

Full-Day Kindergarten Implementation Status Update

Date:	June 11, 2013
To:	Community Development and Recreation Committee
From:	General Manager, Children's Services
Wards:	All
Reference Number:	

SUMMARY

This report provides an update on the implementation of Full-Day Kindergarten (FDK) and the transition to an integrated early learning and care system. FDK implementation is currently in the third year of a five year process. The report reviews the resources that have been requested from the Province, what has been received to date and what is still required. This report also updates the Ward Analysis, which projects the licensed child care capacity in each city ward at full implementation of the program. This analysis was first reported to City Council in November 2011.

RECOMMENDATIONS

The General Manager, Children's Services recommends that:

- 1) City Council reaffirm the need for additional Provincial resources in the amounts of: \$10.413 million in capital for child care outside of schools and \$14.599 million in transitional/operating funds, to address the transitional impacts of full-day kindergarten on child care as requested by City Council in November 2011;
- 2) City Council request that the Province of Ontario provide new child care fee subsidies to ensure that child care spaces for all age groups are accessible to low-income families, especially given the increasing number of spaces becoming available in the system for younger children whose care is more costly; and

- 3) City Council request that the Toronto District School Board (TDSB) and the Toronto Catholic District School Board (TCDSB): (a) amend their lease agreements with third party operators of FDK before- and after-school programs to better reflect and solidify the partnership; and (b) revisit occupancy costs charged to third-party operators in schools in pursuit of a more seamless and cost-effective system, recognizing that both the Boards and child care operators share responsibility for a successful early learning system.

Financial Impact

The adoption of recommendations in this report has no financial impact on the City of Toronto. Should additional Provincial fee subsidy be received, Children's Services will review its service levels as part of the annual budget process.

The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

City Council has made a number of decisions and requests of the Province of Ontario since the vision for an early learning system, which includes Full-Day Kindergarten, was first announced in 2009 by Dr. Charles Pascal in his capacity as Special Advisor on Early Learning to the Premier of Ontario.

City Council, on January 26 and 27, 2010, supported the full vision of the Charles Pascal Report and requested the resources necessary to support the transition to the new early learning system

http://www.toronto.ca/children/report/councilreport_27jan2010.htm

City Council, at its meeting of July 12, 13 and 14, 2011, agreed to forward the above noted report from the General Manager, Children's Services, including all appendices, which identified the challenges and funding needed to stabilize the child care and early childhood sector in Toronto, to the Premier of Ontario, the Provincial Minister of Education, Provincial Opposition Leaders, all provincial political parties, the Prime Minister of Canada, the Minister of Human Resource Development Canada, all Federal Opposition Leaders, and all federal political parties.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2011.CD5.7>

City Council on November 29, 2011, communicated to the Province the urgent need for transition plans and resources, including \$27 million in transition funding and \$27.4 million in capital funding, and requested the General Manager, Children' Services to develop a communications strategy on the challenges facing Toronto's child care system.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2011.4 before and after school programs torontoCD8.1>

Community Development and Recreation Committee at its meeting of May 23, 2013, referred a report from the General Manager, Children's Services to the next meeting of the Committee, and requested the General Manager to report to the June 26, 2013 meeting of the Community Development and Recreation Committee with further information on the following:

- a) lunch supervision standards or staffing for Full-Day Kindergarten children; and
- b) the potential costs of providing the option of lunch supervision and food program for kindergarten children enrolled in third-party operated before-and after-school programs.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.CD21.3>

ISSUE BACKGROUND

Full-Day Kindergarten Implementation Status

Full-Day Kindergarten (FDK) is a provincially-mandated program that is approaching full implementation in September 2014, when all 587 elementary schools in Toronto will offer the program to approximately 56,000 four and five year olds. Currently, 279 Toronto schools offer FDK.

