

**Date:** 2021-05-26

**Subject:** **Referred Matter – Child Care Centres in Brampton**

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**Report Number:** RM 44/2020  
Planning, Bld & Ec Dev-2021-660

**Recommendations:**

1. **THAT** the report titled, “Referred Matter - Child Care Centres in Brampton” to the Planning and Development Committee Meeting of June 21, be received and item RM44/2020 be removed from the Referred Matters List.

**Overview:**

- **Brampton is lagging behind Ontario’s average in terms of the number of licensed daycare facilities.**
- **Brampton has the highest number of licensed home-based child care centres in the Region of Peel.**
- **Establishing new licensed child care facilities in residential areas is limited as a result of current zoning regulations.**
- **Capacity may exist with home-based child-care to meet Brampton’s needs; however, data does not currently exist with respect to numbers of unlicensed home-based child care spaces making it difficult to verify if there is an issue.**

**Background:**

Council received a delegation from Sylvia Roberts who provided a presentation titled “Child Care Zoning”. Pointing to the impacts of COVID-19 on childcare, and the potential

burden placed on families as a result of lockdowns and daycare closures by provincial orders. The deputation argued that Brampton zoning regulations have been hindering the expansion of child care centres in the city and that Brampton is lacking an adequate number of childcare facilities and supportive policies to meet this need.

City Council referred the matter to staff for consideration and a report.

### **Relevant Brampton Planning Policy**

The following provides a summary of existing planning policy by the City of Brampton as it pertains to child care:

#### **Official Plan**

- The Residential designation permits complementary uses, subject to specific Secondary Plan policies or designations, and may include uses permitted in the Commercial and Institutional and Public Uses designations of the plan, such as day care centres.
- The City shall interpret the large scale Institutional Uses designation as shown on Schedule “A” to include smaller scale institutional and public uses such as day care centres.
- Through Secondary Planning and Block Planning, Institutional and Public Uses shall be permitted within other designations of the Secondary Plan, such as day care centres, together with certain use restrictions related thereto.
- Day care centres are not permitted within the Lester B. Pearson International Airport (LBPIA) Operating Area.
- At no time will development or site alteration be permitted in the floodplain where the uses are an institutional use associated with day care and schools, where there is a threat to the safe evacuation of persons with disabilities or the young during an emergency as a result of flooding, failure of flood-proofing measures or protection works, or erosion.

#### **Official Plan – Day Care Centre**

4.9.11.1 The City shall encourage the location of Day Care Centres on new elementary school sites with the consent of the School Boards to encourage shared-use and concentration of related land uses.

4.9.11.2 The City shall permit Day Care Centres within a Place of Worship or other place of public assembly, a place of employment, a community centre, an apartment building or a multiple housing project, subject to provincial licensing policies.

4.9.11.3 Day Care Centres shall be designed to provide appropriate facilities for parking, pick-up and drop-off areas.

4.9.11.4 The City shall encourage the use of the City of Brampton Accessibility Technical Standards in the application design and improvement of Day Care Centres.

4.9.11.5 Day Care Centre shall not be permitted within the area identified as the LBPIA Operating Area on Schedule “A”.

#### Selected Secondary Plan Policies - Residential, General Provisions:

Complementary uses, as set out in Part One of the Official Plan, are permitted in the various Residential designations, but shall be limited to small scale institutional uses including elementary schools, libraries, parks, community centre, and day care centres.

#### Credit Valley Secondary Plan (Area 45)

Low Density 1 Residential: Limited development of the following complementary uses shall be permitted without an amendment to this Plan: private education facilities; libraries; day care centres; health centres; and public recreation facilities.

#### Countryside Villages Secondary Plan (Area 48)

Low/Medium Residential Designation: Limited development of day care centres is permitted without an amendment to the Plan, subject to issues such as land use compatibility, design and interface issues being addressed to the satisfaction of the City with the appropriate performance standards implemented in the Zoning By-Law.

#### Day Nurseries Act and City's Zoning By-law

- A day nursery would only be permitted in a zone that specifically lists this as a permitted use (i.e. Service Commercial).
- A “day nursery” as defined in the Day Nurseries Act (which is old legislation but still referenced by the City) is a facility offering care for 6 or more children. Child Care facilities with 6 or more children are also licensed by the Province under the Ministry of Education.
- Before issuing a Provincial License, the operator is required to confirm that the use is permitted by the Zoning By-law, which it is not in most residential zones.
- A residential dwelling can only be used by the occupant of the dwelling to provide care for up to 5 children since that is not “a day nursery”.
- Zoning interprets the care of up to 5 children as being babysitting which is unregulated by the Zoning By-law.

## Mixed-Use Centres and Child Care

While the Official Plan can consider complementary uses such as child cares in residential areas, generally, it is preferred to direct them to commercial and institutional areas (i.e. shared-use with schools) where pick-up and drop-off traffic can better be handled to minimize conflicts in residential neighbourhoods. As part of the Brampton Plan process we will give consideration to these policies to explore opportunities for walk-to child care centres in mixed-use nodes. Any new Brampton Plan policies would be implemented as part of the Zoning By-Law Review.

