

LEGISLATIVE ASSEMBLY OF THE
NORTHWEST TERRITORIES
7TH COUNCIL, 53RD SESSION

RECOMMENDATION TO COUNCIL

NO. 4-53

TABLED ON JUNE 18, 1974



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COUNCIL OF THE NORTHWEST TERRITORIES
CANADA

RECOMMENDATION TO COUNCIL 4-53

POLICY RESPECTING DAY CARE SERVICES

DISPOSITION

TABLED	TO COMMITTEE	ACCEPTED AS READ	ACCEPTED AS AMENDED	DEFERRED (TO SESSION)	REJECTED	NOTED NOT CONSIDERED
<i>June 18</i>	<i>June 27</i>	<i>June 27</i>				

POLICY RESPECTING DAY CARE SERVICES

Background

Motion 8-50, which was adopted by Council and accepted by the Commissioner as advice, stated:

"WHEREAS no legislation at present exists governing day care centres in the Northwest Territories;

AND WHEREAS employable women are unable to take advantage of existing employment opportunities because of the need to stay at home to care for their children;

NOW THEREFORE, I move that the Administration give consideration to introducing legislation to establish and to provide for the operation of day care centres; such centres to be operated under the jurisdiction of individual communities with operating and capital funds to be provided by the territorial Administration."

Rapid change in the North to a wage earning economy, the development of co-operatives employing women even in the smallest settlements, the increasing economic stress on families and the involvement of parents in educational upgrading programs are all factors influencing the growing demand for day care in the Northwest Territories,

Although there are numerous day care centre programs in operation (see Appendix A for list of known centres) only two of these are currently in receipt of financial support from the territorial Department of Social Development: the Yellowknife Day Care Centre and Paravik Day Care Centre in Frobisher Bay, and a \$10,000 grant was given the people of Baker Lake for the current fiscal year.

The usual way for non-profit day care centres to commence operation has been by a local group applying for and receiving a Local Initiative Project (L.I.P.) grant. This was the case in both Yellowknife and Frobisher Bay, and it is also the case with all of those listed in Appendix A.

The fact that L.I.P. grants extend for a maximum of six months means that centres established through that method of financing are doomed to a short life unless funds for long-term financing can be obtained - either through fees for service or a combination of fees and grants. The Yellowknife and Frobisher Bay day care centres are funded at present on a combination of fees for service and deficit grants (these grants coming from the Department of Social Development). Because that department has been unable to obtain any new funds for community social services

(Activity 4047) it is not possible at the present time to financially assist in the expansion of day care services. The funds for Baker Lake are from the Executive vote.

Problem

In order to rationalize the growth of day care centres, their funding, and to ensure at least minimum standards of care promoting the well-being of children physically, emotionally, socially, intellectually and culturally, there is need for the establishment of policy respecting day care in the Northwest Territories.

Recommendation:

It is recommended that Council adopt the following policies respecting day care in the Northwest Territories:

- 2/ THAT responsibility for the development of day care services be given to the private sector, i.e. non-profit organizations or proprietary operators rather than being assumed by the government.

Justification: the private sector is thought to be better able to operate day care than government since there is greater chance of parent participation and a greater likelihood of variation sufficient to meet local, social and cultural needs.

- 2/ THAT all day care centres meet current fire, safety and public health requirements.

Justification: the meeting of fire, safety and public health regulations is a legal requirement of all public facilities.

- 3/ THAT guidelines for standards of child care in day care be developed for the Northwest Territories.

Justification: guidelines for the quality of care provided are necessary to ensure care promoting the physical, emotional, social and intellectual well-being of children. The recently developed (September 1973) National Guidelines for Standards in Day Care produced by the Canadian Council on Social Development are available for adaptation to the needs of the Northwest Territories.

- 4/ THAT the standard of care provided in day care centres (whether non-profit or proprietary) be monitored by the Department of Social Development relative to the guidelines referred to in #3 rather than through a system of licensing.

