPARED FOR:** The Honourable Katrine Conroy, Minister of Children and Family Development.

**ISSUE:** Private Member's (MLA Donna Barnett) Bill regarding adult adoption.

**BACKGROUND:**

Under the *Adoption Act*, an adult (or two adults jointly) may apply to the court to adopt another adult. An adult adoption acknowledges the relationship between the adopter and adoptee and affords the adoptee the same legal rights as biological offspring (e.g., inheritance rights).

The director under the *Adoption Act* is not involved in adult adoptions and, as such, the ministry does not maintain records on them.

The court may only make an adult adoption order if it considers the reason for the adoption to be acceptable and the adoptee, as a child:

- lived with the adopter as a member of their family (residency requirement); and
- was maintained by the adopter until becoming either self-supporting or an adult (maintenance requirement).

The intent under the *Adoption Act* is to ensure adult adoptions are limited to those with established parent-child relationships. However, the maintenance and residency requirements may unintentionally prohibit the adoption of former children in care by their foster caregivers under the *Child, Family and Community Service Act* (CFCSA). This is because:

- the director under the CFCSA pays maintenance in respect of children in care, and may therefore be regarded as having maintained the adoptee; and
- the requirement for the adoptee to have lived with the adopter until adulthood may exclude children in care who left a foster home prior to their 19<sup>th</sup> birthday.

Through initial analysis, there does not appear to be case law guidance on how this provision has been interpreted.

In November 2018, MLA Donna Barnett introduced a Private Member's Bill to amend the *Adoption Act* as follows:

- remove the requirement for the adoptee, as a child, to have lived with the adopter and been maintained by them until becoming either self-supporting or an adult – this would instead be a factor for the court to consider in making its decision; and,

- add a new requirement that the adopter be older than the adoptee by “a reasonable number of years” (see Discussion for further information).

It is unclear why the Bill did not proceed past first reading.

## **DISCUSSION:**

On May 15, 2019, MLA Barnett re-introduced the Private Member’s Bill to amend the *Adoption Act*. As it was not included on the Orders of the Day, it is anticipated that it will be subsequently re-introduced. Ministry staff will monitor in order to determine whether any changes have been made to the November 2018 version of the Bill.

### Residency and Maintenance Requirements:

British Columbia’s residency and maintenance requirements are inconsistent with most other Canadian jurisdictions. Northwest Territories is the only other jurisdiction that explicitly requires the adopter to have supported the adoptee as a child. Quebec requires the adopter to have assumed a parental role when the adoptee was a child, though the court may dispense with this requirement in the adoptee’s interest.

MLA Barnett’s proposal to change this from a requirement to a consideration may better support the adoption of former children in care, as adults, by their former foster caregivers.

### Adopter and Adoptee Age Difference:

Four jurisdictions currently require an age difference between the adopter and adoptee – Manitoba, Nova Scotia, New Brunswick, and Yukon. This may be intended to reduce the potential use of adult adoption to circumvent Canadian immigration processes. However, initial analysis suggests the following safeguards would likely protect against such abuse of the process:

1. The *Adoption Act*’s requirement that the court consider the reason for adoption to be acceptable. Further analysis is needed to determine how the courts interpret and apply this requirement in British Columbia. Ontario’s criteria for determining whether the reason for an adult adoption is acceptable, established through common law, is outlined in Appendix A.
2. The federal *Citizenship Act*’s requirement that in order for an adult to be granted Canadian citizenship after being adopted by another adult, certain criteria must be met (outlined in Appendix B).

Legal advice is needed to confirm these interpretations.

## **NEXT STEPS:**

If government was to consider supporting the Private Member’s Bill, further policy and legal review is recommended to assess any unintended implications of the proposed changes.

**ATTACHMENTS:**

- A. Ontario's Criteria for Granting an Adult Adoption Order
- B. The federal *Citizenship Act's* Criteria

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## **Appendix A: Ontario's Criteria for Granting an Adult Adoption Order**

In *Re Proposed Adoption of Q (1996)*, the court held that “an adoptive family arises from a gap in the child’s life left when the child’s parents are permanently lost to him or her” (para 18). Further, the court identified four fundamental criteria that should be in place in order to find an adult adoption acceptable (para 14):

1. The adoption would effect not just a legal change in the relationship between the applicant and the proposed adoptee, but an actual change.
2. The applicant and the adoptee mutually intended the legal incidents of an adoption order to govern their new relationship. Proof that both were fully informed and aware of the legal incidents of adoption was not considered sufficient.
3. At the heart of the application was the psychological and emotional need of the proposed adoptee for a new parent or for a parent to fill the gap felt by one she had never had or known.
4. The relationship between the applicant and the proposed adoptee would be enhanced and strengthened by an adoption order.