### **Current Situation:**

The Region of Peel is responsible for planning, strategic support, evaluation and oversight of the child care system in Peel. The Region of Peel's *Early Years and Child Care Service System Plan for 2019-2024* ("System Plan") sets the strategic priorities that will guide investments to ensure a strong and responsive system.

The following are options for child care services available in the Region of Peel:

### Licensed Child Care

Licensed Child Care services are regulated by the Ministry of Education and offer programs for infants, toddlers, preschoolers, kindergarten, and school-age children. Licensed child care is provided in either a centre or through a home-based child care setting.

### Centre-Based Care

Centre-based care services operate in a variety of spaces, including: schools, community or recreation centres, libraries, workplaces, places of worship and standalone buildings. They offer full-day, part-time and before and after school programs. Extended/evening limited care is also available at these centres.

### Licensed Home Child Care

Licensed Home Child Care is child care that is provided in the private residence of the caregiver who is affiliated with and monitored by a licensed home child care agency. Licensed caregivers can care for a maximum of 6 children under the age of 13 years old.

A caregiver must count their own children, even if they are under the age of 6. The home child care agency is licensed by The Ministry of Education and operates under the regulations of *Child Care and Early Years Act 2014 (CCEYA)*. Representatives from the Qualified Registered Early Childhood Educator monitor the caregiver's home to ensure all homes meet or exceed child care and early years compliance indicators and regulations. To ensure that licensed home child care is staying up-to-date on safety measures, caregivers are inspected by the Ministry of Education at least once a year to guarantee the caregiver's home and the licensed home care agency is up to standards.

The Region supports Early Years and Child Care in Peel in the following ways:

- Fee subsidy: 97% of Peel's licensed child care system accepts families in receipt of fee subsidy;
- Improving affordability: The Region provides operating funding to licensed child care providers to help offset fees charged to families;
- Improving access: From 2012 to 2018, Peel's licensed child care system has grown by 19,814 spaces to more than 45,000 spaces with further growth anticipated;
- Capacity building: professional development opportunities that help build a system of responsive, inclusive, skilled educators; and
- Indigenous outreach program.

### Unlicensed Home Child Care

According to provincial regulations, an unlicensed home child care provider can care for a maximum of five children under the age of 13. All home-based child care providers must:

- Count their own children if they are younger than four years old;
- Care for a maximum of three children younger than two years old;
- Not operate in more than one location;
- Inform parents in writing (in hard copy or electronic) that they are unlicensed; and
- Keep proof that they disclosed this to parents for two years.

### Child Care in Brampton

Brampton is the 9<sup>th</sup> largest city in Canada, 4<sup>th</sup> largest in Ontario and 3<sup>rd</sup> largest within the Greater Toronto Area. The 2016 Census counted a total population of 593,638 in Brampton, an increase of 13.3 percent or 69,727 persons from the 2011 Census. In 2016, 120,240 children aged 0 to 14 were in Brampton, representing 20.3% of the total

population. 2021 is a Census year so we will be obtaining more current data this year. According to the Ontario Licensed Child Care Facilities database, Brampton had 210 licensed child care centres in the city in 2020.

Table 1: Number of licensed child care facilities in Peel Region

<b>Municipality</b>	<b>Number</b>	<b>Regional Percentage</b>
Region of Peel	546	100.00%
Brampton	210	38.46%
Caledon	34	6.23%
Mississauga	302	55.31%

Source: 2020 Open Data Ontario Daycare

#### Licensed Child Care Centres as a Percentage of the 0 to 14 age group

The following table provides a comparison between the City of Brampton and our municipal neighbours in Peel Region, as well as some of the larger cities in Ontario with respect to number of licensed child care centres as a percentage of population aged 0 to 14 years.

Table 2: Number of child care centres compared to the 0-14 years old population

<b>Municipality</b>	<b>Total Population</b>	<b>0 to 14 years</b>	<b>Percentage of Total</b>	<b>Child Care Center</b>	<b>0 to 14 years / CCC</b>
Ontario	13,448,494	2,207,970	16.4%	5697	387.57
Caledon	66,502	12,355	18.6%	34	363.38
Toronto	2,731,571	398,135	14.6%	1010	394.19
Mississauga	721,599	120,925	16.8%	302	400.41
Brampton	593,638	120,245	20.3%	210	572.60
Hamilton	536,917	87,120	16.2%	147	592.65
Ottawa	934,243	155,680	16.7%	202	770.69

Sources: 2016 Census, 2020 Open Data Ontario Daycare

Of the municipalities listed above, the City of Brampton has the highest percentage of population in the 0-14 age group, well above the provincial average. As a percentage of licensed child care centres per 0-14 age group, Brampton is lagging behind the provincial average as well as our municipal neighbours in Peel. We are, however, ahead of the cities of Hamilton and Ottawa.