As presented in Dr. Pascal's report "With our Best Future in Mind", FDK was originally envisioned to be a universal program with widely available, seamless, before- and after-school care that was directly operated by school boards, using common space and resources, a strong staff partnership between teachers and Registered Early Childhood Educators (RECE), with care available year round. The implementation of FDK represents a significant system change for child care. This status update outlines the original vision, reviews the details of this system change in Toronto as FDK is actually being implemented and summarizes the resources required and received by the City to manage the transition.

From Vision to Implementation of an Early Learning System

In 2009, the Provincial government announced a progressive plan for an early learning system in Ontario. The vision included Best Start Child and Family Centres offering integrated services under municipal leadership for children from birth to three years of aged and school-based, age appropriate programs for older children, with different models for 4 and 5 year olds, 6 to 8 year olds and 9 to 12 year olds. Before- and after-school programming would take place in the school setting and be connected to the core school day curriculum. This full vision for early learning in Ontario was endorsed by City Council in January 2010.

The initial announcement directed school boards to operate both the FDK program and an accompanying Full-Day Kindergarten before-and after-school program where demand warranted. This policy initiative is one piece of the broader vision for a more coordinated and responsive early learning system for all children and families. At the same time, the

vision saw child care operators transforming their services by concentrating on younger infant to preschool children as four and five year olds enrolled in FDK.

While FDK is good news for many parents and families and has been a popular program, the manner in which it has been implemented across the province has resulted in a less ideal system than originally envisioned. In 2010, as a result of efforts from community child care operators, associations and school boards, the Province amended the legislation to allow school boards the option to either directly operate the before-and after-school program or to contract with a licensed child care provider to operate the program on the boards' behalf. The third-party approach is more costly to operate and creates additional transitions in the child's day compared to direct delivery of this program by school boards. When the requirement for direct delivery of the program was relaxed, allowing boards to enter into third-party agreements with licensed child care operators, a less seamless day was created, with child care operators having to find staff willing to work split shifts at the beginning and end of the day. This was identified as an issue in the Council Report titled "Full Day Learning Staffing Models and Options for Child Care Communications Strategy (November 24, 2011, available at <http://www.toronto.ca/legdocs/mmis/2011/cc/bgrd/backgroundfile-42564.pdf>), and continues to be a challenge for the childcare system.

In addition, third party operators must be licensed under the requirements of the *Day Nurseries Act*, operate in shared space, and cover the costs of resources used in the program. Conversely, board-operated programs fall under the *Education Act* and are not required to be licensed or abide by the staffing ratios legislated for child care operators.

Under legislation, FDK before- and after-school programs must be made available when parents of at least 20 children indicate a demand through annual parent surveys (the TCDSB has decided on a lower minimum of 10 students to establish the program). Under provincial regulation, program costs are covered by enrolled parents. The Province has made a limited number of fee subsidies available for this program. Parent fees are set on a cost-recovery basis.

For the 2012-13 school year, there are 88 FDK before- and after-school programs in English language schools in Toronto, 86 of which are operated by third-party licensed child care providers. The other two are directly operated by the TDSB, but these are expected to be contracted to a third party operator for the next school year. These programs provide 2,359 spaces (expected to grow to 6,262 at full implementation). In September 2013, an additional 13 TCDSB schools and 79 TDSB schools will offer FDK before- and after-school programs, bringing the total to 180, all of which are expected to be operated by third party providers. One French-language program in Toronto will be directly-operated by the French Catholic board. By contrast, in Waterloo Region, 42 of 52 FDK before- and after-school programs are directly operated by the school boards.

More could be done to improve the partnership between child care operators and schools in Toronto in moving closer to the envisioned early learning system. While school age child care programs have historically shared space in schools, there are higher

expectations for the third party child care programs providing the FDK before- and after-school program. While this program also uses shared space, there is an expectation that some classroom resources will be shared between the school and the child care operator. In addition, the program is to follow the provincial Extended Day Curriculum. Children's Services will continue to pursue and support opportunities to strengthen the relationship between child care and schools as more third-party programs are offered. Opportunities for teacher/RECE education will be a significant part of this transition. Lease agreements between child care operators and schools could also be strengthened to reflect that both parties are part of the same early learning system, a system that is overseen by the Ministry of Education. Children's Services favours renewable agreements that help both parties continue to move towards a seamless and integrated system that promotes effective sharing of space, resources and information.