## **Appendix B: The Federal *Citizenship Act*'s Criteria**

The federal *Citizenship Act* provides that citizenship will be granted to an adult who is adopted by a Canadian citizen given that the parties had a genuine parent-child relationship before the adoptee became an adult and the adoption meets the following requirements (s. 5.1(2)):

1. The adoption was in accordance with the laws of the place where the adoption took place and the laws of the country of residence of the adopting citizen (s. 5.1(1)(c)).
2. The adoption did not occur in a manner that circumvented the legal requirements for international adoptions (s. 5.1(1)(c.1)).
3. The adoption was not entered into primarily for the purpose of acquiring a status or privilege in relation to immigration or citizenship (s. 5.1(1)(d)).

**MINISTRY OF CHILDREN AND FAMILY DEVELOPMENT  
INFORMATION NOTE**

**DATE:** May 21, 2019

**CLIFF#:** 243474

**PREPARED FOR:** Honourable Katrine Conroy, Minister of Children and Family Development

**ISSUE:** Ministry of Children and Family Development Front Line Full-Time Equivalent Report

**BACKGROUND:**

In May 2014, the BC Government and Service Employees' Union (BCGEU) formed a Joint Working Group with the Ministry of Children and Family Development (MCFD) following a recommendation made in an earlier Representative for Children and Youth report. This group discusses key issues, including staff shortages, recruitment and retention, workload management, workplace safety, learning and development, and the provincial mobile response team.

As part of this commitment, reports for front line full-time equivalents (FTE) are reported to the BCGEU by MCFD on a regular basis. These reports include Service Delivery Division Front Line Social Worker, Front Line Professional Staff and Team Leaders/Senior Youth Supervisor FTE numbers. Numbers are reported as a point in time.

**DISCUSSION:**

Between December 2018 and March 2019, the overall trend has been an increase in FTE usage for Front Line employees; the full FTE usage has increased by 67.8 FTEs to a total of 3245.8 in March 2019. This represents an overall increase of 2.1% across the Service Delivery Division front line employees.

When looking at the breakdown of front line employees, there are some roles that deviate from the overall trend.

**Front Line Social Workers:**

- Minor decrease in Children and Family Services (-4.0 FTEs or -2.7%)
- Significant increase in Special Needs (CYSN) Social Workers (26.1 FTEs or 21.4%)

**Front Line Professional Staff:**

- Reduction for all Youth Justice positions:
  - Youth Justice (Custody) Correction Officers (-3.7 FTEs or -2.8%)
  - Youth Justice (Community) (-2.6 FTEs or -2.9%)
  - Youth Justice (Custody) Other Professionals (-2.9 FTEs or 14%)

#### Team Leaders/Senior Youth Supervisors

- Biggest increase in CYSN Team Leads (4.7 FTEs or 27.8%)
- Increase in Resources Team Leads (2.5 FTEs or 10.4%)
- Minor decrease in Adoptions Team Leads (-0.4 FTEs or -5.1%)

#### SUMMARY:

MCFD has committed to the ongoing reporting of the Service Delivery Division Front Line Employee Usage to the BCGEU. Reports will also be shared with the Minister on an ongoing basis.

#### ATTACHMENTS:

- A. MCFD Front-Line FTE Usage Report March 2019
- B. MCFD Front-Line FTE Usage Report by Service Delivery Area March 2019

#### Contact

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**MINISTRY OF CHILDREN AND FAMILY DEVELOPMENT  
INFORMATION NOTE**

**DATE:** May 20, 2019  
**CLIFF#:** 243484

**DATE OF PREVIOUS NOTE:** September 10, 2018  
**PREVIOUS CLIFF #:** 239562

**PREPARED FOR:** Minister Katrine Conroy and Minister of State Katrina Chen

**ISSUE:** Update on Aboriginal Head Start expansion

**BACKGROUND:**

In 2017, as part of the Canada-BC Bi-lateral Early Learning and Child Care (ELCC) agreement, BC prioritized the expansion of culturally based Indigenous child care and invested \$30M of ELCC funding into the expansion of the Aboriginal Head Start (AHS). The Ministry partnered with Aboriginal Head Start Association of BC (AHSABC) and First Nations Health Authority (FNHA) to facilitate the expansion and maximize the impact of the \$30M new funding. AHSABC is rolling out \$19.5M over 3 years (\$6.5M/year) to off-reserve programs and FNHA is rolling out \$10.5M over 3 years (\$3.5M/year) to on-reserve programs.

**DISCUSSION:**

FNHA is allocating its funding to support start up, operation and capital funding for expansions to AHS. FNHA has implemented a supportive approach to investing in capital projects and works with nations to understand their capacity needs to carry out capital projects. FNHA will manage capital projects in-house at the request of nations to ensure successful completion of new builds. Operational funding is also provided for fully funded AHS programs.