Justification: maintenance of standards in day care by a licensing system would require day care legislation and an enforcing mechanism. A day care ordinance would be difficult to draft until the Northwest Territories has more experience with the meaning of day care in the North. Standards can be developed and maintained by what the service user is willing to purchase.

5. ✓ THAT Territorial funding of day care services for children be limited to those centres primarily serving families meeting the social need and financial need criteria established under the Canada Assistance Plan. Other families using these centres would do so according to their ability to pay for day care services for their children.

Justification: not only is universal day care for children excluded from cost-sharing with the federal government but we are attempting to make day care services available to low income families who require day care services to cope with employment and/or to deal with a variety of social problems e.g.

- (i) Single parent family where the parent is working, attending an educational institution or undertaking medical treatment or a rehabilitation program;
- (ii) Two parent families where:
 - (a) both parents are working,
 - (b) one parent is working and the spouse is incapacitated, attending an educational institution, undertaking medical treatment or a rehabilitation program;
- (iii) A single parent or two parent family whether or not either or both parents are working where:
 - (a) day care is arranged or recommended by a social worker as part of a child protection service,
 - (b) day care is arranged or recommended by a social worker on the basis of an individual assessment of special needs of the family or the child, including physical, emotional, mental, developmental, language, or other identifiable and recognized handicap.

- (c) day care is arranged or recommended by a social worker in situations where it is possible to document aspects of the physical, social or cultural environment which are seriously detrimental to the development of the child and to his equality of opportunity when he enters the education system.
- (d) emergency day care service is required to meet a short-term family crisis.

6 ✓ THAT non-profit day care centres for children in the Northwest Territories be financed through a combination of fees for service charged to users of the centre plus financial grants to cover operational deficits of day care services for children to a predetermined budget limit and service conditions established jointly by the day care organization and the Department of Social Development.

Justification: certain social need and financial need criteria must be met for cost-sharing under Canada Assistance Plan policy. The testing of financial need criteria is made possible by an income test or fee schedule reflecting family size and family income, and social need is established by referral to the Department of Social Development. Cost-sharing prerequisites aside, the Northwest Territories wishes day care services to children to be as self-supporting as possible with users fairly purchasing service according to their ability to pay.

7 ✓ In any event, the cost factor must be faced. If day care services, five days per week, were universally available to the total population of the Northwest Territories aged 0-4 years, a total of 5,700 children predicted by 1976* at an operating cost of \$10.00 per day per child, theoretically the annual cost could be \$14,820,000 (5,700 x 260 days x \$10.00 = \$14,820,000).

It might be realistic to anticipate that only one child in four (aged 0-4 years) would be enrolled, or 1,475 children, and further that children from families on social assistance might be one-sixth of this number, or 245 children.

The annual cost of day care services to 245 children on a five day week basis at \$10.00 per day per child would be \$637,000 (245 x 260 days x \$10.00 = \$637,000). This total would be reduced by the extent to which individual families were able to meet at least part of the cost of day care for their children.

The Administration proposes to seek funds for the implementation of this policy through normal forecasting and budgeting procedures.

* Chang-Mei Lu and D. C. Emerson Mathusin, Population Projections of the Northwest Territories to 1981, Regional Planning Section Policy and Planning ACND Division, Northern Policy and Program Planning Branch, Department of Indian and Northern Affairs and Northern Development, November 1973.
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APPENDIX A

DAY CARE CENTRES IN THE NORTHWEST TERRITORIES

1. Financed jointly by non-profit organization and Department of Social Development
 - (a) Yellowknife Day Care Centre 30 places
(per diem \$9.50)
 - (b) Paravik Day Care Centre, 20 places
Frobisher Bay (per diem \$11.00)
2. Currently funded through L.I.P. grants and local funding
 - (a) Fort Simpson \$ 5,866
 - (b) Coppermine 8,933
 - (c) Cambridge Bay 15,600
 - (d) Fort Providence 12,472
 - (e) Spence Bay 9,672
 - (f) Inuvik 9,820
 - (g) Baker Lake 10,558
 - (h) Pangnirtung 10,960