The fact that FDK before- and after-school programs are offered only where demand exists based on parent surveys means that there is no service system planning approach to the program. There have been issues with the survey as a method of determining demand as parents might not fully understand that child care centres will begin serving younger children as four and five year olds move to FDK. Despite various communication initiatives targeting parents and operators, demand in some schools continues to be insufficient to begin the program, even though Children's Services data shows that enough children at the school are using child care. Child care operators in areas with insufficient demand for the program are required to escort children to FDK as four and five year olds continue to require care, with no program available in the school. These centres are limited in their ability to refocus service on younger children and to participate in the transformation to the envisioned early learning system.

Implementation of this significant system change is now in its third year. While some components have been extremely positive, there have been some challenges along the way. Children's Services, school board staff and child care operators have been working collaboratively to plan and coordinate as much as possible to prevent any unintended consequences and raise implementation issues with the Province when needed. Recently, the Ministry of Education announced funding for new school board staff to support service integration activities within the school boards. As service system manager for child care, Children's Services will engage these staff in an effort to find better ways to serve families in the school system. These new positions will strengthen relationships at the individual school level and are a positive step towards a more integrated system.

Children's Services reported in 2010 that if not properly implemented, FDK would "destabilize and fragment a fragile system while reducing the City's ability to manage it" (http://www.toronto.ca/children/report/councilreport_27jan2010.htm) With insufficient funding for implementation and a five-year phase-in, Children's Services has had to make a number of requests and enact several policy and operational decisions to manage this transition. These decisions have been made to protect the limited fee subsidies available to families and to stabilize to the extent possible the existing child care system. These decisions are discussed later in this report. Financial and policy resources have been requested from the Province by City Council and Children's Services on a number of

occasions to help manage the transition to the new system. More detail on the gap between resource needs and resources received is also provided later in this report.

COMMENTS

While the City supports the vision for an early learning system, including the implementation of FDK, it recognizes the impact that FDK implementation has on child care operators. As four and five year olds enrol in FDK, operators must change their service model by reconfiguring vacated space to expand service to younger children. They must also enter into agreements with school boards to operate third party before- and after-school programs. This has required a significant amount of work for operators, including developing business plans, applying for grants and overseeing capital retrofits and licensing processes. At the same time, third-party before- and after-school programs provide opportunities for operators to be part of an integrated system with other education programs.

In consultations related to a new "made in Toronto" child care funding model, Children's Services has heard from a number of operators. Operators have indicated that there are not enough resources in the system and that the system is in a constant state of change. When asked how the modernization of child care, including FDK, affected them, 66 per cent of respondents answered either "somewhat negatively" or "very negatively" At the same time, only one in 5 ranked the system in Toronto as poor, with half saying Toronto's system is good.

Financial Requirements

In November 2011, Children's Services reported to City Council and the Province the following resource requirements to assist operators in addressing the impacts of FDK and their changing role in Toronto:

- \$27 million in transitional and operating funding to ensure that service levels are maintained during and following the transition to FDK;
- \$13.5 million in capital funding to support the reconfiguration of child care programs outside of schools so that they can address the needs of younger children; and
- \$13.9 million in capital funding for child care centres located within schools.

An additional \$20 million was also requested to maintain existing service levels of 24,000 child care subsidies, recognize cost of living and other legitimate increases in operating costs and to ensure program quality and adequate qualified staffing. (<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2011.CD8.1>)

The funding received and shortfall compared to the 2011 request is updated below.

Funding received, 2010-2012

Funding in millions	Request	Received	Shortfall
Capital out of schools	\$13.5	\$3.087	\$10.413
Capital in schools*	\$13.9	\$18.0	n/a
Transition/operating	\$27.0	\$12.401	\$14.599

*With respect to the request for child care capital in schools, Toronto English school boards over three years have received \$18.0 million under the provincial School-First Child Care Capital Retrofit Policy. (French language boards have received separate allocations but cover a much larger area than the City of Toronto). This funding flows directly to school boards but their investment must be planned in conjunction with Children's Services.