FNHA received higher than anticipated applications for AHS expansion – 81 applications representing 96 communities, resulting in a delayed process to allocate funds. Seventeen communities have signed Contribution Agreements at this time and 19 applications have been approved (Appendix A). Five sites with a total of 44 spaces are now operating. 10 of the 19 nations receiving a contribution agreement have provided consent to publicly release their names. FNHA adheres to organizational policy that requires a Nation's consent to identify them publicly in any agreements. 66 of the planned 340 new AHS spaces are in operation on-reserve.

AHSABC implemented a supportive application process and worked closely with applicants to understand and support their capacity to operate new or expanded licensed AHS programs. AHSABC received 27 applications and will fund twelve AHS programs. All 12 agreements are signed with organizations (Appendix A). 132 of the planned 302 new AHS spaces are in operation off-reserve.

Two of the new AHS sites, Prince George Native Friendship Centre and Kermode Friendship Society, are participating in the evaluation portion of the Universal Child Care Prototype Site Project to provide an example of a funding model and programming that is Indigenous-led.

**SUMMARY:**

Ministry staff continue to work with both AHSABC and FNHA to determine appropriate timing and location for an announcement. Anticipated timing of an announcement could occur within the month of June.

**ATTACHMENTS:**

A. Location of New Aboriginal Head Start Sites

**Contact****Assistant Deputy Minister:**

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## Appendix A: Location of New Aboriginal Head Start Sites

**Please note:** Operational sites are highlighted in green.

### Aboriginal Head Start Association of BC Selected Sites:

Successful Applicants	Location	Expected Spaces
Prince George Native Friendship Centre (operating)	Prince George	(operating) 28
Tillicum Lelum Aboriginal Friendship Centre (operating)	Nanaimo	(operating) 25
Nanaimo Aboriginal Centre (operating)	Nanaimo	(operating) 24
Mamele'awt Qweesome Housing Society (operating)	Chilliwack	(operating) 25
Kermode Friendship Society (operating)	Terrace	(operating) 30
Lower Fraser Valley Aboriginal Society	Langley	20
Fraser Region Aboriginal Friendship Centre Association	Surrey	24
Cariboo Friendship Society	Williams Lake	24
Carrier Sekani Family Services	Vanderhoof	24
Wachiay Friendship Centre Society	Courtenay	30
Métis Community Services Society of BC	Kelowna	25
Circle of Indigenous Nations Society	Grand Forks	24
<b>Estimated Total</b>		<b>303</b>

### First Nations Health Authority Sites Selected:

**Please Note:** Nine locations have yet to be announced (highlighted red) and will be released when release consent is given from the nation. 5 sites are now operating, highlighted in green, but none are operating at full capacity (44 of the 80 spaces operating).

Successful Applicants	Location	Expected Spaces
Cayoose First Nation	Lillooet	(operating) 8
Malahat First Nation	Duncan	(operating) 20
Qualicum First Nation	Qualicum Beach	(operating) 20
Quatsino First Nation	Coal Harbour	(operating) 24
Upper Similkameen Indian Band	Hedley	(operating) 12
Gwa'sala-Nakwaxda'xw	Port Hardy	20
Nazko	Quesnel	14
Tipella	Mount Currie	14
Nakazdli Whuten	Fort St. James	34
Burns Lake	Burns Lake	8
Northern Region		59

<b>Successful Applicants</b>	<b>Location</b>	<b>Expected Spaces</b>
Interior Region		50
Fraser Salish Region		21
Vancouver Coastal Region		8
Vancouver Island Region		30
	<b>Estimated Total</b>	<b>340</b>

**MINISTRY OF CHILDREN AND FAMILY DEVELOPMENT  
INFORMATION NOTE**

**DATE:** May 24, 2019

**CLIFF#:** 243546

**PREPARED FOR:** The Honourable Katrine Conroy, Minister of Children and Family Development

**ISSUE:** Employer Health Tax Frequently Asked Questions

**BACKGROUND:**

The attached Employer Health Tax (EHT) internal Frequently Asked Questions (FAQ) document was developed for Procurement and Contract Management Branch (PCMB) and Service Delivery Division (SDD) staff to provide guidance on potential questions from social services contractors regarding EHT as well as give background information.

- The EHT is a Ministry of Finance initiative.
- As EHT impacts employers based on payroll, some MCFD social services contractors will be impacted.
- An internal FAQ document was developed to provide staff with background information on EHT as well as inform them that MCFD is developing an approach with regards to social services contractors and EHT.

**DISCUSSION:**

- PCMB within the Finance and Corporate Services Division supports Service Delivery Division with procurement and contract management, including applying contracted sector funding increases such as the Economic Stability Mandate (ESM) and the Sustainable Services Negotiating Mandate (SSNM).
- PCMB will be leading the implementation of EHT and is currently developing a process.
- The FAQ was reviewed by Public Sector Bargaining and Compensation (PSEC) as well as the Ministry of Finance, Income Taxation Branch for consistent and accurate messaging.
- The FAQ was distributed internally on May 23, 2019 to support staff with questions from contractors.