#### Capacity of Licensed Child Care Centres in Peel Region

The following table illustrates where licensed child care centres are located in Peel Region, broken down by municipality with corresponding capacity. The largest provider of licensed child care services in Brampton and Peel is through publicly-funded schools. The capacity per site is virtually identical between Brampton and Mississauga; however, Brampton is deficient 89 licensed child care sites which can be directly correlated to the fact that currently Brampton has a smaller total population than Mississauga, however, the gap is shrinking.

Table 3: Capacity of licensed child care centres

Primary Use of building where the Child Care Site is located	Number of Sites	Total Licensed Capacity
<b>Brampton</b>		
Multi-unit Residential	1	33
Place of Worship	12	839
Private School	2	249
Public Building	16	1128
Publicly-funded School	140	12263
Stand Alone Child Care Centre	19	1959
Other	17	1456
<b>Brampton Total</b>	<b>207</b>	<b>17927</b>
<b>Mississauga</b>		
Multi-unit Residential	6	412
Single-unit Residential	1	74
Place of Worship	30	1592
Private School	7	512
Public Building	29	1973
Publicly-funded School	165	15844
Stand alone Child Care Centre	40	3352
Other	18	1313
<b>Mississauga Total</b>	<b>296</b>	<b>25072</b>
<b>Caledon</b>		
Place of Worship	5	244
Private School	1	72
Public Building	4	315
Publicly-funded School	20	2004
Stand alone Child Care Centre	3	268
Other	5	255
<b>Caledon Total</b>	<b>38</b>	<b>3158</b>

Source: Peel Region, Child Care Services 2020

#### Licensed Home Child Care Centres in Peel

The total number of licensed home-based child care centres in Peel Region is 619, providing around 1,671 spaces. According to table 4, the majority of licensed home care centres in the Region are located in Brampton (61%).

Table 4: Breakdown of licensed home child care centres in Peel Region

Area Municipality	Estimated Breakdown	Number of Licensed Homes
Brampton	61%	379
Caledon	2%	10
Mississauga	37%	229
Total	100%	619

Source: Peel Region, Child Care Services 2020.

### Consultation by the Region of Peel

The Region conducted community engagement to develop the “Early Years and Child Care Service System Plan 2019-2024.” Input provided by families, child care providers and community partners that directly relates to planning, design and development, included the following:

- There is a shortage of spaces for children under four years of age;
- Providers need more access to buildings/locations where they can deliver or expand programs;
- Physical access to school-based child care programs should become easier;
- Community partners want to be more engaged in planning processes;
- There is a need to streamline current committee tables; and
- The Region could do more to ensure early years and child care centres are included in the design and planning of new buildings.

### Establishment of an Unlicensed Registry

The Provincial Government’s Consultation Document Regarding Proposed Regulatory Amendments under the Child Care and Early Years Act, 2014 poses a discussion question regarding programs delivered in the unlicensed (also known as independent) child care sector. Ontario Government has sought feedback about how to support the delivery of child care in such settings. For example, the creation of a registry has been proposed to better communicate with such child care providers and provide them with information about pedagogy, health, and safety. The questions include:

- What are the considerations around the development of a publicly accessible registry of unlicensed child care providers in Ontario?
- Which entity should be responsible for establishing and maintaining the registry?
- What potential eligibility requirements could be set out for a person to be included on the registry? For instance, should persons on the registry be certified in first aid?
- What information would be helpful for the public to access on the registry?



- If a registry of unlicensed child care providers is established, what support, information, resources, etc., could be provided to those on the registry by the government to support quality, health and safety?

### **Corporate Implications:**

#### Financial Implications:

There are no direct financial implications associated with this report.

#### Other Implications:

There are no other implications associated with this report

### **Conclusion:**

Brampton is lagging behind Ontario's average (see Table 2) in terms of the total number of licensed child care facilities. However, Brampton has the highest number of licensed home-based child care centres in the Region. The popularity of licensed home-based child care in Brampton has some advantages, including: enhancing affordability, inclusivity, quality, accountability, and accessibility of child care services. The prevalence of licensed home-based child care centres in Brampton may indicate a preference for home-based solutions. Currently, it is not possible to make inferences about unlicensed child care as data does not exist. Identifying the number of unlicensed home-based daycares and the capacity they provide along with creating a database or registry of unlicensed home daycares in Brampton would be quite helpful. Establishing such a registry could be quite challenging and Staff will continue to monitor any progress by the Province and/or Region on this front.

If the City were to consider loosening policy requirements or enabling blanket permissions in residential areas for child care, there could be unintended consequences. Establishing new child care centres (servicing more than 6 children) in residential areas is dependent on meeting various requirements including parking, pick-up and drop-off areas, setback from railway right-of-way, depth of landscape buffer, and safe evacuation of persons with disabilities or the young during an emergency. Current policies do not prohibit establishing daycare facilities in residential areas if the above-mentioned criteria are met. In addition, as the City progresses to encourage more mixed-use development in nodes and along transit corridors, there is an opportunity to embrace the incorporation of child care facilities in vertically integrated mixed-use buildings where impacts can be mitigated.

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