The table below shows how provincial funding has been used to support child care operators and the number of operators that have benefitted from the funding (shown under "Funding to Operators"). It includes one-time additional funding received in 2012.

Funding in millions	Total Early Learning Transition	One-time 2012	Total	Funding to Operators	Fee subsidies
Capital out of schools	\$2.816	\$1.421	\$3.087	\$3.087 (164 centres)	n/a
Transition/operating	\$8.161	\$4.239	\$12.400	\$0.478 (111 centres)	\$11.922

Transition/Operating

With transition funding, Children's Services has supported child care centres by establishing a number of grants for which operators can apply. The grant program will continue until FDK is fully implemented and has to date resulted in \$.0478 paid to operators. Information on these grants, including eligibility requirements and application details has been published on the Children's Services website. Application deadlines currently fall between June 30 and November 1, 2013 and details are on Children's Services website at http://www.toronto.ca/children/operators/investment_application.htm Definitions for the grants that have been available to date are included in Appendix A.

Remaining transition funding of \$11.922 million has supported the increased cost of serving more infants and toddlers. In addition, funding has been used to support cost of living increases for child care operators.

Capital

The full allocation of capital dollars for child care in the community has been expended on reconfigurations to serve younger children in 164 centres.

The allocation of separate capital funding for child care space in schools is consistent with the City's previous requests, where the City identified that \$13.5 million was needed to retrofit space in the community and \$13.9 was required for space in schools. The City used capital allocations from the Province, totalling \$3.087 million, to retrofit community-based spaces. The use of the Schools-First Child Care Capital Retrofit money is being planned jointly through school board-City working groups. The approximately \$18 million received in Toronto under the provincial Schools-First Child Care Capital Retrofit Policy is more than the original request for \$13.9 million. This policy, however, comes with a number of restrictions as to how the funds can be used. Space conversion targets developed by the Province do not reflect the ability to reconfigure in Toronto schools due to a lack of space. A separate report with more information on the first phase of this provincial policy also appears on the June 26, 2013 Community Development and Recreation Committee agenda.

It is important to note that in the future provincial funding will flow to municipalities in accordance with the new child care funding framework. The 2013 funding allocations based on the new framework resulted in an increase of provincial funding to the City of \$8.392 million, with \$7.821 million earmarked for operating expenditures and \$0.571 million to assist operators in capital retrofits. This increase was not sufficient to cover the required cost of living increases, requirements of the Province's funding guidelines, and the 264 new fee subsidies approved by Council during the 2013 Operating Budget process.

Policy Considerations

In addition to supporting the full vision of early learning in Ontario and requesting financial resources, City Council has requested a number of policy and legislative changes from the Province, including Day Nurseries Act amendments that would change age groupings, increase flexibility for child care operators, and better align the requirements of FDK and child care to create a more seamless system. These changes would help operators transition to the new system and establish a common set of regulations for children over the course of a day. While legislative amendments have not been brought forward to date, the need for a legislative review was noted in the Ministry of Education's Discussion Paper on Modernizing Child Care in Ontario. Children's Services has previously recommended that the Ministry work to align the requirements in Full-Day Kindergarten and child care so that four and five year olds fall under similar requirements throughout the day (for example, each program has different regulations governing playground equipment and supervision practices). There has also been interest in the community in revising age groups and staff to child ratios in a way that maintains quality and improves financial viability for operators.

In the interim, Toronto Children's Services has been working to facilitate change among child care operators. A process has been developed to streamline the municipal approvals needed for a third-party program to be licensed (board-operated before- and after-school programs do not require a license).