**NEXT STEPS:**

- PCMB is developing options for funding distribution with an anticipated target of July for final recommendation.

**ATTACHMENTS:**

## A. Employer Health Tax (EHT) Internal FAQ

**Contact****Assistant Deputy Minister:***Phillip Twyford**Finance & Corporate Services**(250) 516-0268***Alternate Contact****for content:***Nadine Criddle**Procurement and Contract  
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**MINISTRY OF CHILDREN AND FAMILY DEVELOPMENT  
INFORMATION NOTE**

**DATE:** May 27, 2019

**CLIFF#:** 243563

**PREPARED FOR:** Minister Katrine Conroy and Minister of State for Child Care Katrina Chen

**ISSUE:** Federal Indigenous Early Learning and Child Care (IELCC) commitments and funding

**BACKGROUND:**

On September 17, 2018 the Federal government released the national Indigenous Early Learning and Care Framework (IELCC) co-developed with national Indigenous partners, including Assembly of First Nations, Inuit Tapiriit Kanatami, and the Métis National Council. The document outlines a vision and principles for an Indigenous-led early learning and child care system in Canada and includes distinct First Nations, Métis and Inuit frameworks.

The national IELCC Framework is intended to be a decade-long incremental investment by the Federal Government (2018-2028). The IELCC framework makes possible coordinated and comprehensive approaches that would enhance, expand and transform early learning and child care governance and program delivery via substantial and sustainable additional investments based on need, equity, cultural priority and Indigenous Nations' (First Nations, Métis, Inuit) control. Subject to regional implementation priorities, framework implementation prioritizes capacity development support at the community, nation, regional and national levels, separate from program funding.

The First Nations Leadership Council (FNLC) mandated the BC Aboriginal Child Care Society (BCACCS) to be the regional coordinating structure for the implementation of the First Nations - IELCC in BC. BCACCS administers the annual federal investment of \$8.5M for BC.

BCACCS hosted an IELCC Leadership Forum on May 23, 2019. This event was created to share information on the national IELCC and IELCC implementation in BC—including the annual federal investment, emerging opportunities to grow and strengthen collaborations, and identify shared commitments to Indigenous children, families and communities. Invited participants included federal and provincial leadership to present on the national IELCC Framework, the BC First Nations - IELCC implementation plan, and the Child Care BC plan, including the BC-Canada Early Learning and Child Care Agreement investments to expand the Aboriginal Head Start Program.

**DISCUSSION:**

The IELCC Leadership Forum included a tripartite leadership panel with representatives from FNLC, Indigenous Early Learning and Child Care Secretariat, Employment and Social Development Canada (ESDC) and Ministry of Children and Family Development presenting on IELCC national framework and BC's Child Care BC plan. FNLC also presented on its role in advocacy for government to government relations, jurisdiction and authority.

Summary of comments and questions following the panel:

- Federal IELCC funding for BC is insufficient;
- First Nations must lead in defining need, the services, and delivery of services to address these needs, and need jurisdiction in the early years;
- “Programs” create silos and service gaps;
- Need to address inequities in early years funding between First Nations and other BC residents;
- The Federal Government supports a made in BC strategic investments plan IELCC plan;
- There is a need for data collection to help inform investment decisions;
- There are barriers to accessing Child Care BC initiatives for First Nations families and communities;
- First Nations’ desire to govern Child Care licensing in First Nations communities, and;
- Representatives from FNLC and BCACCS will present at the upcoming Chief’s Assembly and Assembly of First Nations in June-July.

At the Forum, BCACCS presented the IELCC commitments and the IELCC strategic investments strategy for BC First Nations. This plan was developed through engagement with First Nations communities, including over 700 people across the province. The initial investment plan (first three years of federal agreement) has a focus on Capacity, Quality and Access with three phases.

Phase 1 (2018-19) Wage Enhancement (on-going), Planning Grants and Elder Involvement:

- \$1.5M in Wage Enhancement Grants supporting 458 qualified Indigenous ECE staff working in early learning and child care programs across 201 First Nations (based on BCACCS investment strategy). The actual amount of grants per provider was not shared.
- \$3M in Community-led Development and Planning Grants for ELCC. Each of the 203 First Nations received \$15K in planning grants to address *quality* through community-driven quality review and *capacity* such as attending sectoral engagement events such as IELCC Leadership Forum, BCACCS Conference and engagement workshops.
- \$318K in Elder Involvement Grants in ELCC to improve *quality*.

Phase 2 (2019-20) Service Grants, Minor Capital Grants and Capacity  
(details and funding amounts were not shared):

- Community-based service grants, based on quality review
- Community-based minor capital grants
- Sector-building and leadership development initiatives that include recruitment, training, transition to employment and *Mentorship to Leadership* initiatives.

Phase 3 (2020-21) On-going investments in quality, access and capacity:

- Refinement of IELCC investment strategy and development of plans for years 4-10.

## **CONCLUSION:**

s.13; s.16



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**MINISTRY OF CHILDREN AND FAMILY DEVELOPMENT  
INFORMATION NOTE**

**DATE:** May 29, 2019  
**CLIFF#:** 243622

**DATE OF PREVIOUS NOTE:** August 30, 2018  
**PREVIOUS CLIFF #:** 239446

**PREPARED FOR:** Katrine Conroy, Minister of Children and Family Development

**ISSUE:** Special Review of Drug Overdose Fatalities of Children and Youth known to MCFD

**BACKGROUND:**

On April 14, 2016, the provincial health officer, Dr. Perry Kendall, declared a public health emergency under the Public Health Act due to the significant rise in drug and opioid related overdose deaths in British Columbia since the beginning of 2016.

Since that time, significant steps have been taken by the provincial government to implement strategies to address the overdose public health emergency. On December 1, 2017, the Minister of Mental Health and Addictions announced the establishment of the Overdose Emergency Response Centre.

To support the BC response, MCFD developed an Overdose and Prevention Response Plan (January 2017) which is focused on the practice response to support children and families served by MCFD/DAA's who overdose and/or at risk of overdose. This plan includes:

- A practice directive on Responding to and Supporting Youth at Risk known to be using Illegal Opioids issued on May 11, 2017 to MCFD/DAA front line practitioners.
- Reviewing clinical responses of reported incidents to inform case specific response plans (i.e., action and safety plans).

Due to the ongoing overdose concerns, the Provincial Director of Child Welfare (PDCW) initiated a descriptive analysis of drug overdose fatalities involving children and youth served by MCFD/DAA as a special review under Section 93.2 of the CFCSA in September 2017.

**DISCUSSION:**

The special review (descriptive analysis) is focused on 25 youth known to MCFD/DAA's who died from a confirmed drug overdose that occurred between January 1, 2016 and June 30, 2017<sup>1</sup>. All 25 youth were either in care or receiving services from MCFD (88%) or a DAA (12%) in the 12 months prior to their death. Of the 25 youth that were the subject of this analysis, only 8 had ever been in care, and only 4 were in care at the time of their death.

Eight (or 32%) of these youth were First Nations, 1 was Métis, and 16 (64%) were non-Indigenous. Fourteen (56%) were female. The majority (68%) were between 16 and 18 years old.

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<sup>1</sup> This project was initiated in August 2017; therefore, data was gathered until the previous month: June 30, 2017.

The majority of youth (19 out of 25) had not had a previous reportable circumstance submitted prior to their death. Prior reportable circumstances for 6 youth included critical injuries (e.g., overdoses, sexual assault, other injuries) and serious incidents, primarily being lost or missing or substance use. Case reviews were conducted for 6 of the 25 fatalities.

Most deaths took place in the lower mainland, similar to overall provincial trends, and the majority of deaths occurred either at the youth's home or at the home of a friend -- most died after going to bed alone and were discovered in the morning. Fentanyl was detected in 84% of overdose deaths, usually in combination with another substance.

The vast majority of these young people had evidence in case records of polysubstance use, with 56% having a pattern of regular drug use recorded in their files. Nine of the 25 youth had documented previous overdoses. Many of these previous overdoses occurred when the youth was not receiving ministry services; however, having a complete picture of a youth's past substance use is an important part of engaging with you and providing appropriate services and supports.

The most common types of referrals following prior overdoses were detox at a residential facility or participation in a multifaceted program that uses a harm reduction model. The high number of referrals to detox, especially for youth who have a history of opioid use, is cause for concern since detox is not recommended as a form of treatment for those struggling with opioid use, but rather a form of withdrawal management. Detox can increase the risk of overdose following relapse, as it lowers an individual's tolerance for opiates.

This analysis examined the prevalence of a number of risk factors associated with problematic substance use among children and youth. The figure in Appendix A shows the frequency of risk factors among the 25 youth.

## **CONCLUSION or SUMMARY or NEXT STEPS:**

Key findings of this review will be presented to MCFD Executive Directors of Service, Delegated Aboriginal Agencies, and Directors of Practice to inform on-going efforts to address problematic substance use and prevent overdoses among youth receiving ministry services. Findings from the review will also be shared with the Ministry of Mental Health and Addictions.

## **APPENDECIES**

- A. Figure -- Frequency of risk factors among youth known to MCFD/DAA's who died from a confirmed drug overdose between January 1, 2016 and June 30, 2017.