The availability of additional child care fee subsidies to support the transition continues to be an issue. There continues to be 24,000 funded spaces and the City is funding an additional 264 subsidies as per City Council's request during the 2013 Operating Budget process. However, with a waiting list for child care fee subsidy of over 19,000 children in Toronto, the shift to serving younger children, the increased cost of serving these children, there is clear pressure and unmet need in the city. Fee subsidies for younger children are more expensive due to higher legislated staff to child ratios. In addition, only a limited number of fee subsidy dollars (\$1.687 million) have been made available for FDK before- and after-school programs through the first three phases of FDK.

The City of Toronto has made a number of local operational policy decisions to protect the limited number of fee subsidies available to families. Of particular note, Children's Services has adopted a one operator per school policy. Child care operators in schools serve the families and children in that school community. Having one operator per school provides improved customer service for families, reduced transitions for children and lowers the cost to administer the program. The City's expectation is that an operator in a school will operate the FDK before- and after-school program once they have been approached by the school board to do so. Operators in schools benefit from a variety of grants, wage subsidy, and Occupancy Agreements which financially benefit the program and make child care more affordable for all families receiving care in that centre. Adding a second operator will impact administration costs by up to \$20,000 per location, the equivalent of two child care fee subsidies.

The City of Toronto continues to apply provincial wage subsidy guidelines. These guidelines are resulting in wage subsidy payments to operators being reduced by a proportional amount as group sizes of four and five year olds leave the centre. For example, when a group size of eight JK children who were staffed at an 8:1 ratio attend FDK, wage subsidy is recalculated for the time those children are not being cared for in the centre. As per the guidelines, the City is not allowing reallocation of wage subsidy to other staff in the centre so that it can be reinvested in stabilizing the child care system. At the same time, provincial guidelines requiring cost-recovery parent fees for third-party programs mean that wage subsidy is not paid to operators for their third party programs. The reduction of wage subsidy has been of concern to the child care community. The funds associated with four and five year olds enrolling in FDK, including unallocated wage subsidy funds, have always been invested in fee subsidies to strengthen the rest of the system. Wage subsidy funds have been reinvested in fee subsidies to stabilize the system and fill vacancies. Since 2010, just over \$900,000 has been reinvested.

Different parts of the system receive funding in different ways. While school boards receive 100 per cent funding to deliver the FDK program, Municipalities are mostly dependent upon the reinvestment of cost savings for each child who enrolls in FDK, which is free and no longer requires a full day fee subsidy. The child care cost to parents enrolled in a licensed full time child care space ranges from \$35.00 to \$61.00 per day. When children enrol in FDK, the cost for FDK before- and after-school programs range from \$29.00 - \$32.00 per day. These savings to the child care sector associated with four and five year olds enrolling in the publicly funded FDK program are to be reinvested in a

stronger, more stable system of care for younger children – another key component of a comprehensive early learning system. This reinvestment is needed to keep costs down in the absence of cross-subsidization from older children (fees for older children have traditionally cross-subsidized the fees for younger children, whose care is more expensive).

These strategies have contributed to Children's Services ability to maintain 24,000 fee subsidies in the system despite the system being under a high degree of change.

Nutrition

Children in FDK are in a universal school program governed by its own legislation during the core school day, which includes the lunch period. There is no formal lunch program for children attending FDK.

Children in FDK who attend child care are in third-party before- and after-school programs, which must be operated on a cost-recovery basis. In May 2012, Children's Services reported to Community Development and Recreation Committee, supporting the expansion of Student Nutrition Programs previously endorsed by City Council, and recommending an integrated provincial approach to the issue of school nutrition for all children. The issue of student nutrition affects all students, not just the 17 per cent who are in child care. However, as an interim measure, grants are available to provide bagged lunches to children enrolled in FDK before- and after-school programs.

As reported in April 2012, an analysis of licensed child care operators' budgets indicates an average cost of \$3.84 per child per day for two snacks and a lunch, not including supervision. At full implementation, 6,262 students are projected to be in before-and after-school programs. At \$3.84/day, for 6,262 students in FDK before- and after-school programs, food provision would require \$24,046 per day, or, at 194 instructional days, \$4.6 million per year. A reduction of approximately 460 child care fee subsidies would be required if this service were to be provided.