### **Contact**

#### **Assistant Deputy Minister:**

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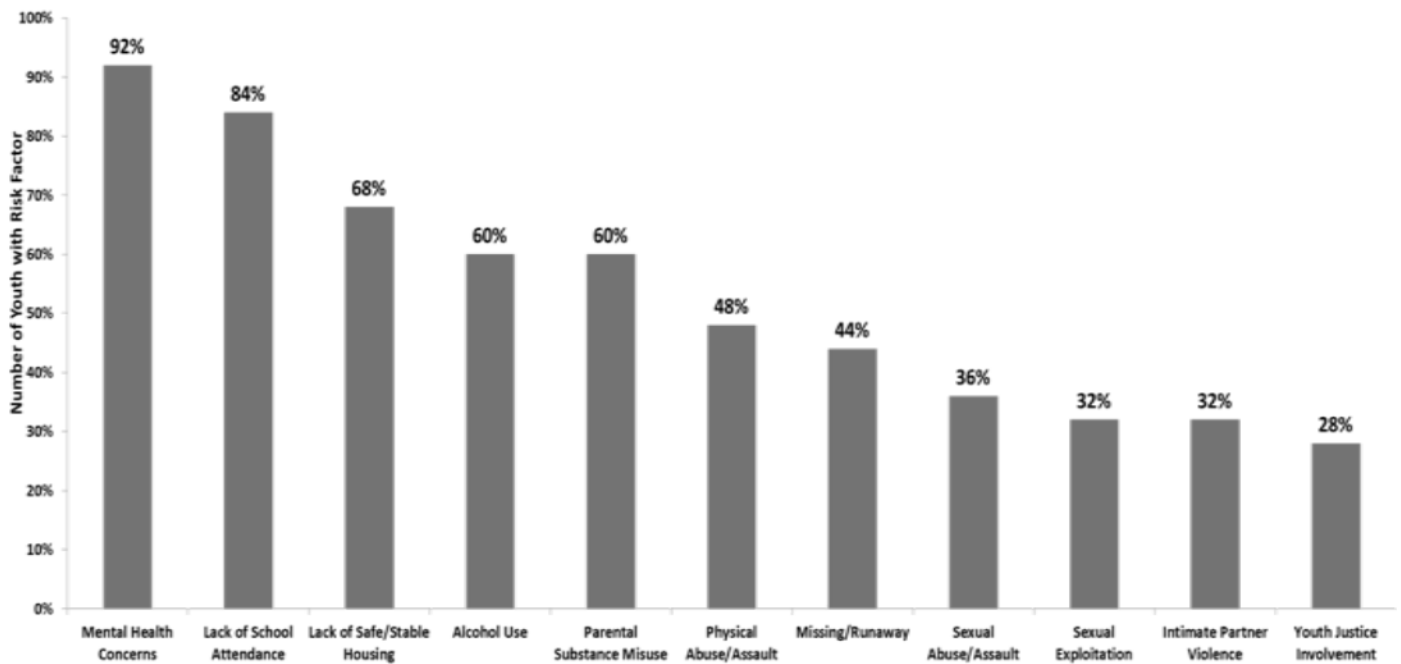
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Appendix A. Figure -- Frequency of risk factors among youth known to MCFD/DAA who died from a confirmed drug overdose between January 1, 2016 and June 30, 2017.



**MINISTRY OF CHILDREN AND FAMILY DEVELOPMENT  
DECISION NOTE**

**DATE:** May 6, 2019  
**CLIFF#:** 242909

**DATE OF PREVIOUS NOTE:** N/A  
**PREVIOUS CLIFF:** # N/A

**PREPARED FOR:** Honourable Minister Katrine Conroy

**ISSUE:**

Transforming our current Quality Assurance (QA) system to an outcome based model that supports quality improvement across all service areas of the ministry.

**BACKGROUND:**

There are currently four main quality assurance programs that support practice and system improvement in the Ministry and Delegated Aboriginal Agencies (DAA's). These are case review, practice audits, complaints and accreditation.

Case reviews address specific questions about ministry services prior to a child or youth's critical injury or fatality to inform actions to improve practice and systems. Practice audits measure compliance to standards which result in actions to improve practice and systems. The process is compliance-based and does not provide a fulsome and contextual measure of practice. The complaints process supports complainants and staff to work towards the resolution of complainant's concerns.

While these programs support improved services they do not provide information on outcomes for the children and families that are served.

**DISCUSSION:**

The primary purpose of QA is to ensure that Ministry and DAA services efficiently and effectively achieve their desired outcomes. QA programs allow our organization to determine the impact of service delivery and identify areas for improvement in policy, practice and service.

Currently, QA measures primarily to compliance and has little consideration of the impact of ministry services and practice on outcomes for children and families.

To address these challenges, a new model based on outcomes is being proposed that aligns to the new Strategic Framework, the Aboriginal Policy and Practice Framework, the work underway to transform procurement and contracting practices and to the ongoing work on integrated service delivery through the Service Frameworks.

The proposed outcomes model consists of four universal outcome domains. Children and Families are:

- Healthy & Happy
- Feel Safe & Secure
- Belong & feel Connected to Culture and Community
- Enjoy Stability & are Learning

Proxies, indicators and critical measures will be developed to allow for measurement across these domains.

The outcomes model has two comparative advantages:

- It will allow QA to generate data that matters: measuring how the Ministry and DAA services and practice impact on key outcomes, whilst maintaining strong compliance-oriented data. This will allow for stronger public accountability
- It will strengthen the capacity of QA to inform policy and practice in a systematic and structured way by increasing coordination of data points, improving understanding of good practice in the field, and creating regular structured lever points to address the underlying causes of poor practice and outcomes.

If an outcomes-based model is endorsed, consultation with DAAs, Indigenous communities, other key community stakeholders and ministry employees will be undertaken to adopt and define common outcomes and develop indicators and measures to track progress toward these. Preliminary discussions with the Deputy Minister, Assistant Deputy Ministers and several Executives have shown strong support for this model.

The model builds on several changes which are currently being introduced in QA:

- Qualitative Software: Procurement of qualitative software (ie NVIVO) to more accurately track recurring qualitative themes within and across program areas.
- Action Plan Development: Audit has expanded its approach to developing action plans with a “focus group” approach that includes practice staff in the Service Delivery Area (SDA) following an audit. These focus groups may occur in person or on-line depending on travel, location of participants.
- Survey Development: Audit program will be developing surveys/focus group processes for use in collecting more qualitative data for audits. The development of the tools will be collaborative involving Youth Advisory Committee, DAA and others.
- Audit Redesign: Audit reports and methodology will be redesigned to incorporate a stronger outcomes orientation. DAA audit processes will also be examined in collaboration with DAAs.
- Case Review: Facilitated discussions and positive outcomes case reviews allow for greater collaboration and best practice to be identified.
- Complaints: Administrative Review reports will be redesigned to incorporate a stronger outcomes orientation.

## **OPTIONS:**

s.13

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**DECISION and SIGNATURE**  
Katrine Conroy  
Minister

**Contact**  
**Assistant Deputy Minister:**  
*Cory Heavener*

**Alternate Contact**  
**for content:**  
*Jackie Lee*

---

**DATE SIGNED**

**Prepared by:**  
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**MINISTRY OF CHILDREN AND FAMILY DEVELOPMENT  
DECISION BRIEFING NOTE**

**DATE:** May 3, 2019

**CLIFF#:** 242923

**PREPARED FOR:** Honourable Katrine Conroy, Minister of Children and Family Development

**ISSUE:** Review and approval of Legislative Proposals.

**BACKGROUND:**

Cabinet operations has recently implemented a requirement for ministries to complete a Legislative Proposal template for legislation they would like to advance up for the remainder of the Government's mandate.

Each Legislative Proposal must be provided using the standard template. The information requested in the template is needed to assess the timing requirements, description of changes, alignment with government priorities, and readiness of the proposed legislation.

**DISCUSSION:**

Legislative Proposals require approval by the Minister and Deputy Minister prior to Cabinet review.

s.12; s.13

**OPTION 1:**

**Approve legislative proposal**

- Ministry will have a placeholder for pending legislation

**OPTION 2:**

**Do not approve legislative proposal**

- Ministry will not have a place holder for pending legislation

**RECOMMENDATION:**

**Option 1: Approve legislative proposal**

Approved /   
**DECISION and SIGNATURE**

The Honourable Katrine Conroy  
Minister of Children and Family Development

May 8, 2019  
**DATE SIGNED**

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**MINISTRY OF CHILDREN AND FAMILY DEVELOPMENT  
INFORMATION NOTE**

**DATE:** May 22, 2019

**CLIFF#:** 243309

**PREPARED FOR:** Honourable Katrine Conroy, Minister of Children and Family Development, and Honourable Katrina Chen, Minister of State for Child Care

**ISSUE:** Early Years Directors of Operations: Roles and Responsibilities

**BACKGROUND:**

Actions arising out of the development of Early Years Service Framework included the establishment of 13 new Directors of Operations in the Service Delivery Division. The purpose of the newly established roles is to ensure a focused portfolio on Early Years within the Ministry's regional offices.

In the development of these positions, Executive Directors of Service in Service Delivery Areas (SDA) decided that the new positions would include additional portfolios in addition to Early Years. The majority of the new Directors of Operations portfolio include Early Years and Children and Youth with Special Needs, or Children Youth Mental Health, Guardianship, or Youth Justice. All 13 Directors of Operation positions are all now in place.