Regarding supervision of lunches, the lunch period is supervised by the school, with local school boards responsible for developing policies and procedures in the context of health and safety requirements. The Ministry of Education does not set policy regarding the length of lunch/nutrition breaks or staff/student ratios.

In the Toronto District School Board (TDSB), schools are allocated a number of lunchroom supervisors (between one to seven supervisors) based on their total population in grades 1 to 8. With the implementation of FDK, the TDSB decided to allocate (in addition to the one to seven supervisors for older grades) one lunchroom supervisor per FDK classroom. Where space allows, there may be a common lunch area, however in most cases the kindergarten students eat in their classrooms. The older children are typically clustered in a lunchroom, gym or common areas in order to maximize the ability for the supervisors to monitor lunch.

Similarly, in the TCDSB most students eat their lunch in their respective classrooms. Supervision is conducted by all staffing groups, and schools have an additional lunch supervisor (there may be a second supervisor based on local needs). Many students, who are able, go home for lunch.

Where schools offer nutrition programs to families such as breakfast, snacks or lunch, school boards must abide by the provincial School Food and Beverage Policy which outlines nutritional standards for food and beverages sold in schools. The policy applies to food and beverages sold in all venues on school property such as cafeterias, vending machines and tuck shops; through all programs, including catered lunch programs; and at all events on school property, including bake sales and sports events. The Ministry of Education does provide a number of resources and tools to support healthy nutrition in schools, including resource guides and learning modules for boards and teachers.

Change Management

Extensive efforts have been made to communicate policy decisions and opportunities for operators to receive support throughout this transition. In each year of the phased-in approach, a new set of child care operators is affected by four and five year olds transitioning to schools, meaning that plans, communications, and change management processes have to be repeated. These processes are more difficult in the later years of implementation, as programs in the final phase require school construction to accommodate FDK classrooms, which can impact the child care centres currently located in the schools. Plans for the first year of implementation were designed to avoid school sites that would need construction.

Key policy decisions that affect third-party operators have been presented with school board and provincial colleagues at District Child Care Advisory meetings and discussed individually with operators and their boards of directors. As part of the Division's online communications, Children's Services has developed a policy manual for third-party operators of before- and after-school programs and held information sessions for the community of operators and with individual operators as needed. This manual includes a number of operating policies, including which costs can be included in per diems.

Since the initial announcement of the vision, Children's Services staff has held community information sessions, one-on-one meetings with operators, training opportunities on the before- and after-school quality criteria, and produced newsletters and other communications for the community to inform them of important dates, policies and available resources.

Children's Services Consultants are key staff resources who work locally to support and provide advice to community-based operators based on their knowledge of centres' operations and local FDK impacts. In recent months, Consultants have met with all child care centres in their caseloads to review options and opportunities and to update transition plans. In many areas of the city, Consultants are connecting existing third-party operators to prospective ones to share information and best practices. Consultants

also liaise with school boards, the Ministry of Education and other City divisions in support of the transition of the child care system.

Ward Analysis

Children's Services has been monitoring the changing system from the start by tracking the capacity (number of spaces) available for infants, toddlers and preschoolers. At this time, the division has updated community plan projections as a follow up to the ward analysis process reported to Council in November 2011. Updated maps are presented on Children's Services website at <http://www.toronto.ca/children/wardanalysis.htm>

The table below shows the changing number of spaces (capacity) over time, as reported in September 2011, actual numbers as of May 15, 2013, and the projected capacities as at full implementation. As predicted, capacity for infants and toddlers has been increasing as preschool spaces previously occupied by four and five year olds have decreased, with these children moving to third party before- and after- school programs.

City-wide Licensed Capacities by Age Group

Age Group	September 2011 Actual Capacity	Current Actual Capacity (per cent change from September 2011)	Projected Capacity (At full implementation)
Infant	2,664	2,815 (+ 5.7 per cent)	3,462
Toddler	6,664	7,448 (+11.8 per cent)	8,853
Preschool	28,209	26,800 (-5.0per cent)	21,903
FDK before- and after- school	160	2,359	6,262

There is a clear shift towards increasing service for younger children. Partway through implementation, infant spaces have increased by 151 (5.7 per cent) and toddler spaces by 784 (11.8 per cent), with a simultaneous decrease in preschool spaces of 1,409 (5.0 per cent), reflecting the movement of children to FDK. Projected capacities based on community plans show these trends continuing as four and five year olds increasingly access FDK.

Fee subsidy service levels are being maintained with the implementation of Full-Day Kindergarten as four and five year olds spend the majority of the day in a free, universal program and resources can be shifted to children in child care. This is reflected in the decreasing preschool capacity and increasing FDK before- and after school program spaces. However, there is ongoing need for child care fee subsidy. The wait list for fee subsidy in Toronto is over 19,000 and the existing number of child care fee subsidies is only enough to support 28% of Toronto's low-income children.

Children's Services estimates a need for approximately 255 infant and 700 toddler subsidies based on the projected increase in spaces since September 2011 and the 32% low-income rate. Additionally, there are approximately 54,000 four and five year olds in Toronto, and slightly less than 4,000 children of kindergarten age on the waiting list for fee subsidy. As more FDK before- and after-school programs open up, these spaces need to be accessible to these children.

Wards with Insufficient Capacity

Projections in 2011 anticipated that in the absence of mitigation strategies, a large number of wards would have insufficient child care capacity as centres closed. A ward was deemed to have insufficient capacity if it had less space than subsidies assigned to it under the Child Care Service Plan's equity targets. Ideally a ward has more physical capacity than subsidized children in order to accommodate the needs of full-fee paying families as well.

Since then, with provincial funding and reinvestment, the system has responded positively. The November 2011 report depicted a worst-case scenario, which is shown in the second column in the table below, the number of wards that would have insufficient capacity. The third column shows wards with insufficient capacity based on current capacities, and the final column shows current projections for full implementation of FDK.

Wards with insufficient capacity by age group – change since 2011

Age group	# wards with insufficient projected capacity 2011 (with no additional resources)	# wards with insufficient capacity based on current capacity	# of wards with insufficient capacity at full implementation based on current projections
Infant	31	30	22
Toddler	23	16	5
Preschool	8	0	1

The updated ward analysis presents a better picture, based on current projections, than the worst case scenario presented in November 2011. Overall, the trend over time illustrates the shift in the child care sector towards focusing on younger children.

CONCLUSION

Ontario's system of early learning and care is in the midst of an important change process. In Toronto, the City is focused on providing the supports and resources necessary to make the Full-Day Kindergarten program a success and stabilize the child care system for younger children.

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ATTACHMENTS

Appendix A – 2012 and 2013 Grant Programs Available to Child Care Operators

Appendix A – 2012 and 2013 Grant Programs available to Child Care Operators

Name (year)	Description
Transition Minor Capital (2012)	For non-profit child care centres to retrofit centres to service children aged 0-4.
Capacity Funding to Support Transformation (2012)	Non-profit licensed child care for business transformation (legal costs, lease termination costs for mergers and/or relocation, moving costs, business planning advice, Information Technology (IT) upgrades and toys and equipment).
One-Time Transition Operating (2012)	Non-profit and commercial licensed child care centres and home child care for reconfigurations and inefficiencies as children move to FDK.
Early Learning Transition Capital Funding Grant (2013)	One-time funding to support renovations of child care centres and playgrounds to service children aged 0-4.
Health and Safety Grant (2013)	One-time funding to support health and safety concerns related to licensing requirements.
Business Transformation Grant (2013)	For legal costs, lease termination costs related to a merger or relocation, moving costs, business planning advice and IT upgrades.
Child Care Stabilization Grant (2013)	One-time funding to support and stabilize children care programs a) with a mixed preschool/kindergarten group where less than a group size (8) is attending FDK and b) providing bagged lunches for children escorted to FDK programs attending child care before- and after-school.