**DISCUSSION:**

The scope of the 13 new Directors of Operations (DOOs) with respect to Early Years includes:

- Allocate MCF early years funds and manage contracts in alignment with the Early Years' Service Framework.
- Assess MCF funded system of early years services; drive and champion system improvements within the SDA (example: Provide linkages to other service lines and objectives and allocate resources and support program design and improvements that facilitate these linkages.).
- Work with partners and across agencies to identify and implement opportunities to improve the referral system between early years services and specialized services such as Children and Youth with Special Needs (CYSN) foundational programs including Infant Child Development programs and early intervention therapies.
- Collaborate with community agencies, First Nations, Indigenous and Métis communities and organizations and other government partners within and SDA (i.e. health authorities, school district, Public Health Agency of Canada, First Nations Health Authority, Metis Services) to ensure MCF services are complementary to other supports and services provided and that local needs and priorities are considered in MCF early years service planning.
- Actively participate in a provincial community of practice that supports province wide collaboration and consistency with other Directors and Indigenous colleagues in similar positions.
- Support provincial priorities that affect young families – e.g., Child care expansion, Indigenous Early Years, First Nations and Métis Early Learning and Child Care.

The operations of early years and child care programs are managed both centrally (child care) and in community (early years), and the DOOs function as the ministry's community-based linkage supporting provincial priorities that affect young families. When it comes to the early years, programming by necessity takes in consideration all investments and programs influencing the 0-6 years old population, inclusive of child care and early childhood intervention services (e.g., IDP/AIDP/ EIT/SCD/ASCD).

For example:

A service managed by the EY DOO in community may include a Family Resource Program. The DOO, working with the Family Resource program, may highlight a trend emerging where local families of children with developmental delays are reporting challenges accessing child care in the area. It is within the scope of the DOO's responsibility to:

- Bring forward this trend to provincial colleagues managing child care planning and operations to discuss how inclusive child care can be more readily accessed in their community.
- Work with the contracted service providers administering Supported Child Development programming in the area to discuss waitlists and systemic challenges around capacity and access; and
- Work with the Family Resource Program to ensure that a service delivery approach is in place so that these families still have wrap around supports, the child has early learning opportunities and that a necessary referral pathway has been established for families to early intervention.

Many DOOs continue to engage with local community networks regarding early years to further relationships with community partners and offering strategic supports to the community for all early years services (inclusive of early childhood intervention services and local needs related to child care ie. ECE recruitment and retention).

Recent Early Years Community of Practice meeting among the Early Years Directors of Operations and the Indigenous Capacity Coordinators revealed the opportunity to have further connections to the Ministry's child care team so that EY DOOs are equipped to understand the Childcare plan and refer communities to resources. These connection points can also serve as a feedback loop on what the DOOs are hearing on the ground related to child care initiatives and needs.

For the future, as government makes decisions as to how local planning for child care should occur, one option – among others – would be to build on MCFD's regional office network and the role for the EY DOOs.

#### **SUMMARY:**

Provincial office staff will continue to facilitate connections between regional EY DOOs and provincial office Child Care Policy and Operations staff to ensure that appropriate referrals and information feedback loops are occurring.

#### **ATTACHMENTS: N/A**

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**MINISTRY OF CHILDREN AND FAMILY DEVELOPMENT  
INFORMATION NOTE**

**DATE:** May 31, 2019  
**CLIFF#:** 243896

**DATE OF PREVIOUS NOTE (if applicable):** N/A  
**PREVIOUS CLIFF # (if applicable):** N/A

**PREPARED FOR:** Honourable Katrine Conroy, Minister

**ISSUE:** Inconsistencies in practice and operations through re-organization

**BACKGROUND:**

Attached is a comprehensive discussion paper which outlines the history of the Ministry of Children and Family Development (MCFD) and some of the lessons learned from organizational changes over the decades.

**DISCUSSION:**

Past organizational changes have been designed to address specific issues, and have met with inconsistent success. MCFD has learned from these changes. Currently, MCFD is working through the implementation of the Strategic Framework, which is reflected in this year's Service Plan. As part of that implementation, MCFD executive has identified ongoing organizational issues which affect our ability to implement the changes necessary for the overhaul of our system and our services. Examples include:

- Span of control, authority and responsibility for the Assistant Deputy Minister of service delivery is too great to ensure effective supervision and oversight of outcomes related to the delegated authority given to the Executive Director of Services role
- Inconsistency in financial, procurement, and administrative practices resulting in inconsistent service delivery and outcomes for clients
- Inconsistency in services from office to office and between Service Delivery Areas

s.12; s.13

**NEXT STEPS:**

s.13

**ATTACHMENTS:**

- A. Business Case for MCFD Structural Shift (Draft May 31, 2019)

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